Evaluation of the Community Animal Health Policy (CAHP) 1995-2004 and alternatives for the future

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Final Report

Part I: Main Report

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Food Chain Evaluation Consortium (FCEC)

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Acronyms

ADNS: Animal Disease Notification System

AH: Animal Health

AMP: Annual Management Plan

ANIMO: ANImal MOves Management System

BIPs: Border Inspection Posts

CAHP: Community Animal Health Policy

CAP: Common Agricultural Policy

CCC: Community Customs Code

CRLs: Community Reference Laboratories

CVED: Common Veterinary Entry Document

CVMP (EMEA): Committee for Medicinal Products for Veterinary Use (EMEA)

CVO: Chief Veterinary Officer

DG: Directorate General

DIVA: Differentiate Infected from Vaccinated Animals

EAGGF: European Agricultural Guidance and Guarantee Fund

EC: European Commission

ECDC: European Centre for Disease Prevention and Control

ED: Exotic Diseases

EFSA: European Food Safety Authority

EMEA: European Medicines Agency

ENTR (DG): Enterprise and Industry Directorate General

EPISOUTH: Network for Communicable Diseases Control in Southern Europe and Mediterranean Countries

EQ: Evaluation Question

ERA: Environmental Risk Assessment

ETPGAH: European Technology Platform on Global AH

ETIDE: European Training for Infectious Disease Emergencies

FAO: Food & Agriculture Organisation

FCEC: Food Chain Evaluation Consortium

FEEDAP: Panel on additives and products or substances used in animal feed

FP: Framework Programme (DG Research)

FVO: Food and Veterinary Office

ICW: International Catering Waste

JRC: Joint Research Centre

MRLs: Maximum Residue Limits

MS: Member State/s

NGOs: Non-Governmental Organisations

NMS: New Member State/s

OIE: Organisation Mondiale de la Santé Animale – World Organisation for Animal Health

OLAF: European Anti-Fraud Office

PH: Public Health

POAO: Products of Animal Origin

RASFF: Rapid Alert System for Food and Feed

SANCO (DG): Health and Consumer Protection Directorate General

SCFCAH: Standing Committee on the Food Chain and Animal Health

SG: Steering Group (on this evaluation)

SHIFT: System for Health control of Imports from Third countries at frontier inspection posts

SOE: semen, ova and embryos

SRA: Strategic Research Agenda

TAXUD (DG): DG Taxation and Customs Union DG

TC: Third Countries

ToR: Terms of Reference

TRACES: TRAde Control and Expert System

URAA: Uruguay Round Agreement on Agriculture (GATT)

VMPs: Veterinary Medicinal Products

WHO: World Health Organisation

WTO-SPS: World Trade Organisation - Sanitary & Phytosanitary Agreement

Acronyms for animal diseases

AHS: African Horse Sickness

AI: Avian Influenza

ASF: African Swine Fever

BSE: Bovine Spongiform Encephalopathy

CBPP: Contagious Bovine Pleuropneumonia

CSF: Classical Swine Fever

FMD: Foot and Mouth Disease

HPAI: Highly Pathogenic Avian Influenza

IBR: Infectious Bovine Rhinotracheitis

LPAI: Low Pathogenic Avian Influenza

ND: Newcastle Disease

PPR : pest of small ruminants (Peste des Petits Ruminants)

SVD: Swine Vesicular Disease

TB: (bovine) Tuberculosis

TSE: Transmissible Spongiform Encephalopathy

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KEY MESSAGES FROM THE EVALUATION

The following key points have emerged from this evaluation:

1. Over the time period reviewed by this evaluation (1995-2004), the Community Animal Health Policy (CAHP) has become increasingly successful in terms of achieving the outcomes it is seeking to pursue. Although policy improvements were mainly stimulated by the need to respond to some major crises that occurred in the Community during this period, the results can be considered to have been positive. Thus, for example, there has been a considerable reduction over time in the prevalence of a significant number of animal diseases and a considerably better structured response to crises. Following the CSF, FMD and AI crises all relevant "vertical" legislation on the control of these diseases was revised and updated, taking into account the lessons learnt, including those on vaccination and contingency planning. It is also an achievement that over time the Commission's role in respect of the policy has come to be increasingly widely accepted both within the EU and internationally.

2. This having been said, until now the policy has consisted of a series of interrelated policy actions/actors at institutional and civil society level operating under a large umbrella of legislation and formal/informal networks but without a definition of strategy for the whole and limited assessment of the success of actions taken in terms of review and feedback on performance. The evaluation has demonstrated the need to develop a clear and transparent strategy accompanied by a communication strategy which improves stakeholder engagement and involvement in decision-making. In addition, future actions need to be informed by a review of the achievement of outcomes in relation to past actions.

3. The evaluation has highlighted the many linkages inherent in the policy e.g. between what happens in third countries, what happens at EU borders and what actions are taken to secure animal health status within the EU. In future better consistency between actions to improve animal health and welfare in the EU and international competitiveness could be achieved by pursuing simplified rules and better regulation and carrying out impact assessments before introducing new legislation.

4. Subsidiarity aspects have been a key theme underlying the various policy areas covered by this evaluation. With principles and rules laid down at EU level but implemented by Member States, enforcement issues have often been identified as a key parameter in allowing flexibility at MS/regional/local level while the Commission's role is crucial in guaranteeing that a common approach and standards apply across the Community.

5. In terms of strategic focus, while it is clear that crises will always recur, the evaluation has highlighted the need to move towards a policy which is more focused on effective risk management/disease prevention. This can be achieved via better risk based targeting of funding (using cost effectiveness and cost benefit analysis), measures and incentives at all levels as well as early detection of exotic and new/emerging disease threats. This involves better prioritisation of actions relating to disease eradication and surveillance, research and development, controls on illegal entry of potentially risk carrying materials but also

more generally creating a stronger culture of bio-security at all levels.

6. Following analysis undertaken in particular under Part II of this evaluation, a key component in the creation of such a culture of bio-security would be the introduction of a harmonised framework for cost and responsibility sharing. This could be structured so as to allow implementation in line with subsidiarity at Member State and regional level. A key component of such a cost and responsibility sharing framework as well as the idea of better overall prioritisation of actions would be the introduction of a disease classification system. This would allow greater focus on those diseases which can be considered to have high 'EU relevance' in terms of the need for coordinated action at EU level due to their potential impact on human health and potential supra-national/supra-regional economic impact.

7. More specific actions which could be considered for the future would include:

    - Further alignment of EU rules more closely with OIE recommendations/standards and guidelines;
    - A gradual move towards integrated electronic identification and certification procedures for intra-Community trade;
    - The streamlining of texts going through the Standing Committee procedures;
    - Providing specific support for bio-security measures at farm level via existing funds;
    - Providing specific support to third countries to assist them in upgrading their animal health status to meet EU and international (OIE) requirements;
    - Negotiating export conditions at Community level;
    - Targeting illegal (commercial) imports/fraud.

A preliminary assessment of the advantages/disadvantages, feasibility, stakeholder acceptance and needs for further assessment has also been undertaken for each of these actions.

S1. EXECUTIVE SUMMARY

S1.1. Background and methodology

This evaluation and assessment of possible options for the future, of the Community Animal Health policy (CAHP) has been prepared in the period between July 2005 and July 2006 by a team from the Food Chain Evaluation Consortium (FCEC) headed by Agra CEAS Consulting. It has been conducted under the direction of a DG SANCO Steering Committee consisting of representatives from various Commission services, some Community agencies, and Member States (MS). For the backward looking element of the study covering the period 1995-2004 the report addresses the EU15 and for the forward looking aspects it covers the EU25.

From the start of the evaluation process it has been clear that what is covered by the term 'Community Animal Health Policy' has not previously been seen as a single unified and coherent framework but rather that it has evolved over time as a series of interrelated policy actions founded on a broad range of legislation. Many of the institutional structures involved in different aspects of the policy are relatively new and it is therefore timely to review their functioning and how indeed they relate to the objectives which can be attributed to the CAHP.

To address the wide range of issues set out in the Terms of Reference (ToR) a methodology was agreed with the Steering Committee which involved a range of tools starting from desk research of existing documentation and literature. The core of the evaluation and the major focus of effort has been a substantial stakeholder consultation using a web based EU stakeholder survey, a survey of 34 third countries and above all an intensive interview programme at both EU level and in six Member States. It should be noted that while the EU survey is not a survey which seeks to achieve a statistical representation of the sector it is more significantly a survey of the key experts involved with the policy in the public sector (i.e. at EU institution level, at MS level and internationally), amongst those representing the commercial/professional interests in the sector and non-governmental organisations (NGOs), and thus represents a very substantial pool of knowledge and experience.

Within the overall research programme a key focus of attention has been a linked pre-feasibility study conducted by Civic Consulting on options for harmonised cost-sharing schemes for epidemic livestock diseases, the results of which are presented in Part II of this Report. This has involved a distinct interview programme, a survey of insurers in EU MS, case-studies and stakeholder consultation effort.

One of the key challenges of the evaluation has been for the evaluation team to understand the immense range of complex technical, administrative and policy issues which are subsumed under the CAHP heading. As the evaluation has progressed these issues and the linkages between them have become clearer and are represented in the summary of results by evaluation theme which follows.

S1.2. Key findings relating to the period 1995-2004

S1.2.1. Policy measures

Intra EU trade

By and large the animal health measures in place with respect to internal trade have contributed significantly to the objective of ensuring free circulation of SOE (semen, ova and embryos) and animal products as well as enabling freer circulation of live animals. A key observation in respect of the circulation of live animals is that the meaning of the term '*enabling freer circulation*' should be taken to refer to the fact that individual MS have generally not taken unilateral measures to block trade when a disease outbreak has occurred, and that the position in this regard has improved over the decade under review.

In general it is recognised that live animal transport is a significant factor increasing the risk of disease spread and minimisation of such movements (also for animal welfare reasons) as well as increased preventive measures (bio-security) are key steps in reducing such risks. Recommendations for the future on these issues are made respectively under **Option C** and **Option G**, respectively.

The introduction of regionalisation as a means of limiting the impact on trade is considered to have been a useful additional tool in maintaining trade flows.

It was found that there was no uniformity of views on the issue of additional guarantees and it is considered that this debate reflects the inherent tension between the objective of maintaining the internal market and thus facilitating trade and the objective of preventing the spread of animal disease. Where the balance of argument lies in this debate is seen as being essentially a political decision although in this context we would note that this issue could usefully be further reviewed by examining whether the guarantees being asked for would be for diseases which are on the OIE list of notifiable diseases. If they are not there may be a *prima facie* case for the use of the guarantees to be withdrawn or alternatively for the EU to push for them to be included in the OIE list (see also discussion under Option A on issues for the future discussed with stakeholders).

In spite of this generally positive assessment of the AH measures applied to internal trade it was noted that while some threats of animal disease spread appear to have been brought under control new threats and new diseases which pose a threat are emerging. In addition there are potentially increasing threats as a result of growing trade and tourism volumes with third countries.

To address these threats, almost half those surveyed considered that going forward there was a need to increase EU funding, particularly to improve staff resources and training for national authorities. This was perceived to be particularly the case for those MS and candidate countries where capacities in this regard are assessed to be relatively weak.

In view of the perceived inconsistency in the levels and quality of veterinary checks applied, there may be a need for the Food and Veterinary Office (FVO) to benchmark what is happening in this regard across Member States in terms of best practice and lessons for the future.

With respect to certification it was further noted that there was support for simplification of the current certificates as well as a medium to long term move to electronic certification and electronic identification if the technical issues attaching to such a move can be overcome (issues examined for the future under **Option B**). There was also considerable support for improved staff resources at

national and Commission level and training of veterinary staff responsible for issuing certification documents. The latter was perceived as an area where Community funding of such activity would provide added value.

Imports from third countries

The current Community import regime includes actions taken within the EU (border controls) and in the exporting third countries (EU approval procedures). Also, as members of the WTO and of the OIE, the EU/EU MS have undertaken to abide by international standards and recommendations.

Although it is not possible to establish in absolute terms the extent to which the current controls on declared imports have prevented the introduction of animal diseases in the Community, the consensus during our survey and interviews was that overall the EU procedures and requirements for declared commercial imports from third countries have been effective and that without the current import controls there would have been more outbreaks of serious animal diseases.

Nonetheless, during the evaluation period, at least two outbreaks of serious animal disease (2001 FMD and 2000 CSF) have occurred in the EU that can apparently be attributed to flows from third countries and illegal commercial or personal (non-commercial) imports were highly suspected in all cases.

Undeclared and fraudulent trade has been identified as an important and largely unaddressed issue that requires urgent attention at Community level. The interviews and survey have revealed a number of important deficiencies in the current system of border controls that can undermine its effectiveness and may lead to illegal (declared and undeclared) import flows with potentially devastating animal health implications. A range of implicating factors have been identified including gaps in the legislation, in MS enforcement and in the cooperation between the relevant competent authorities at both EU and MS level. At a more strategic level, there appears to be a need for a more flexible risk based approach that would allow the focus to shift towards particular risk factors (e.g. weaker BIPs, importers with uncertain track record, irregular trade flows). To this end, specific recommendations for future action are provided on this issue under **Option E**.

In terms of the EU approval procedures, the EU is becoming increasingly reliant upon the health status and integrity of the competent authority in third countries, which generally has a positive knock-on effect on upgrading third country standards according to evidence by the third countries surveyed in the course of this evaluation. However, there is increasing evidence in the EU of repeated occurrences of attempted illegal imports of banned animal products and these need to be addressed. Also, it appears that many third countries, especially in the developing world, find it difficult to meet the high standards and requirements of the EU/OIE and the provision of assistance by the EU to enable them to upgrade may be appropriate (future action examined under **Option H**).

The overall EU animal health requirement to only source animal products from countries or regions that are free of certain major diseases appears to be an important and necessary condition for imports from third countries that needs to continue, but to minimise the pressure for illegal imports the restrictions imposed should be the minimum compatible with risk based controls. Again, this puts increasing emphasis on the reliability of the certification provided by third countries.

Control and eradication programmes

Overall, the eradication programmes for endemic and zoonotic diseases[1] that were co-funded by the EU during the evaluation period can be judged to have been fairly effective in terms of leading to an expansion of the disease-free zones in Europe for the various diseases. Performance has improved over the evaluation period partially because at the level of the Commission the selection and monitoring of the Community co-funded eradication programmes has improved significantly since 2000 but also because at MS level there has been better performance monitoring (e.g. via the introduction of indicators) and hence targeting of effort. Results however, tend to vary by disease and by region, with certain important diseases (particularly TB, brucellosis and leucosis) persisting in certain regions of the Community. Even in the case of largely eradicated diseases (e.g. rabies, CSF, ASF), there are regions where problems persist.

Various reasons have been identified for the continuing problems. In part they are due to the fact that eradication is per se harder to achieve than reduction but from an administrative perspective important shortcomings as identified by FVO reports and also internal DG SANCO audits also remain.

Thus where programmes have failed to perform due to incorrect, insufficient or ineffective implementation at MS level, some corrective action has been taken in terms of discontinuing the programme (programme not approved in subsequent years) or reducing the funding available by the Community but there would appear to be room for further improvement in this regard.

Where programmes have failed to perform although they are regarded as having been properly/sufficiently/effectively implemented at MS/local level, the availability of appropriate tools (particularly in terms of diagnostic tests and veterinary vaccines) appears to be an important factor for the failures to reach the targets sought.

In terms of the efficiency in the use of the available funding, this is difficult to judge in the absence of cost-benefit or cost-effectiveness analysis, which suggests that decisions on the allocation of the funds have not been based on a sound analysis of cost-benefit parameters. Although technically there are significant constraints in the development of such analysis, more effort needs to be undertaken in this field for a more systematic inclusion of these considerations in the programme approval process. This is indeed one of the two objectives of the Task Force for Monitoring Eradication.

The definition of priorities at Community, rather than at MS level, has been found to offer significant added value in terms of enabling better targeting of diseases that are of high EU relevance, but the significance of added value can be raised for some diseases that are lower priority at Community level.

The main issues identified for the future include *inter alia*: longer-term targeting through multi-annual programming (already addressed by Commission proposals due to be adopted shortly); the need to define clear programme targets, based on appropriate cost-benefit analysis and/or risk analysis, and relevant indicators to measure progress; improving benchmarking is particularly relevant in targeting persisting problems with certain diseases and certain regions in the Community; ensuring availability of effective diagnostics tools as well as authorised veterinary vaccines, when possible respecting the DIVA (Differentiate Infected from Vaccinated Animals) strategy; and more and better use of epidemiological studies. At a more strategic level, the need was identified to shift focus more towards prevention measures, as part of an overall prevention strategy, based on appropriate risk analysis by

[1] This section does not deal with the incursion of exotic diseases which are dealt with separately in this Report (in the context of emerging risks/surveillance).

disease, including more emphasis on bio-security measures and the potential selective use of vaccination. For the latter, examination of the risk/benefit of vaccination when used as a potential important prevention tool should be further studied on a case-by-case basis (for each animal disease).

In the context of this review and the planned future multi-annual design of the programmes, the Commission's recent proposals appear to address previous shortcomings of the eradication programmes, particularly those linked to insufficient inclusion of past programme performance to assess future approvals, as well as the partial failure to achieve longer term goals on some important persisting diseases in the Community with an impact on public health (e.g. brucellosis, TB and food-borne salmonellosis).

Emerging risks / surveillance

Overall, the results from our survey and interviews indicate that exotic diseases are effectively and rapidly detected and responded to. In most cases outbreaks are kept under control wherever feasible but in practice the effectiveness of detection and reaction depends on the disease. In the past, the introduction of exotic diseases has concerned FMD, AI, Newcastle disease and CSF. The FMD outbreak in Italy, Greece and especially in the UK, France and the Netherlands in 2001 show that the measures in place were not sufficient to prevent its introduction and that insufficient controls on live animal movements resulted in the spread of the disease. Controls have improved since then, but further improvements are still possible. Survey results suggest that strengthening in human resources (e.g. veterinary services), better identification and traceability, and a faster decision-making process would probably have helped to limit its extension and economic consequences.

The speed of restoration of disturbed international trade after an outbreak is one indicator of policy effectiveness. In this respect, it is encouraging that there appears to have been some improvement over the last decade.

The value of the EU Animal Disease Notification System (ADNS) was also tested with stakeholders in the context of the forward-looking element of this study which discussed potential inefficiencies from duplication in running this in parallel the OIE notification system. The majority of respondents indicated that there was a proper value to the existence of the ADNS and that it works well.

The efficiency and utility of contingency plans generally receive high marks from the persons surveyed.

There is hardly any evidence of cost/benefit analysis related to emergency and prophylactic vaccination in common with the lack of such analysis more generally for the various control and eradication measures in place. The need to undertake such analysis has been, however, identified and it is expected that this will in future be more systematically incorporated in relevant research co-funded by the Community on vaccine development

Regarding the relevance and use of vaccine banks, it was noted that although significant funds were spent on this they were not always used during the crises. For example, although foreseen in the legislation, MS did not always use emergency vaccination in the case of FMD or, more recently, in the case of AI. The availability of appropriate vaccines, as well as concern over potential trade blocks by third countries or indeed consumer perception in the EU, are the main reasons why vaccination is not always preferred by Member States, although it may be allowed/prescribed by EU legislation. In this context, it is important that the usefulness of this tool is assessed on a case-by-case basis.

The relevant funding mechanism, namely the "Veterinary Fund" (which is being annually fed by the relevant budget line of the CAHP up to a ceiling, but able to be pumped in according to need[2]), appears to be appropriate to emergency and rapid action. The significant fluctuations in the amounts involved reflect the emergency nature of the fund and a flexible adaptation to the changing perception and context of risks (gravity and geographical origin).

What is of note here is that emergency actions attract a significant share of the CAHP budget. When the extra amounts provided for such actions from the EAGGF are added to this, the total expenditure on emergency action can in some years dwarf expenditure under the CAHP budget itself. This inevitably raises efficiency questions, including the extent to which the emergency/contingency plans could actually provide a disincentive to MS to move to more effective preventive action. It appears that a feedback or control mechanism would therefore be appropriate.

It should be noted that the implementation of exotic disease control is largely a MS competence, the role of the EU being to centralise warning signals, disseminate information and set up a framework for fast decision and emergency action. Such coordination is an absolute necessity because of the international nature of the epizootic risk and the EU wide nature of economic consequences. Purely unilateral or bilateral mechanisms would neither be effective nor fast enough. This is highlighted by the fact that measures taken by MS are re-discussed by the Standing Committee (SCFCAH) and decisions usually extended at Community level. This process is of high added value in limiting and controlling exotic diseases and emerging risks at Community level.

For the future, the responses from the survey and interviews indicate overwhelming support for preventive action as well as improving the capability for early detection of exotic diseases as the two most attractive options for the control of these diseases and their economic consequences. Early detection would entail *inter alia* improving knowledge on emerging risks and promoting the use of measures based on independent scientific risk assessment (e.g. epidemiological studies etc); making more selective use of vaccination as a preventive measure, as well as increasing communication about the use of this tool towards operators and consumers. At a more strategic level, early detection entails encouraging farmers' responsibility (e.g. through bio-security and financial incentives including cost-sharing) and improving the control of exotic diseases at source, i.e. in the third countries. For the latter, as part of a wider EU risk management strategy, it would be important for the Community to develop actions to promote animal health status in third countries, including through the provision of relevant assistance to third countries (**Option H**).

More generally, to improve the coordination of EU actions at international level, the issue of further alignment to OIE recommendations/standards and guidelines has been discussed with stakeholders and results are presented under **Option A** below.

Traceability, animal identification and labelling

In terms of reaching the objective of traceability, animal identification and labelling, namely ensuring animal health and food safety in particular in crisis situations it appears that significant progress has been made during the evaluation period. Experiences from animal health and feed related crises have been assessed and conclusions have been drawn that led to the road map described in the "White Paper on Food Safety" and the subsequent overhaul of related legislation. Several aspects of the new Community framework are still in the process of being developed, e.g. new legislation regarding feed

[2] The legal basis for the CAHP budget is Decision 90/424/EEC. Extra funds in emergency situations that arise in certain years (e.g. in 2001 with the FMD crisis), are provided for by exceptional expenditure under the EAGGF.

labelling. Results of the evaluation indicate that the area of traceability of feedingstuffs remains an area of concern that continues to deserve attention at the legislative and implementation level. In general, for the legal framework to be effective a coherent level of implementation at MS level is required. The results of the evaluation indicate that there is a need for further monitoring of the implementation of traceability requirements at MS level and a need for continued support to MS to address deficiencies in the implementation of traceability requirements.

Some significant progress has also been made in developing the IT-infrastructure for tracing of live animals and products of animal origin through developing the concept of the Community wide IT system with centralised processing, TRACES (TRAde Control and Expert System). This clearly has the potential to provide significantly improved services compared to its predecessor, ANIMO. The complexity of the tasks involved and the multi-lingual approach taken posed significant challenges to the developer and the general level of operation TRACES has reached can already be seen as a large success in itself, especially given the relatively short time of operation. Substantial efforts to address other deficiencies perceived by users are needed in future, as is the additional training of users.

Stakeholders were asked how the EU traceability/identification rules should be developed and improved in future to ensure effective animal health risk management. A clear priority for stakeholders is the further development of the IT infrastructure for identification and traceability, and more specifically the improvement of both TRACES and national identification databases and their interoperability. Electronic identification and improvement of rules for identification/traceability are also relatively frequently mentioned. These priorities are in line with results from interviews conducted and the main issues and identified by the evaluation could be further specified as follows:

Community framework for traceability, identification and labelling

After having consolidated the legal framework for traceability there is a need to monitor the implementation of traceability requirements and their effectiveness to identify possible weaknesses. Reporting requirements of Member States can provide the necessary information, and it seems to be important that sufficient guidance is provided to MS to reach a consistent set of data that can be evaluated at Community level. A specific focus of Community monitoring could be the implementation of feed related traceability requirements and further steps could be taken to support a Community wide introduction of relevant quality assurance systems that are already applied by operators in some Member States.

It may also be considered to improve monitoring of the enforcement of traceability requirements in third countries that export to the Community. Although third countries also have to apply traceability rules, in practice this may not always be enforced. A situation where traceability requirements are mainly enforced in the EU without ensuring that similar traceability requirements are in practice applied for imports from third countries is perceived as weakening in the long run the competitive position of EU producers.

Use of electronic identification, consolidation of IT infrastructure

Electronic identification was seen by a significant number of stakeholders as an appropriate tool to be employed in future if electronic identification requirements are differentiated by species. From the farmers' perspective it is important to make electronic identification beneficial to the operation of the farm and thus encouraging the use of the system.

Further significant points to merge regarding the Community IT infrastructure for tracing purposes included the following:

- The evaluation identified the need to further consolidate the Community IT infrastructure for tracing purposes and a number of priorities in terms of training and possible technical improvements have been identified. There were also requests for improving interoperability of TRACES with existing national systems used in some MS/large BIPs. The technical feasibility for this deserves detailed scrutiny, including the possibility of integrating MS systems into TRACES.

- There seems to be a need perceived by TRACES users to improve the accuracy of data on operators and legal information contained in TRACES and a number of possible measures in this regard have also been identified.

- There continues to be a need for a harmonised protocol for data exchange between national identification databases for live animals. A similar protocol could also provide the possibility to transfer data from national identification databases to TRACES.

- For the medium to long term further integration of the Community IT infrastructure could be foreseen, such as introducing electronic certification and integrating other databases into the TRACES system, e.g. databases on the animal health status etc**.** (see section 9.2, **Option B**). However, TRACES is still a rather new system that, because of the size of the network and the complexity of the task, requires significant time before all functions will be fully operational and users are sufficiently trained. A decision to move towards a new stage of development of the TRACES system could therefore only be taken once TRACES is thoroughly tested in (simulated or real) crises situations and further feasibility analysis is done.

Research and science

Community funding for research, scientific advice and laboratory networks on AH has contributed positively to help achieve the CAHP objectives of safeguarding human and animal health. These efforts should be pursued. This was achieved largely by funding provided via DG RESEARCH for research projects in the Framework Programmes and by DG SANCO for laboratory networks on AH.

It was clear from the survey and interviews that historically there has been a need for better prioritisation in the research programmes of DG RESEARCH. The EU supported research aims in particular to adapt the disease prevention and control tools to the latest scientific developments. Considering that EU funds available for research in this field are limited, it is of great importance to prioritise the research needs and to develop programmes to fill gaps whilst at the same time developing research collaboration and synergies. In this context it is noted that for the future the European Technology Platform for Global Animal Health (ETPGAH) research should help to define research targets and also establish priorities for the coming years. This platform was launched in late 2004 and its secretariat is supported by DG RESEARCH. It was also noted that there appear to be problems associated with the effective dissemination of research since nearly one third of stakeholders surveyed/interviewed were not aware of the DG RESEARCH programmes and their results.

For the near future, research in the development of vaccines and the epidemiology of zoonotic diseases seems to be of the highest priority. It is noted that the Strategic Research Agenda published in May 2006 by the ETPGAH which has been put together with a view to mobilise private and public (EU, national, local) investments aims to deliver new or improved tools, in particular vaccines and diagnostic tests, for the control and prevention of major animal diseases both in the EU and in the developing world.

The Community agencies EFSA (European Food Safety Authority), EMEA (European Medicines Agency) and the more recently established ECDC (European Centre for Disease Prevention and

Control) provide scientific risk assessment and scientific advice on areas falling under their mandate. They also endeavour to provide early identification as well as management of potentially divergent opinions on specific related scientific issues. They are considered to provide the Commission services with reliable Community risk assessments on which risk management decisions are based. Nonetheless, policy-makers have expressed the need for an additional more qualitative approach to assessing risk to provide timely information which can be used as a basis for taking rapid action.

S1.2.2. Horizontal (cross-cutting) issues

Protection of human health

Food-borne zoonoses continue and remain a threat for EU citizens. In addition to the continuing strong prevalence of these diseases in human cases according to the data available, it was considered by the majority of those interviewed that outbreaks of salmonellosis and campylobacteriosis had not received the necessary attention in the past. The measures in place at the time of the BSE crisis were not considered to have been effective, both on the basis of reports at the time and according to a strong public perception (reiterated in the results of our survey). Finally, the effort to monitor these diseases has been complicated by the lack of a harmonised methodology and definitions across MS. On the other hand, protection from non food-borne zoonoses is considered to have largely been achieved.

It was generally considered that the legislative framework concerning protection against physical and biological hazards in feed (including the authorisation procedures for veterinary medicinal products (VMPs) and for certain feed additives, Community procedures to establish maxim residue limits (MRLs) for residues of VMPs, and rules on contaminants, harmful chemicals or micro-organisms in feed and by-products), as based on risk assessments provided by Community agencies (EFSA, EMEA, and more recently the ECDC), is adequate.

A drawback may be the cost and complexity of the various procedures in place, which (compared to the size of the market in some instances) may impair industry competitiveness or limit innovation.

In practice, however, some discrepancies in implementation and enforcement of Community rules for distribution, use of VMPs, feed and feed additives and evidence of certain non compliant situations (as raised in FVO reports) would need addressing to avoid any unacceptable threat to human health.

Cooperation network with MS and other organisations

During the last decade a structure for co-operation in the animal health field has been put in place. This network consists of a large number of entities/organisations with different mandates. The co-operation procedures established by these entities appear overall to be effective although as would be expected with relatively new structures there is room for some improvement (e.g. in terms of rationalising the volume of texts going through the SCFCAH).

Commission management

In terms of Commission management of the CAHP specific objectives, output and impact indicators are defined in the current Annual Management Plan (AMP), but the extent to which data are collected and analysed to feed the indicators and inform priorities is not clear.

The CAHP management consists of a mixture of longer-term components (e.g. eradication programmes, contingency planning) and short term/crisis-driven elements. Resources, personnel and

management attention tend to follow animal health crises. This appears to be the reason for a relatively weak focus on definition of longer-term objectives and targets, and may also undermine effective stakeholder involvement and commitment to the policy as well as creating uncertainty for operators and the public administration.

A number of specific shortcomings (e.g. no systematic evaluation of past interventions) were identified and these are detailed in the main report. Any shortcomings identified must, however, be seen in context. Since the mid 1990s, i.e. the start of the evaluation period, the EU has made significant progress in terms of setting up the current structures and systems. Consequently, many of the gaps can be attributed to the fact that this is a relatively new structure which will inevitably need improvement at both the strategic and operational level.

Improvements to the current system would *inter alia* include: better strategic guidance, ex-ante impact assessment of legislation and performance review/feedback across the various institutions involved in the CAHP management (some examples of such best practices already exist in DG SANCO); the development of a clear and transparent CAHP strategy at EU level, accompanied by a communication strategy; ensuring the early consultation of other Commission services and stakeholders before the drafting of any legislation follow-up of the conclusions and recommendations of FVO inspections, including for the use of more proportionate sanctions for non-compliance to EU rules; improving the monitoring systems in place by defining information/data needs and developing performance indicators to give an objective assessment of the achievements of the CAHP.

Communication with external stakeholders

The current communication and dissemination strategy of the Commission on the CAHP is quite extensive and uses various channels (publications, participation to meetings, websites, etc). It reflects the overall CAHP design, in the sense that it concerns mainly specific animal health problems and the measures taken, but there appears to be little communication on the overall objectives and direction of the CAHP.

The information disseminated by the Commission in case of crisis is considered to have improved in recent years. Further improvements could nonetheless be introduced, for example in providing more information on the background and reasoning for the action taken in case of crisis. Some of the possible improvements in this domain include: improving co-operation between the various European and national entities required to communicate during animal health crises, to ensure a coherent message is delivered to stakeholders/consumers; explaining to stakeholders/consumers the rationale behind CAHP measures, to avoid overreaction in case of crisis; improving the information provided on a regular basis about the animal health situation in the EU with detailed information on the location and on the main characteristics of the outbreaks; further improving the coherence between Animal Health and Animal Welfare rules; improving participation of currently under-represented interest groups (consumers/citizens) in the policy debate on animal health and food safety.

Internal coherence/external consistency of the CAHP

In examining whether the CAHP objectives are internally and externally consistent it is important to bear in mind how the policy and hence the objectives have evolved. Due to its evolution the current CAHP appears to be a series of linked and interrelated policy actions rather than a single policy framework. The policy has come a long way since its initial stages of development in the early 1960s when it was subsumed to the requirements of Common Agricultural Policy (CAP) and largely managed by national Ministries of Agriculture.

Major factors that have shaped the policy in the last 10 years include the completion of the Internal Market (1 January 1993), the reaction to major outbreaks of animal diseases and to rising public concern on the Community approach to food safety issues and the protection of animal and public health, scientific and technological developments, successive reforms of the CAP, the implementation of the Uruguay Round Agreement on Agriculture (GATT-URAA) and the Sanitary and Phytosanitary Agreement (WTO-SPS), EU enlargement, and rising public awareness and demand for the related public goods including public health, the protection of the environment and animal welfare.

Against this background, the results of our survey clearly indicate that, as would perhaps be expected, a clear majority of respondents considered the policy to be internally consistent with public health and food safety objectives, with trade policy and the EU's international obligations and with the CAP. However, stakeholders largely did not consider the CAHP to be consistent with the Lisbon Agenda.

These results appear to reflect the underlying tension between the need to remain internationally competitive in terms of costs and at the same time invest in maintaining a high animal health status within the EU. On the other hand, it can also be interpreted as a lack of sufficient focus in past policy on actions that could have prevented costly disease outbreaks. This latter point has been highlighted throughout the evaluation, and points to the need for more prevention strategies including the improvement of on-farm bio-security.

On the issue of consistency with other policy objectives notably on animal welfare and environmental protection it was concluded that some conflict between aspects of animal health policy objectives and management and these objectives can be identified. Thus, for example, to the extent that the CAHP transfers funds from low risk to high risk areas (by far the main beneficiaries being high density areas) it may be considered to contribute to the maintenance of production in the latter and thus in turn contribute to the associated adverse environmental impacts associated with production in such regions.

Coherence with the EU external relation policy was discussed in relation to imports from third countries where it was concluded (on the basis of results from the third country survey) that the EU animal health measures and procedures for imports appear to have had a beneficial effect on third countries upgrading their standards and structures. Nonetheless, high EU standards may pose a difficulty for certain developing countries to comply with and the EU could do more in this area to provide assistance to third countries to improve their animal health status, structures and competence.

With possible further trade liberalisation as a result of the current Doha Round of WTO trade negotiations, the prospect for increased trade volumes in meat and meat products may bring more challenges to safeguarding animal health status within the EU (assuming that increased trade flows inevitably carry a higher risk). Thus there will be a continuing tension between trade policy objectives and animal health objectives which will increase the need for a more risk-based approach to border inspections as well as for shifting responsibility and improving risk management at third country level (via training and knowledge sharing).

The need to place more emphasis on prevention as a more cost-effective way of addressing animal health and animal welfare issues longer term is highlighted by the conclusions to the various EQs. This also fits with the Lisbon objectives of increasing competitiveness and minimising economic losses. Another issue that fits with the Lisbon agenda of improving the competitiveness of EU operators relates to the scope for improving the framework for EU exports to third countries by negotiating export conditions at EU level (examined for the future under **Option F**).

S1.2.3. Overarching issues

Veterinary emergency measures/cost-sharing schemes

During the evaluation period (1995-2004) the system of EU financing of losses caused by major disease outbreaks was a mixture of ad-hoc compensation through exceptional market support measures and loss-based compensation for veterinary emergency measures as defined in Council Decision 90/424/EEC (the "Veterinary Fund"). The analysis indicates that financial ad-hoc measures in case of an outbreak do not provide incentives for prevention to the parties involved and do not promote proper disease risk management planning. The system of expenditure in the veterinary field defined by Council Decision 90/424/EEC represents an improvement over ad-hoc measures, because compensation rules are pre-defined.

Actual payments of funds from the "Veterinary Fund" have increased overall since 1997. There was a peak in expenditure of more than 400 million Euro in 2002 due to refunds to MS for the losses incurred as a result of the FMD outbreak in 2001, specifically in the UK, Netherlands, Ireland, and France. When interpreting this increase it has to be taken into account that prior to this date exceptional market support measures were more regularly used to cover disease outbreak losses (e.g. during the CSF outbreak in 1997 disbursements amounted to more than 500 million ECU). By contrast, during the FMD outbreak in 2001 no exceptional market support measures were implemented.

Reimbursement of costs related to the FMD outbreak in 2001 and the outbreak of AI in 2003 kept payments from the "Veterinary Fund" at nearly 150 million Euro per year in 2004 and 2005. The high impact of these major outbreaks is also reflected in the fact that roughly 85% of 1997-2005 expenditure was used for the co-financing of measures in only two MS, namely the UK and the Netherlands. Both countries have a large livestock industry and were hardest hit by disease outbreaks during the evaluation period. The loss-dependent Community contributions therefore provided financial support to MS/regions that can be considered, at least in the evaluation period, to be high-risk areas. No similar Community co-financing was provided for prevention measures, meaning that in effect MS/regions that either have a lower risk of livestock diseases due to their production structure and/or take appropriate prevention measures have received little financial support from the Community. This potentially distorts competition and may lead to a continuation of unsustainable production structures. Loss-dependent Community co-financing may have provided an important incentive for MS to take effective and rapid veterinary control measures. However, this system cannot be considered to provide incentives for prevention, especially with respect to prevention measures that are above the minimum standards required by legislation. Other deficiencies include:

- Disease outbreak losses are only partially compensated, focussing on direct losses such as the culling of infected herds, slaughtering and rendering costs etc. This may under certain circumstances result in adverse incentives.

- Community co-financing rules are complex and partially require significant administrative efforts for all parties involved;

- The risk if costs arising for the Community budget as a result of livestock disease outbreaks has recently possibly been reduced because of clearer compensation rules introduced by Regulation 349/2005 that creates clearer rules for compensation and reduces "grey areas" that existed during the evaluation period. However, in principle the current system of co-financing still poses a significant risk for the Community budget.

- Participation of stakeholders in the decision-making process concerning veterinary emergency measures is not encouraged and wholly depends on MS implementation rules and the degree to which cost-sharing schemes are already in place at MS level.

The analysis presented in the pre-feasibility study on options for harmonised cost-sharing schemes for epidemic livestock diseases (Part II of this report) concludes that an EU framework for such schemes is a feasible option. A system of harmonised cost-sharing schemes could contribute to preventing major financial risks for Member States and the Community budget, enhancing the welfare of operators and providing incentives for prevention. The mere existence of a cost-sharing system seems to provide incentives for farmers to consider more effective bio-security measures. The involvement of farmers' organisations in negotiating compensation conditions in "peace time" and/or in the management of the scheme also provides a possibility to set and communicate prevention priorities. At an individual level, incentives very much depend on the details of the compensation rules applied. For example, farmers in the Netherlands do not receive compensation under the Dutch scheme for animals that are dead at the first visit of the veterinary authority and only half of the animal value for animals with visible disease symptoms. Rules like these are likely to provide additional incentives for rapid reporting of disease outbreaks to the veterinary authorities. Based on the analysis of three existing cost-sharing schemes and an economic analysis the pre-feasibility study has developed a set of principles that could be used to create a framework for a harmonised system of cost-sharing schemes. An overview of the main operating principles of harmonised cost-sharing schemes is given in a separate executive summary in Part II of this Report.

At the EU level the obligation of Member States to introduce a cost-sharing scheme with compulsory participation of operators would be harmonised. Harmonised operating principles would include the principle of disease categorisation (only diseases with high public relevance would have to be covered) and a set of rules for farmers/operators' contributions and compensation in case of disease outbreaks. These rules would ensure that financial flows between operators and the cost-sharing scheme maximise incentives for prevention. Also, the type of losses covered has to ensure that no adverse incentives are created. Therefore, a cost-sharing scheme has to cover all disease outbreak losses of operators directly affected by veterinary measures. What could be covered would be total and partial losses in animal value as a direct consequence of veterinary measures (e.g. caused by compulsory slaughtering, emergency vaccination), as well as other costs of operators due to such measures (e.g. costs of slaughter, disinfection, business interruption). This would avoid the current situation whereby operators with an infected herd may in some cases be better off than operators under movement restrictions. However, price risks should not be covered by cost-sharing schemes, as price-risks also affect farmers in a country or regions that are not directly affected by veterinary measures. Finally, the study concludes that cost-sharing schemes have to be regionally oriented. Regional orientation does not necessarily restrict the geographic scope of a cost-sharing scheme to a small area. It is e.g. possible that one scheme is established for several smaller MS, provided that regional factors determining efficient animal health risk management measures are comparable throughout these MS and a common approach for implementation can be identified.

Details of implementation of cost-sharing schemes have to be decided at the Member State level. The following institutional arrangements could be considered:

- **Public fund:** A fund administered through a public authority.
- **Mutual fund:** A mutual fund or insurer owned by the participating operators.
- **Private insurers:** Participation of private insurers in a scheme.

It is generally feasible to combine two or more options within one cost-sharing scheme, e.g. through creating hybrid forms or through dividing animal health risk and putting different cost-sharing schemes in charge of parts of the risk.

With respect to public financial support to cost-sharing schemes the study concludes that a harmonised approach is essential to reduce a distortion of competition. Harmonised rules have to determine the sum of financial support from the EU and from Member States to a cost-sharing scheme, so that a distortion of competition is reduced, since public financial support could imply a systematic subsidisation of high-risk areas. Public financial support for compensation payments of cost sharing schemes must be limited. A cost-sharing scheme has to provide incentives for risk-adjusted farm management decisions through differentiating contributions. This implies that a significant share of a cost-sharing scheme's compensation payments has to be funded through farmers' contributions to the cost-sharing scheme. Other expenses of a cost-sharing scheme, e.g. expenses for subsidising certain prevention measures, could be fully reimbursed from public sources. The following options for financial support have been presented:

- **Option A:** Peace-time support;
- **Option B1:** Co-financing of losses excluding business interruption costs;
- **Option B2:** Co-financing of losses including business interruption costs.

The analysis concluded that only financial option A limits the amounts of disease outbreak costs and losses borne by Member States and Community budgets to a politically agreed level. It is also possible to combine different options in a two-stage approach whereby loss-dependent public financial support would be continued for a limited period of time before gradually shifting to the more advantageous peace-time support when cost-sharing schemes become fully operational in all Member States. Under all options, the Community or Member States would have to provide contingent capital to cost-sharing schemes on their territories if their funds run dry. As animal health risk is highly cumulative, it is likely that in some cases cost-sharing schemes would be unable to meet all claims for compensation after a major disease outbreak. A public loan provided to a cost-sharing scheme with predefined conditions regarding the pay back period and the interest rate would be an adequate funding mechanism with low transaction costs. The loan would have to be repaid over time by the cost-sharing scheme. Contingent capital would need to be provided EU-wide with harmonised conditions to prevent a distortion of competition. Further analysis of options for the provision of contingent capital is required.

S1.2.4. Options for the future discussed with stakeholders

During the course of the evaluation a number of key issues emerged from the discussion with stakeholders. During the latter stages of the interview process a particular effort was therefore made to provide a first perspective on these issues and this is very briefly summarised below for each of the issues.

A. ***Further alignment of EU legislation to OIE recommendations/standards/guidelines:*** The question here is whether the EU could take OIE recommendations/standards and guidelines as the basis of its legislation, at least in the areas where such guidelines exist at OIE level (e.g. disease status, imports). The balance of views on this point is that, while this approach would have some significant advantages notably in terms of further improving transparency and international acceptability of EU rules, it may be premature to take such a step while some standards may need updating and there is a significant degree of uncertainty on third country interpretation of these rules. It should be noted that a recent internal DG SANCO comparison

of EU legislation and OIE recommendations/standards and guidelines suggests the differences are not hugely significant.

B. Adopting integrated electronic systems for EU procedures applied in animal movement: A prerequisite for effective traceability of live animals is a system of unique and secure animal identification and databases recording the animals/herds belonging to a specific holding and movements between holdings and between Member States. Currently, individual identification, e.g. for bovine animals, is reached through paper based system of animal passports and holding registers combined with national identification databases that are not compatible between Member States. Traceability for live animal transports is currently achieved via a paper based certification system in combination with TRACES, the Community TRAde Control and Expert System. The gradual introduction of electronic identification, which will be compulsory for sheep and goats beginning in 2008, raises the question how in the mid to long-term the different elements of the traceability system for live animals can be combined and an integrated electronic system can be developed.

A number of different options for achieving such a system are explored and while it is generally accepted that adopting integrated electronic systems could be necessary in future and could lead to better traceability and a reduction of administrative burdens for operators it is noted that there would still be considerable technical and other difficulties to be overcome. It is therefore suggested that prior to proceeding such integration efforts would have to be subject of a detailed technical feasibility study/impact assessment, as there are certain risks of integrating electronic systems for EU procedures applied in animal movement (e.g. data overload, security issues) that require further technical analysis. Such an analysis would specifically have to focus on how different requirements for different animal species would impact on traceability and how integrated systems could take into account different levels of implementation and integration in the MS.

C. Improving intra-Community trade in live animals: To set the context of this issue, it was generally noted by a number of stakeholders that it remained an important objective to reduce the movement of live animals within the Community to a minimum and to replace it – where possible - by free trade of safer products such as semen, ova, embryos or meat. In terms of the conditions for intra-community trade in live animals as such, the present difficulties identified relate to differences in procedures for issuing certificates issued by national authorities, which necessitate the issue of multiple certificates when animals are traded between MS. This can undermine both the effectiveness and efficiency of certification. An improvement could be achieved by replacing the current system with electronic certification. While there is widespread acceptance of a move to electronic certification as a desirable objective, it was noted that this required major efforts at a technical level (see also previous option).

D. Rationalising Committee procedures: This issue is mainly concerned with the question of whether it is necessary to pass all texts relating to the field of animal health through the Committee (SCFCAH) procedure or whether some texts go through other, simpler/faster channels/procedures. The review of this issue concluded that there appeared to be a number of types of decision where a simplified procedure could be used and these are outlined in detail in the main text.

E. Targeting illegal imports/fraud: Increasing/reinforcing BIP controls does not appear to be sufficient in itself in addressing illegal trade. An approach based on three pillars appears to be more appropriate involving: greater *e*mphasis on risk analysis and profiling for risk-based border controls; strengthening cooperation between customs authorities and veterinary

services and; harmonising the operation of BIPs across the Community. A number of options for achieving these targets are set out in the main text of the report.

F. ***Negotiating export conditions at Community level:*** Currently, EU export issues fall under MS responsibility, except in the case of certain third countries where common EU export requirements are specifically defined in bilateral veterinary or SPS agreements. In order to achieve an EU Animal Health Policy that is externally consistent with other EU objectives, the EU could move to negotiate common requirements for exports to a third country that would apply for exports from any MS. While such an approach could have advantages in terms of facilitating negotiations with third countries, this issue appears to be very controversial amongst stakeholders and MS (in part because of competing commercial interests) and would therefore require further discussion between MS and the Commission although it is noted that

G. **Supporting on-farm bio-security measures**: It is by and large accepted by most of the stakeholders that on-farm bio-security measures are an important prevention tool in the context of a wider EU prevention strategy. For further development of this policy, it has to be taken into account that any funding for on-farm bio-security measures will have to align with the WTO rules (fit into the Green-Box), as well as EU rules on state aids (currently in the process of revision). This would have to be reviewed carefully as would potential tools for financing on-farm bio-security measures such as rural development schemes. Risk management tools for farmers and risk elements would also have to be further addressed e.g. to establish the level of risk associated with different types of production systems and species.

H. **Providing assistance to third countries**: Third countries, especially developing countries, often find it difficult to comply with the rules and regulations for import approval set up by the EU. The EU could potentially assist third countries in their efforts to meet the European standards through: 1) Carrying out peer reviews in third countries; 2) Appointment of specialist technical experts in the EU Delegations; and 3) Creation of a pool of technical/specialist experts. Generally all of these options met with widespread support and it is suggested that the analysis of how implementation would proceed is studied in further detail.

S1.2.5. Overall conclusions and recommendations

Overall, the evaluation results have confirmed that significant progress has been made during last decade in the various areas covered by the CAHP. Furthermore, the policy has come to be increasingly accepted by Member States as well as third countries.

It is important to note that the CAHP has historically developed as a set of interrelated policy actions rather than a single coherent policy framework. In many areas this remains the case to date.

Some weaknesses of the current system appear to be inherent. There will, for example, always be some tension between the trade/ commercial objectives and the human/animal health objectives which are at the core of this policy area. In trying to strike the right balance, a problem has been that human health was not always unambiguously prioritised in the past.

Beyond this potential conflict of objectives, a key difficulty appears to lie in the policy design as such. Animal health, which now comes under food chain safety provisions, has a harmonised policy framework across the EU. On the other hand, human health, which comes under public health policies, is still largely managed by different systems in each MS which, at present, are only subject to some coordination. There is therefore a structural incoherence in the design of these two complementary policy areas.

A reflection of these inconsistencies is the observation that the CAHP has largely been a policy that has evolved out of large crises, rather than being pro-active and prevention-driven. Related to this, impact assessment or evaluation of individual measures has not been systematically carried out in the past.

Consistency could be reinforced by adopting an integrated risk management approach to address this policy area in the future, as discussed under our recommendations below.

S1.2.5.1. Recommendations at strategic level

Our evaluation has revealed that there is scope for the CAHP to be seen as an integrated risk management strategy focussing on pro-active measures, particularly the prevention of diseases with high EU relevance, and providing the right incentives to this end at all levels. This would need to involve a shift in the emphasis of overall objectives towards human health, which would be reflected in raising this to the top level in the future intervention logic (**Figure 13**).

In the context of a future strategy, it would be important to clarify the following two issues:

- Who has the primary responsibility?
- What is the level of acceptable risk?

Furthermore, an incentive-oriented approach would be needed at all levels. The evaluation has indicated that there appears to be a need to develop a harmonised framework for a more balanced sharing of responsibilities and costs amongst operators, and that this could be reflected in their involvement in the decision-making process. A more balanced distribution of responsibilities and costs could also contribute to improving the coherence of the CAHP with other EU policies (e.g. environment, CAP). These issues are discussed further under the pre-feasibility study on cost-sharing schemes (Part II of the Report).

To this end the study has generally highlighted the need to promote a wider culture of bio-security amongst operators (*inter alia* by highlighting benefits and improving training) and the veterinary profession.

In designing the right policy interventions and tools, cost-effectiveness analysis would be an essential pre-requisite to improving the prioritisation of CAHP spending. More science based risk assessment and management would also be required, involving where possible an HACCP type of approach to identify priorities for EU risk management including for designing the prevention and eradication programmes, and FVO inspections.

S1.2.5.2. Recommendations at the level of specific policy areas and procedures

The evaluation team has identified a range of concrete options for the future, which were discussed with stakeholders and authorities during the interviews. Results of our analysis are presented per option in the following section. It should be noted that these concrete options complement the more general recommendations made under each policy theme and evaluation question in the detailed sections of this report.

At EU level, there appears to be a need for a more proportionate approach to address intra-EU live animal movement, by improving the balance between the various objectives (promoting AH status,

guaranteeing trade and growth, safeguarding animal welfare), so as to minimise risk (**Option C)**. Also, there is a need to improve/harmonise implementation at MS level, including through electronification of procedures (**Option B**), and for promoting bio-security *inter alia* through the support of measures taken at farm level (**Option G**).

In the context of the EU's interaction with the rest of the world, with trade liberalisation and in anticipation of more trade and therefore greater risk exposure, there is a need for a more risk-based approach to border inspections (**Option E)**, for improving risk management at TC level (via training and knowledge sharing) (**Option H**), and for increasing the transparency of EU rules and procedures (including through further alignment to OIE recommendations/standards and guidelines, **Option A)**.

At the same time, it is important to strive for the maintenance and improvement of the competitiveness of EU operators both in the domestic and international markets, so as to meet the Lisbon strategy objectives. To this end, there is a need to simplify and have implementable legislation, including through the rationalisation of committee procedures (**Option D)** and further alignment to international standards and guidelines (OIE, WTO) (**Option A**). Finally, there may also be the possibility of improving the framework for EU exports to third countries through a more coordinated definition of EU export requirements (**Option F**).

PART I: CAHP EVALUATION

1. Introduction

More than ten years after the establishment of the single market, DG SANCO assessed that it was appropriate and timely to undertake an external evaluation of the Community Animal Health Policy (CAHP). This was entrusted to the Food Chain Evaluation Consortium (FCEC) in the context of the ongoing Evaluation Framework Contract for Lot 3 (Food Chain).

The evaluation is based on the Terms of Reference (ToR), developed following extensive intra-services consultations which culminated in an internal DG SANCO seminar in February 2005.

Due to the thematic emphasis of this evaluation, the FCEC undertook this project under the leadership of Agra CEAS Consulting Ltd., with inputs from the other 3 consortium partners (Civic Consulting, Arcadia International eeig, and Bureau Van Dijk).

The evaluation commenced in July 2005 with a launch meeting with the Commission's Steering Group (SG) on this project. Following this, a Launch Note was submitted in which the evaluation team set out in full the team's understanding of the ToR, general approach to the work (methodology, scope, etc.), and composition of the full evaluation team. Three further meetings were held with the SG in the course of the project: an inception meeting in November 2005, to discuss the Inception Report which detailed the methodology to be followed, and an interim meeting in April 2006 to discuss the progress of the work and preliminary results. A final meeting to present and discuss the results took place on 3 July 2006.

This Final Report presents the results and conclusions of the evaluation.

The ToR, details of the evaluation team, and all reports of this evaluation can be found at the DG SANCO website as follows:

http://ec.europa.eu/food/animal/diseases/strategy/cahpeval_en.htm

2. Objectives

The first objective of the evaluation has been to assess the CAHP in terms of:

- the relevance of its objectives to the needs and problems to be addressed;
- the added value of Community interventions, including subsidiary aspects;
- its coherence, consistency and complementarity with other policy interventions;
- its effectiveness - in achieving planned results, desired outcomes and project purpose;
- its efficiency and cost-effectiveness.

Furthermore, for each of these parameters and particularly in terms of the effectiveness of the various measures in place, where the evaluation has yielded negative results it has sought to determine whether this was due to the lack/inappropriateness of the legal provisions currently in place or the lack/incorrectness of the implementation of the existing legal provisions.

The second objective of this evaluation has been to serve as a basis for reflection on possible policy options for the future. This forward-looking objective goes beyond the methodological boundaries of an evaluation exercise, effectively turning this into a pre-feasibility study for the introduction of the various options (notably on harmonised cost-sharing schemes, part II of this Report). Our conclusions and recommendations are meant to serve the Commission services with useful input in the context of drawing the new Community strategy on animal health for 2007-2013.

3. Scope

The evaluation covers the EU-15 as an entity with treatment of all fifteen Member States. As this is an evaluation of past policy during the 1995-2004 period, it does not cover the NMS. However, we have discussed and reviewed animal health policies in the NMS in terms of the forward-looking perspective (i.e. the second objective of the evaluation). Thus, the survey of MS which was undertaken in the context of this evaluation was also addressed to NMS (see chapter 4.4), and one NMS (Poland) was included in the list of MS visited for in-depth study (see chapter 4.3.2).

According to the ToR, the evaluation covers 9 "policy areas", in 12 Evaluation Questions (EQs), sub-divided in 86 criteria. To facilitate reference, the linkages between the policy areas, the EQs and the criteria are presented in **Annex 1**.

4. Methodology

4.1. Key challenges of the evaluation

The challenges and difficulties encountered in this project are mainly due to the breadth of its scope and the complexity of the subject matter. These issues have been outlined from the beginning of the exercise in the Launch Note and Inception Report. Partly linked to this, the evaluation team has encountered problems in the collection and analysis of both primary and secondary data, as outlined below.

In terms of scope, the ToR for the study included 12 Evaluation Questions (EQs) with a number of criteria each, bringing the total number of criteria to 86 (**Annex 1**). It covers a range of animal species, including commercial farm animals, other commercial species, aquaculture, and the entire production chain from live animal breeding to the production of processed products. Geographically, it extends over the EU25[3] and across a range of the EU's main trading partners.

In terms of the subject matter, as described in chapter 5.1, the current Community animal health policy (CAHP) is not a single policy framework but rather a series of linked and interrelated policy actions. The reason for this is that the CAHP has not been designed as a single policy from the outset. Rather, it has evolved over the years out of various developments, including the setting up of the single market in the run up to 1992 which required a harmonised yet high level of intra-Community sanitary status, significant and widely publicised food scares in the 1990s (e.g. BSE, dioxins salmonella) which prompted rising consumer concerns over public health, large costly outbreaks of disease (e.g. FMD in 2001) which raised public awareness about the financial dimension of animal health, and increasing public demand for the respect of animal welfare and the protection of the environment. The current CAHP extends over a wide range of policy actions, measures and tools. The problem of an overarching evaluation such as this is that in reality it would require an evaluation of all the individual components before conclusions were drawn for the whole. Such a task would, however, be overwhelmingly resource intensive and time consuming.

Furthermore, the aim of the project has been twofold. Firstly, to assess how this complex policy structure has worked during the last 10 years. Second, to identify solutions for improving the policy framework, in the context of the Future Strategy on Animal Health for 2007-13.

In view of the scale and complexity of the task, the evaluation team has focussed its efforts during the project's inception phase in structuring the evaluation so as to: a) identify the overarching intervention logic (as presented in chapter 5.2), and b) focus on the key questions, interactions, basis of judgement and criteria to be used (as presented in our analysis and conclusions on each EQ). In a policy area that encompasses more than 600 Regulations, Directives and Decisions in force, it has been crucial to focus our attention on the most essential elements, the connection between these elements, and the extent to which these have worked or not worked in attaining the objectives for which they have been set up.

To this end, we have consulted directly with those involved in defining and implementing the CAHP. This has been achieved via a large-scale collection of expert information and views from stakeholders and authorities at EU, MS and third country level. It has included three surveys and an extensive interview programme. The process, challenges and outcome of the surveys and interviews are described in the sections that follow.

[3] Although focusing mainly on the EU15 for the backward oriented part of the evaluation.

At the same time, our review of secondary data and sources has revealed significant shortcomings in the usefulness of this data. Although a large number of statistics and information exist on the different issues under investigation, these tend to be scattered between sources and/or do not generally provide a coherent series (geographically or through time) on which to base the analysis. This limits the value of the data in terms of drawing conclusions relevant for the evaluation. For instance, in the context of disease outbreak due to the movement of animals, although there are indications pointing to animal movement as a risk factor in disease outbreak from case studies of rabies, FMD and CSF, it is hard to obtain reliable evidence on the basis of statistics, as conclusive data on epidemiological investigation of outbreaks of diseases is scarce[4]. To overcome these difficulties, the evaluation team has been selective in the use of data for its statistical analysis. To the extent this is available; we rely mostly on data and analysis available from European sources or collected at EU level.

4.2. Overall methodological approach and objectives

Our overall approach has combined a range of evaluation tools including secondary data analysis and the collection of primary quantitative and qualitative data through surveys and interviews.

The evaluation team has undertaken the design and implementation of the interview and survey process, with the following two key objectives in mind:

1. To have an open and transparent consultation, involving all potentially interested partners and stakeholders at European and MS level and in third countries. Our commitment to this objective is demonstrated by the fact that the survey has been addressed to over 600 experts, representatives of the various competent European and national authorities and stakeholders (expanded from an initial list of around 180).

2. To provide a synthetic and concrete analysis of the results, so as to be able to deliver actionable recommendations to the Commission services, in particular in the context of the Commission's drawing up of a future strategy for animal health for the 2007-13 period.

To this end, the evaluation team has tried to ensure maximum flexibility throughout the survey and interview process. Flexibility was sought both in adjusting the sample of relevant partners/stakeholders, but also in updating the detailed list of questions used during the interviews with new findings and comments. New insights have thus been built into the process as the interviews have proceeded.

At the same time, the team has sought to ensure that the Commission's reporting deadlines are adhered to and that a sound and robust basis for the synthesis at EU level is provided. This has involved the establishment of a clearly set out analytical framework and of a tight reporting and synthesis system for the inputs provided by the various phases of the project.

Pulling together the various lists of partners and stakeholders (as suggested by the ToR, our research, and the various consultations carried out), the evaluation team identified a large number of potentially relevant stakeholders. Given that it was not possible to interview all of them in detail within the scope of this project, our approach has been to carry out a large scale survey of all partners and stakeholders and to hold interviews with some of the key partners and stakeholders.

The interviews are being held both at EU level, and at MS level. The survey has been addressed to all potentially relevant authorities and stakeholders at EU and MS level, but has also been open to responses from non-EU countries. In addition, two separate specific surveys have been carried out, one

[4] Such data may in some instances also only be held at national level.

on imports from third countries and one on cost-sharing schemes (in the context, respectively, of EQ 3 and EQ 10b).

4.3. Interviews with key partners and stakeholders

A wide spectrum of partners and stakeholders, covering the range of interests in the CAHP, has been selected for interview (see **Table 1)**. A total of 92 interviews were conducted, but in reality the actual number of interviews is higher due to repeated interviews in several cases and a significant number of group interviews which encompassed a large number of participants (both with EU institutions and some key stakeholders).

Table 1 CAHP evaluation: interview programme – main phase

***Interviews* (a)(b)(c)**	***Number***
DG SANCO	23
(of which group interviews)	*(5)*
Other DGs	6
(*of which group interviews*)	(*3*)
Other EU institutions/agencies	5
International organisations	2
(*of which group interviews*)	(2)
EU federations/associations	10
(of which group interviews)	(*4*)
TOTAL European (d)	**46**
TOTAL National (6 MS x 6-8 interviews each) (e)	**46**
TOTAL	**92**

(a) Includes **group interviews**, i.e. interviews taken with a group of people for example a task force or a department in a public authority or a professional organisation. For example, 5 of the 23 interviews conducted in DG SANCO are group interviews.
(b) Excludes interviews in the context of the pre-feasibility study on cost-sharing schemes. This involved a separate consultation with stakeholder interviews and a survey as described in chapter 4.4.3 below.
(c) Excludes preliminary interviews with the individual CVOs held at Edinburgh CVO Informal in September 2005 (22 interviews), as discussed in chapter 4.3.3 below.
(d) The actual number is higher due to repeated interviews with some of the EU stakeholders and institutions.
(e) Germany, Greece, Finland, Italy, Poland, and the UK. This includes a second interview with national CVOs (first interview was held at Edinburgh Informal) and includes group interviews, as explained in point (a) above.

4.3.1. At EU level

The EU interview programme was launched in December 2005, although several contacts and meetings with some of the relevant partners/stakeholders were already undertaken earlier (e.g. with different DG SANCO Units, and with the EU-25 CVOs during the CVO Informal in Edinburgh in September 2005).

As indicated in **Table 1**, the interview programme includes, as partners, the Commission services (DG SANCO, other relevant DGs in particular DG Research, DG Agriculture, DG TAXUD, DG Enterprise, DG Environment and the inter-services SPS group[5]), other EU institutions and agencies (EP Committees, EU Council, ECDC, EFSA, OLAF etc.), and international organisations (notably the OIE and the FAO). In terms of the stakeholders, it includes both EU professional organisations and other key public interest groups[6].

All of the interviews are carried out face-to-face. In view of the large number of experts/representatives involved in some cases, where interviews could be conducted by grouping together some of the partners/stakeholders, this option was pursued. The latter has been particularly the case in terms of the interviews with DG SANCO, other Commission services (e.g. the inter-services SPS group), international organisations (e.g. the OIE) and the professional associations.

Thus, several of the interviews presented in **Table 1** have been conducted with a group of relevant officials or experts or representatives. The aim has been to expand the debate process to a larger number of people so as to provide different perspectives for the discussion and our analysis.

In terms of the stakeholders, the interviews have been further complicated by the fact that several of the professional associations are umbrella organisations representing a wide and often divergent range of views. In such cases, it has been essential to hold preparatory meetings with the head organisation, prior to the full interview with its members. The objective has been to focus the discussion during the interview on identifying key issues for the organisation as a whole, including common points and points where an internal debate may be in evidence. Such an approach was followed with most of the 10 EU professional associations that were interviewed (including FESASS, COPA-COGECA, the UECBV, and the FVE). The final list of professional organisations retained for interview is presented in **Table 2**.

Table 2 European professional organisations interviewed (a)

	Organisation	***Full name***
1	AEFRV	European association of Veterinary Diagnostics Producers
2	AVEC	Association of Poultry Processors and Poultry Import/Export Trade
3	BEUC	European Consumers (b)
4	CLITRAVI	Liaison Centre for the EU Meat Processing Industry

5 In which the following DGs participate: TRADE, AIDCO, ENLARG, RELEX, DEV

6 Consumers: an interview with BEUC, the main EU consumer organisation was included in the interview programme but did not take place as the organisation did not respond to our request for an interview; this was eventually replaced by an analysis of their relevant position papers. Animal welfare groups were covered by our survey and other activities: the Eurogroup for Animal Welfare was taken out of our initial interview programme, following their detailed response to our survey questionnaire; other activities included the evaluation team's participation in the conference held in Brussels on 30 March 2006.

	Organisation	***Full name***
5	COPA-COGECA	Committee of Professional Agricultural Organisations - General Confederation of Agricultural Co-operatives in the European Union
6	EDA	European Dairy Association
8	FESASS	Fédération Européenne Santé Animale et Sécurité Sanitaire
9	FVE	Federation of Veterinarians of Europe
10	IFAH-Europe	EU Animal Health Industry (formerly FEDESA)
11	UECBV	European Livestock and Meat Trading Union

(a) Both BEUC and Test-achats were contacted for an interview, but organisational changes and their current workload have not made this possible. The evaluation team has thus replaced this interview by a detailed analysis of the documents prepared by BEUC and Test-achats on the subject, to ensure that the views of consumer representatives are taken into account.

The interview programme has been very successful. The process has been open to all views, as evidenced by the fact that the programme has considerably expanded since our initial thinking in the Inception Report. Through the course of the project, the evaluation team has remained flexible to amend the programme so as to best fit the interests and representativeness of the participants as well as the needs of the project. Also, participants were given a chance to expand on their views through further contact with the evaluation team even at a very late stage.

Inevitably, the complexity of the subject of this evaluation and consequently of the interview programme, coupled with our commitment to open the debate to all potentially relevant partners/stakeholders, has led to certain delays. For example, the evaluation team had to wait in some cases until May for the formal response of a number of European professional organisations as well as of some national stakeholders in the MS. This meant that the interview programme was complete at the end of May.

Thereafter, the evaluation team synthesised the information and views collected through this process.

4.3.2. At MS level

The evaluation covers the EU as an entity with treatment of all Member States (EU15 in terms of the assessment of the past policy during the 1995-2004 period and EU-25 in terms of the forward-looking perspective of this evaluation). Given the potentially wide scope of this coverage, further in-depth analysis was taken in a more limited number of MS. The selection of MS was made in consultation with the Steering Group, using the following criteria: population size, geographical position and characteristics, variety of animal health problems, intensity of production, and importance of different species. One NMS has also been included in this selection, as follows:

1. Germany
2. Italy,
3. Greece,
4. UK,
5. Finland
6. Poland

Following a specific request by a French professional organisation, a group interview was also organised with some key French stakeholders, at which the Ministry of Agriculture also participated.

On average, the interview programme in each of the selected MS has covered at least 6-8 interviews (**Table 1**). Typically the interviews include the CVO (second, in-depth interview), the relevant Ministries (Ministry of Agriculture, Ministry of Health), a national veterinary institute, industry representatives (live animals, traders, meat processors, dairy processors, animal health industry), and a relevant consumer organisation (if active in this area).

With very few exceptions, the bulk of the interviews have been conducted face-to-face. Again, several of these interviews have been with a group of relevant officials/representatives, and have involved extensive preparatory work and meetings.

For the same reasons as outlined under the EU interviews there were inevitable delays in this process which led to the conclusion of the interviews in June.

The evaluation team has processed the data and information from these interviews in two steps. The fist step involved the analysis and synthesis of the interview results in a MS report, summarising the key points of the MS position per evaluation question. The second step was the comparison and cross-referencing of the analysis carried out per MS, with the results of the analysis of the information, data and views collected through the EU interviews and the surveys.

4.3.3. Edinburgh Informal CVO workshop

Eight member of the evaluation team participated in the Edinburgh Informal CVO meeting, which was held under the UK Presidency during 6-9 September 2005.

The team actively contributed and supported DEFRA in the design of the CVO workshop. Our recommendations to DEFRA included input on the choice of the 5 themes for each working group session, so as to closely match the ToR of the CAHP evaluation, and in guidance to the chairs of the working groups. In addition, we co-scribed the proceedings of each working group and provided input to the drawing up and presentation of the final conclusions of the workshop. The final results of this process, as approved by the participating CVOs, have been posted at the DG SANCO website together with the opinions of other stakeholders[7].

During this event, in addition to the workshop, we held informal individual meetings with the CVOs/MS representatives that were present at the event. We had the opportunity to interview the representatives of 22 MS (with the exception of Greece, Latvia and Lithuania), although in some cases only preliminary views were given and further detailed interviews were held during the main phase of interviews in the selected MS, as described in the chapter 4.3.2.

[7] http://ec.europa.eu/food/animal/diseases/strategy/theirviews_en.htm

4.4. Surveys

4.4.1. Survey of partners/stakeholders

A survey of relevant partners and stakeholders was launched in early January. This was addressed both to those partners and stakeholders that were not covered by the interview programme and those that were. It was sent via targeted emailing, and it was also posted on the DG SANCO website to invite a wider public response. It should be noted that this was not an opinion survey but a survey of the key relevant experts involved in the EU/MS authorities and industry.

The survey was based on a questionnaire developed by the evaluation team in consultation with the various relevant Commission services, which covered the various areas of the CAHP. The purpose has been to collect the views of stakeholders and authorities on the past performance of the CAHP and their suggestions for the future.

The survey questionnaire has been widely disseminated within DG SANCO and was sent to nearly 600 partners and stakeholders selected at national, European and international levels.

At national level, it targeted the CVOs, the national/local authorities, the laboratories and veterinary institutes, industry representatives and consumer representatives in the 25 Member States.

At European level, in addition to DG SANCO officials, it targeted several other Commission services (DG AGRI, DG Budget, DG AIDCO, DG Enlargement, DG Trade, DG Research, DG Enterprise, DG TAXUD, DG Market, DG Environment and OLAF all represented in the Steering Group), the European Court of Auditors, European Parliament, Council, EFSA, ECDC, EMEA, CRLs as well as European associations and federations representing the industry (trade, transport, storage, meat processing, fish, restaurants, feed, food etc), the farmers/breeders, the veterinarians, the consumers, the animal welfare and the wildlife NGOs.

At international level, it targeted the OIE, OECD, the World Bank and one international federation.

Due to the wide interest the survey has generated and the length and complexity of the questionnaire which has necessitated extensive internal consultations at recipient level, the survey was extended from the original deadline of end of February to the end of May.

The performance of the survey has in many ways surpassed our initial expectations (**Table 3**). Firstly, the interest generated in the survey has resulted in a significantly wider and more far-reaching sample than initially planned, with over 600 recipients. Secondly, it has achieved a very good response rate (114 responses[8]). Thirdly, the length and coverage of the questionnaire has involved considerable internal consultations in the organisations where it was sent and the awareness-raising through this process has been overall very positive.

[8] In addition one English association sent its overall position on each of the 12 sections of the questionnaire. This document was considered during the qualitative analysis of the results of the survey.

Table 3 Survey of MS: number and profile of recipients and respondents

Type of organisation	*Number of recipients (a)*	*Number of respondents*	*Number of respondents targeted by the interviews*
Commission services (DG SANCO and other DGs)	DG SANCO: wide internal dissemination Other DGs: dissemination in 14 DGs	15 5	5 4
EU/international institutions/agencies (including CRLs and the JRC)	41	3	1
EU federations/associations/NGOs	43	7	5
National (MS) stakeholders (b)	342	49	5 (c)
National (MS) stakeholders in Germany, Greece, Italy, UK, Finland, Poland	157	35	20
Total	**583 +Commission officials**	**114**	**40**

(a) Excludes the specific surveys of third countries and on cost-sharing schemes
(b) Other than Germany, Greece, Italy, UK, Finland, Poland, which were selected for interviews
(c) Group interview in France

The 94 respondents other than Commission officials are from 79 organisations. A total of 40 among the respondents were interviewed in the framework of the evaluation.

The distribution amongst the 25 MS of national stakeholders that responded to the survey is presented in **Table 4.**

Table 4 Distribution of national respondents over the 25 MS

MS	*Number*
Austria	5
Belgium	3
Cyprus	1
Czech Republic	2
Denmark	2
Estonia	2
Finland	16
France	9
Germany	8
Greece	2
Hungary	3
Ireland	3
Italy	2

MS	***Number***
Latvia	0
Lithuania	2
Luxemburg	1
Malta	0
Netherlands	2
Poland	1
Portugal	0
Slovakia	1
Slovenia	2
Spain	4
Sweden	7
United Kingdom	6
TOTAL	**84**

Only stakeholders from 3 MS did not respond to the survey: Portugal, Malta and Latvia.

The majority of MS (16) gave between 1 and 4 responses. The outbreak of Avian Influenza in Italy and Greece at the time of the survey could partially explain the low level of responses for those countries. Also, as the evaluation period covers the years 1995-2004, new MS might have felt less concerned.

More than half (46) respondents are from 5 MS, i.e. Finland (16), France (9), Germany (8), Sweden (7) and United Kingdom (6). This group of respondents is balanced: 23 responses are from MS with intensive farming in at least one region of the country (France, Germany and United Kingdom) and 23 responses are from 2 MS with less intensive farming (Finland and Sweden).

The full results of the survey are available in **Annex 2.** The quantitative and qualitative analyses of these results have been carried out in the framework of the evaluation of the policy measures and horizontal issues, in which reference to the results will be found.

In addition, the evaluation team has undertaken a specific survey on cost-sharing schemes (in the context of EQ 10b) and a specific survey of third countries (in the context of EQ 3), which are discussed separately below.

Finally, 5 stakeholders have sent their overall position statement on the future Community Animal Health Policy, as follows:

- Swedish Ministry of Agriculture, Food and Consumer Affairs;
- Animal Health and Food Safety European Federation (FESASS);
- General Confederation of Agricultural Co-operatives in the EU (Copa-Cogeca);
- European Livestock and Meat Trading Union (UECBV); and,
- Liaison Centre for the Meat Processing Industry in the EU.

These positions are all posted on the DG SANCO website[9]. In addition, the evaluation team has also received the position statement from the UK veterinary stakeholders.

4.4.2. Survey of third countries

This survey was not foreseen in the original methodology proposed by the evaluation team. It was only at the end of the Inception Phase, following discussions with the Steering Group, that the need was identified for a separate survey of third countries to deal in particular with the issues arising in the context of EQ 3 on imports from third countries.

The purpose of this survey has been to collect comments and views from third countries on their experience of the Community requirements and procedures for imports into the EU (e.g. third country and establishment approval procedure, FVO inspections, border controls etc.), as well as on the EU regionalisation policy and on the effects of the EU policy on the third country's internal organisation and animal health status.

The survey was launched in January 2006. It was based on a specific questionnaire, developed for this purpose by the evaluation team following extensive consultations with the relevant Commission services, and posted on the DG SANCO website at:

(http://europa.eu.int/comm/food/animal/diseases/strategy/survey_third_countries_en.htm).

The questionnaire was designed in such a way as to collect both quantitative data (based on number of respondents indicating a positive or negative experience on each element of the policy), and qualitative information (in particular, the questionnaire invited respondents to provide substantiated arguments and/or examples to justify their views).

The list of countries covered by this survey was also selected in consultation with the relevant Commission services to represent the variation in geo-political conditions, trade relations/export interest, stage of economic development, and animal health situations in third countries. The survey was undertaken with the cooperation of the EU Delegations in the targeted third countries, via which the questionnaire was disseminated to the relevant competent authorities. In principle, the survey has also been open to the industry in the third countries, but this task was left to the discretion of the competent authorities as a wider dissemination through the EU Delegations was not possible in the scope of this project.

This survey has encountered a number of challenges, including time limits, linguistic constraints (in several cases the questionnaire had to be translated into the national language with responses translated back to English), and the fact that where more than one responses were received these needed to be consolidated into a single document (the only exception being Chile, one response for livestock sector and one for fisheries). Consequently, although the initial deadline was end of February, the survey was extended to mid May to ensure a good response rate.

Due to these efforts, the survey achieved an excellent response rate with 18 out of 34 selected countries responding (**Table 5)**.

[9] (http://ec.europa.eu/food/animal/diseases/strategy/theirviews_en.htm)

Table 5 List of countries covered by the survey of third countries

Questionnaire sent to:	Responses received:
Argentina	
Armenia	
Australia	
Azerbaijan	
Botswana	1
Bulgaria *	1
Canada	1
Chile	2 (1 for livestock; 1 for fisheries)
China	1
Croatia	
Georgia	*Not applicable (do not currently export to EU)*
Guyana	1
Iceland	
Madagascar	1
Mexico	
Moldavia	
Montenegro	1
Morocco	
Namibia	1
New Zealand	1
Nicaragua	
Norway *	
Paraguay	1
Peru	1
Romania *	
Russia	
Serbia	
South Africa	
Switzerland *	1
Thailand	1
Turkey *	1
Ukraine	1
USA	1
Vietnam	1
TOTAL:	***18 out of 34 (19 responses)***

* Approach adjusted, to take into account these countries' special relationship with the EU

An overview of the results of the survey is attached in **Annex 3**. This includes both the analysis of all the quantitative data and a synthesis of the comments received (the latter only for those countries that have not requested confidentiality). It should be noted that 9 out of the 19 responses to the survey were on a confidential basis.

The individual comments made by those countries that have not requested their information to remain confidential highlight, however, that there are several common issues of concern, but there are also issues that are specific to each country reflecting national particularities and interests.

4.4.3. Specific survey on cost-sharing schemes

Interviews and meetings concerning costs-sharing schemes were conducted at EU level with organisations having a specific know-how on this subject (e.g., insurance association representatives), as well as representatives of national cost-sharing schemes that have been selected for in-depth interviews (Germany, the Netherlands, and Spain). This process is described in further detail in Part II of this Report.

4.5. Presentation of results per evaluation question (EQ)

The detailed results of the evaluation are presented in this Report per evaluation question, starting with the individual policy measures (chapter 6), and following with the horizontal (cross-cutting) issues (chapter 7).

It should be noted that this analysis is structured following closely the ToR, and in particular the criteria contained therein. Thus, issues of effectiveness, efficiency and added value in implementation are presented according to these criteria, as and where applicable. In some cases, efficiency and/or added value issues are not specifically addressed by criteria and therefore no such analysis has been undertaken in these cases.

5. Evaluation of the CAHP during 1995-2006

5.1. Description of the policy

5.1.1. Overall policy outline

It is important to emphasise, from the outset of this evaluation, that due to its evolution the current Community animal health policy (CAHP) appears to be a series of linked and interrelated policy actions rather than a single policy framework. The current CAHP framework, as defined by the ToR and the FCEC Launch Note, covers the following policy areas and/or instruments:

- Intra-EU trade
- Imports from third countries
- Eradication and monitoring programmes for animal diseases
- Control measures for animal diseases (specific control measures and further measures for exotic diseases), including the notification system (ADNS)
- Traceability measures and systems: animal identification and registration; ANIMO/TRACES
- Measures relating to other public health issues, notably on residues from animal feed/veterinary medicines
- Research on animal health issues in the context of Community multi-annual Framework Programmes (FPs)
- Risk assessment, risk management and regulatory issues, in particular the extent to which the current policy on animal health includes measures that are based on appropriate risk assessment and scientific knowledge. A related issue here is the role and line of responsibility of the Commission and its services, EFSA, the SCFCAH, the CRLs, national authorities, farmers, industry and other stakeholders. This extends to the role and significance of EU commitments in the context of its participation in competent international organisations, notably the WTO/SPS agreement and the OIE and its recommendations.
- Financial and budgetary issues, including cost-sharing schemes.

Many of the interventions that form part of the current CAHP, as listed above, have their origins in the 1960s when such actions were first taken at Community level. This is reflected in the fact that veterinary policy was initially subsumed to the requirements of agricultural policy, in particular the Common Agricultural Policy (CAP), and managed by the national Ministries of Agriculture. Even at the level of the European Commission, veterinary matters were traditionally dealt with by DG Agriculture and only brought under the remit of DG SANCO within the last decade. This observation has implications for this evaluation, in terms of the definition of the CAHP objectives and intervention logic, as will be discussed further below.

The EU has a comprehensive set of legislation in the area of animal health with more than 600 Regulations, Directives and Decisions in force. Both primary and secondary Community legislation are based on Article 37 (agricultural matters) and on Article 152 of the Treaty (matters having an impact on public health).

A number of major factors appear to have influenced the current structure and objectives of the CAHP, as these have evolved in particular over the last 10 years:

1. The completion of the Internal Market and the removal of intra-EU borders and trade barriers as from 1 January 1993, following the adoption of the Single European Act in 1986. This necessitated the revision and adjustment of various legal provisions potentially affecting the free movement of goods, including the harmonisation of rules on animal health.

2. Various outbreaks of animal diseases *per se* such as FMD and CSF, of diseases that have led to public health scares such as BSE, and of other public health scares related to the livestock industry such as the contamination of animal feed e.g. dioxin, concern over the use of antibiotics etc., have all highlighted the social, economic and political dimensions of animal health problems.

   In this regard, a distinction needs to be made between policy objectives that are strictly related to animal health and others not strictly related with disease in animals but rather with public health (food safety). Examples of the latter include zoonotic infections which do not or may not cause disease in animals (such as salmonella), harmful residues (such as veterinary medicines, feed additives) or contaminants (such as dioxins and heavy metals). Furthermore, there are other objectives that need addressing in the context of animal health, which relate to animal welfare and environmental protection (e.g. welfare measures on staging points and the impact of FMD disease spread; stamping out policy and the measures to be applied for killing the animals; open systems for production and possible increase of some diseases such as salmonella and campylobacter.

   The emergence of such issues of major public concern has forced policy makers to re-think the Community approach on the protection of animal and public health and on food safety issues. This has led the EU to redraft the legal framework on food policy. The guiding principle has been that food safety policy must be based on comprehensive, integrated "*farm to table*" approach, encompassing all stages of the food production and distribution chain, as outlined in the Commission's White Paper on Food Safety which was published in January 2000. Other principles defined in the White Paper that have major implications for the CAHP include: the line of responsibility and role of the various stakeholders involved in the food chain; the need for traceability; the importance of science-based risk analysis in decision-making; and the use of the precautionary principle where appropriate in risk management.

3. Scientific and technological developments over the last few decades in the field of animal husbandry, food production and processing, and controls to ensure acceptable safety standards have necessitated the thorough updating of Community legislation in this field. The 2000 White Paper on Food Safety and subsequent legislation also emerged in response to this need. As outlined in the previous point, science-based policy is one of the cornerstone principles of the White Paper on Food Safety, and this has major implications for the CAHP.

During the same period a number of external factors have influenced the context the CAHP operates in. These notably include:

4. The adoption of the EU's Lisbon Strategy in 2000 and its revision (2004) with its agenda for the promotion of economic growth, employment and competitiveness

5. Successive reforms of the Common Agricultural Policy (CAP): the MacSharry reform which was implemented form 1993 onwards, the Agenda 2000 reform and the Mid-Term review in 2003. These reforms have steadily reduced market price supports and increased the emphasis on rural development measures.

6. The implementation of the Uruguay Round Agreement on Agriculture (URAA) from 1995 onwards has reduced the level of external protection provided to the EU meat and livestock sectors and increased third country access to the EU market. At the same time, emphasis has shifted to sanitary measures, and the effort for uniform world-wide accepted principles and greater transparency in this area has intensified under the WTO/SPS agreement. This important factor is increasingly shaping the Community approach on animal health policy. Within the SPS agreement reference is made on the need to follow a science-based approach taking into account OIE recommendations/standards and guidelines and/or any other appropriate risk assessment recommendations (e.g. EFSA in the EU).

7. Enlargement of the Union both immediately prior to the review period in 1995 and at the end of the period in 2004 have presented new challenges for the CAHP in terms of the nature of its external border and the range of production systems and administrative structures it encompasses.

8. Increasing public awareness and demand for the provision of certain other public goods that relate to the animal health policy, including the protection of the environment and the safeguarding of animal welfare.

5.1.2. Policy implementation to date

For each of the policy areas and/or instruments that have been defined as forming part of the CAHP, there is a multitude of legal texts and provisions that cover their implementation and enforcement. For more complete information and further detail on the various aspects of the CAHP discussed in this report, consult the DG SANCO website at:

http://europa.eu.int/comm/food/animal/index_en.htm

The sheer volume of legislation makes it necessary to concentrate on the key legislative acts and related measures/ instruments in order to establish their rationale, linkages, and potential contradictions or synergies.

On the other hand, this evaluation might be facilitated by the fact that in many cases the legislation has recently been updated/reviewed (although perhaps not yet enforced) or is currently in the process of being revised, suggesting that a number of previous shortcomings or inefficiencies may already have been addressed. The extent to which this process may provide useful conclusions for our analysis will depend of course on whether the new legislation has already been enforced in MS.

A large number of organisations are involved in the design, development and management of the CAHP. The complex (formal and informal) interactions between them are depicted in **Figure 1**.

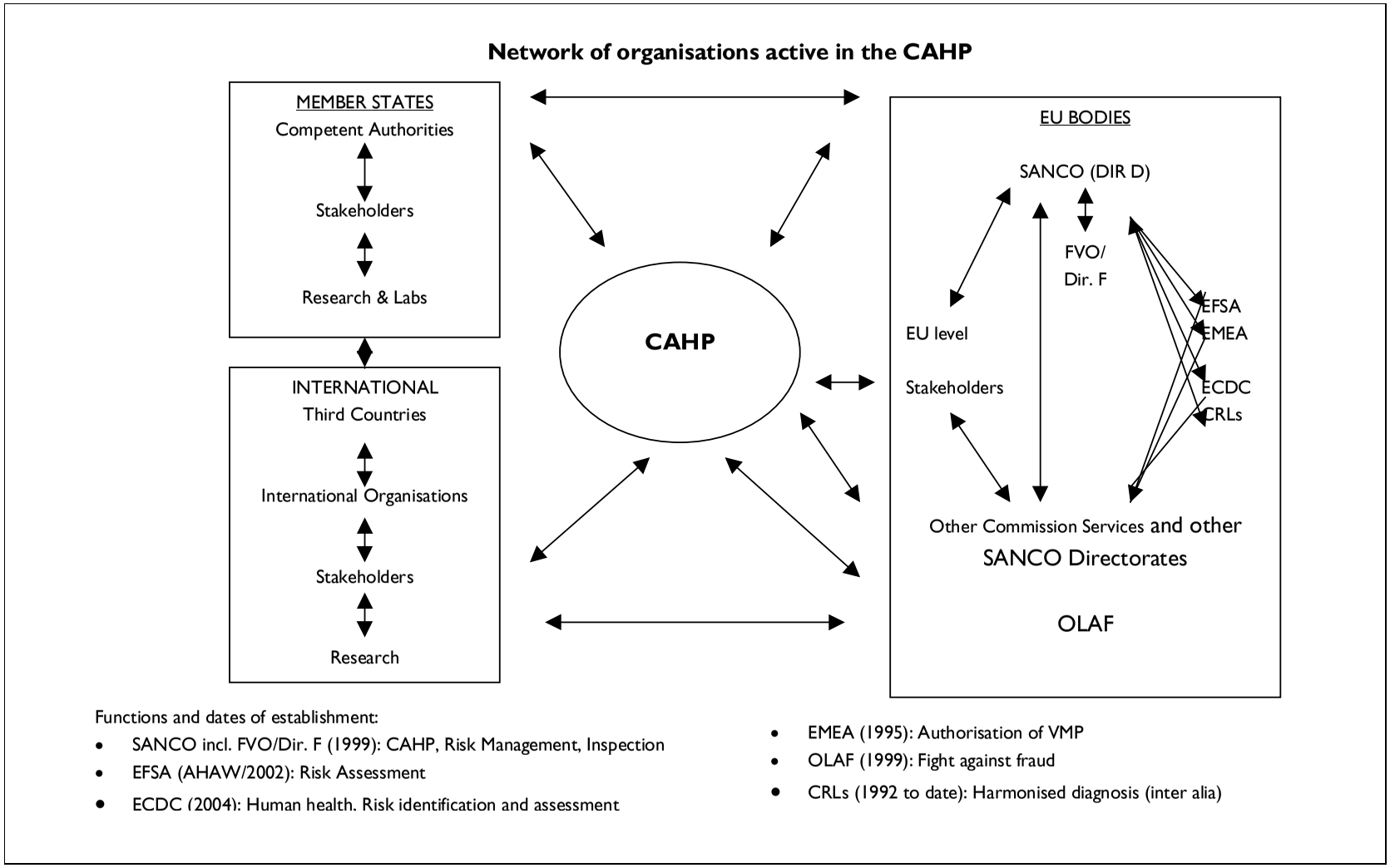


Figure 1 Network of organisations active in the CAHP

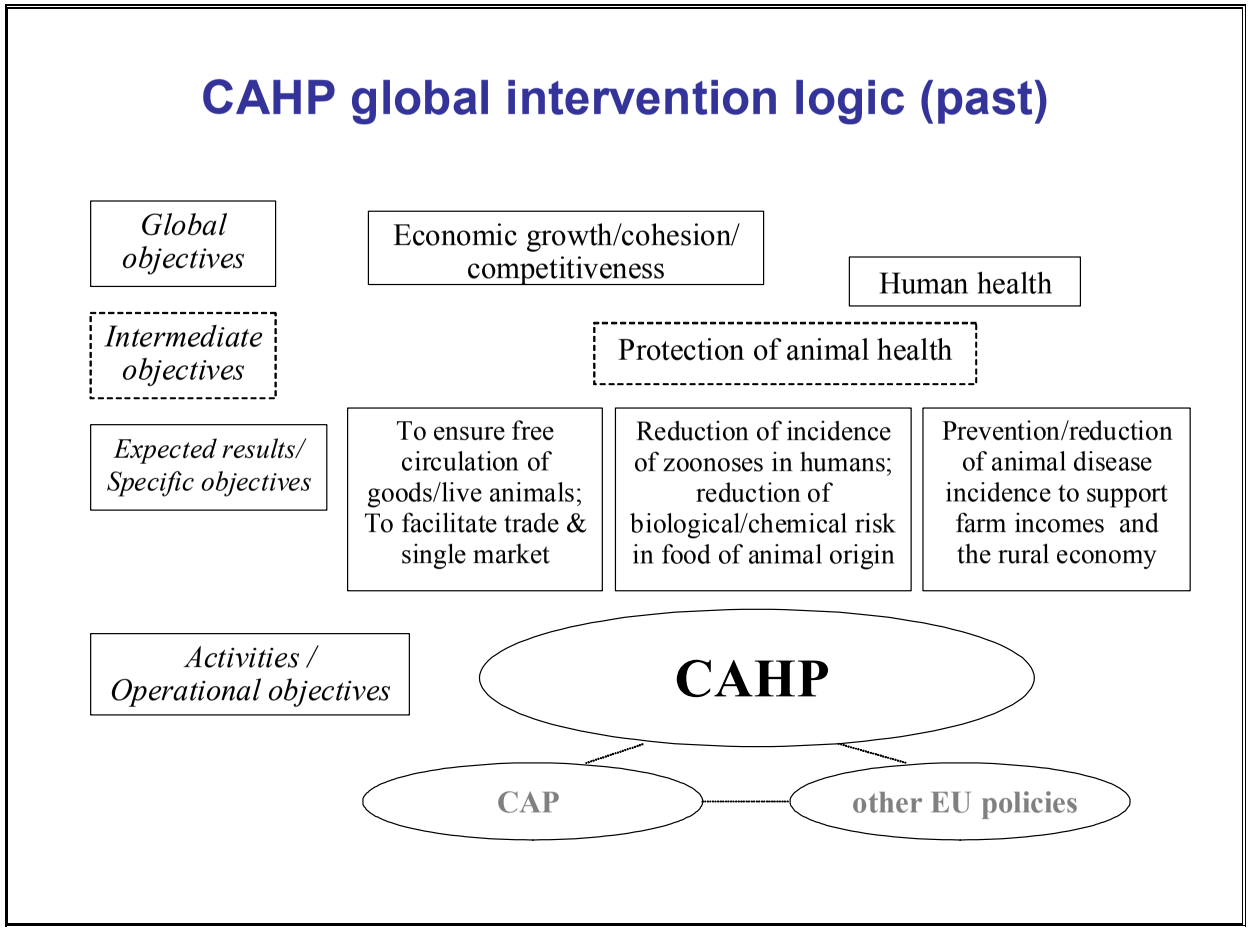
5.2. Intervention logic (past)

Due to the nature of the policy being evaluated, in particular the fact that the CAHP appears to consist of a series of linked actions rather than a single unified policy framework (as discussed under the previous chapter), not all actions follow an intervention logic in the full sense of the term.

We have attempted nonetheless to define the overarching objectives of the various components of this policy and bring them together in a single framework according to the common evaluation methodology developed by the Commission services[10]. The resulting intervention logic for the overall CAHP is illustrated in **Figure 2**.

10 DG Budget: "Evaluating EU activities, a practical guide", July 2004

Figure 2 CAHP: global intervention logic (1995-2004)



Note: the heading "other EU policies" includes (not in any specific order): research, enterprise and industry, customs, internal market, environment, external relations, trade, development.

The objectives stated above are overarching in the sense that they touch on several themes and policy components. For instance, the central objective of the European Commission's food safety policy is to ensure a high level of protection of human health and consumers' interests in relation to food, but this seeks to take into account diversity (traditional products), and also to ensure the effective functioning of the internal market.

For each of the policy areas and/or instruments that form part of the CAHP, there are operational objectives which can be further detailed by policy measure (**Table 6**). These objectives may also be overarching. For instance, in the case of the disease eradication and monitoring programmes the stated overall objective is to progressively eliminate animal diseases that are endemic in certain areas of the Community, This objective is also sought by the measures on imports of live animals from third countries.

The presence of overarching objectives may suggest a certain overlap between activities. Whether this overlap has created inefficiencies/conflict/contradictions or, on the positive side, synergies is established by this evaluation. The forward-looking perspective of this evaluation seeks to identify the potential and means to overcome inefficiencies or foster synergies.

Thus if one conceives of the CAHP primarily as a risk management tool it is clear that the use of the policy mechanisms must be calibrated in accordance with the risks involved. If, for example, as set out above the main priority within this risk management framework is to prevent zoonoses, a means of prioritising the funding for eradication, research etc. must be found in order to provide a weighting of different options for action and thereby prevent misallocation of scarce resources.

Table 6 Operational objectives of the CAHP

Policy area/ instrument	**Measure**	**Objectives**
Intra-EU + placing on the market (Policy Area A, EQ1)		
A. Live Animals/SOE	AH/ conditions before/during dispatch	Ensure harmonised AH requirements in trade, in order to ensure safe and free circulation intra-EU
	Intra-EU trade Certification	To replace border controls between MS
B. Products	AH/PH conditions before/during dispatch	Ensure harmonised requirements are applied for trade between all MS, thereby ensuring free circulation of animal products in the EU and food safety To replace border controls between MS
	Placing on the market requirements	
Imports from third countries (Policy Area B, EQ3)		
A. Live Animals	Fulfilment of EU AH requirements	Ensure harmonised AH principles on imports are applied in all MS, in order to prevent entry into EU territory of animals/SOE carrying infectious diseases (for animals or humans)

Policy area/ instrument	Measure	Objectives
B. Products	Fulfilment of EU AH requirements	Ensure harmonised AH requirements on imports are applied in all MS, in order to prevent entry into EU territory of animal products carrying infectious diseases (for livestock or humans)
Eradication, monitoring and control (Policy Area C, EQ2 and EQ4)		
A. Eradication and monitoring programmes	Vaccination Laboratory testing Compensation for culling Treatment	To progressively eliminate targeted animal diseases that are **endemic** in certain areas of the Community; to prevent zoonoses.
B. Animal Disease Notification System (ADNS)		To ensure rapid exchange of information between the competent national authorities responsible for animal health and the Commission on outbreaks of infectious animal diseases.
Traceability (Policy Area D, EQ5)		
	ANIMO/ TRACES Identification of animals Control of animal movements	To provide information within a single European market without internal borders. To ensure: • tracing of animals for veterinary purposes, which is of crucial importance for the control of infectious diseases; • where applicable, the traceability of animal products for public and animal health reasons and the management and supervision of livestock premiums.

6. Policy measures

6.1. Intra-EU trade (EQ1)

6.1.1. Framework for the analysis

EQ1: To what extent have Community rules for intra-Community trade in animals and their products, including the principle of "regionalisation" due to the presence of animal diseases, contributed to the functioning of the Single Market?

EQ1: Intra-Community trade

(policy area A: preventive AH measures on intra-EU trade of live animals & placing on the market of animal products)

Objectives:

- ensure free circulation of animals (criterion a) and animal products (criterion b)
- prevent spread of animal diseases in the Community (criterion f)

Implementation:

- Effectiveness
  1. Action taken at MS level (criterion d)
  2. Surveillance systems (criterion e)
  3. Regionalisation (criterion g)
  4. Illegal activities (criteria i, j)
- Efficiency
  Cost-benefit analysis (criterion c)

6.1.2. Implementation

6.1.2.1. Effectiveness

This policy area relates to some of the major objectives of the CAHP since its conception, the harmonisation of the internal market for intra-EU trade in live animals and the placing on the market and trade of animal products.

Rules regarding intra-Community trade are laid down in separate legislation for live animals, semen, ova and embryos (SOE) and animal products, and per species, but are similar in scope and objectives. In the case of animal products, it has been necessary to lay down rules for each type of product (i.e. fresh meat, meat products, meat preparations, minced meat, and milk products), often further detailed per species[11].

[11] These rules are available in detail at the DG SANCO website: http://ec.europa.eu/food/animal/index_en.htm

The requirements at origin/movement include provisions to guarantee the animal health status of the exporting region and declare disease-free zones.

A harmonised health certificate must accompany all live animals and SOE being moved. This makes the Animal Health Certificate a very important part of the legislation as it places the onus on ensuring that requirements are met for trade on the veterinarian signing the certificate and on the veterinary administration in the Member State of origin.

In the case of most animal products, the rules cover the requirements for placing such products on the market, notably governing production, processing, and distribution, including animal health guarantees and the requirement for production to take place in a list of authorised establishments. No health certificate is required.

This legislation, which in some cases dates from the early 1960s (e.g. for bovine animals and pigs) while for others is more recent, has been amended several times. Some of the most important revisions relate to the emergence of crises (e.g. following BSE/TSE, FMD), preparations for the launch of the Single Market, and to provide for scientific/technical progress.

In some cases, the legislation has recently been reviewed with a view to improving rules. For example, the traceability system ANIMO, which is instrumental in linking the guarantees required at origin to those required at destination, has been replaced since 2005 by TRACES to provide improved traceability and uniform control. Also, rules governing the animal health requirements on animal products which were previously contained in separate legislation per species, were merged in a consolidated document (Council Directive 2002/99) which has been in force since 1 January 2005.

There are a number of criteria against which effectiveness under this heading may be judged. These range from the issue of the extent to which MS have taken appropriate action to effectively implement intra-Community trade rules (***criterion d***) to whether surveillance systems at farm level are appropriate to ensure disease-free status throughout the EU (***criterion e***). Beyond this there is the question of the effects of the current regionalisation policy on intra-Community trade flows (***criterion g***) and the question of whether the competent authorities have been effective in addressing illegal activities (***criterion j***), ultimately reducing the risk to animal health from such activities (***criterion i***). The following analysis reviews these issues for the period 1994-2004.

On the issue of the extent to which MS have taken appropriate action to effectively implement intra-Community trade rules (***criterion d***), this has been assessed in terms of achieving the ultimate objectives of these measures which are to ensure free circulation in the Single Market and prevent the spread of animal diseases within the EU.

Both the survey results and the interviews indicate that this appears to be the case in terms of ensuring the free circulation of SOE and animal products (***criterion a***) as well as enabling freer circulation of live animals (***criterion b***). This was particularly justified in the sense that individual MS have generally not taken unilateral measures to block trade when a disease outbreak has occurred. The overwhelming majority of respondents to the survey (87%) as well as those interviewed felt that by and large the overall animal health rules in place had achieved this objective (Question 1.1, **Annex 2**).

There was, however, relatively more concern about the extent to which veterinary checks and certification procedures are conducted in a uniform manner across MS. A particular issue with certification concerning live animals is the apparently persisting important differences in the procedure to issue certificates by the national authorities, which are still very much influenced by national administrative structures, systems, and processes. These differences necessitate multiple certification issuing when an animal is traded between MS, which can undermine both the effectiveness and the efficiency of certification. Some concern was also evident on the role of additional guarantees with 57% of respondents indicating these go against free circulation objectives.

A majority of respondents to the survey also felt that the animal health rules had contributed to limiting the spread of animal disease (***criterion f***), which is the other objective of this policy. However, this was not as strong a majority as in the case of the free circulation objective. The difference could perhaps be explained by the fact that during the evaluation period there have been certain significant exceptions to this general picture with some major disease outbreaks (BSE, CSF, FMD and AI). It was also noted that scrapie had been transmitted via intra-Community trade due to an insufficient determination of health status (although some interviewees noted this could have been prevented by a requirement for additional guarantees).

While in general the survey respondents and interviewees considered that certification requirements had contributed to preventing the spread of animal disease (71% of survey respondents), interviewees from countries such as Finland, with what was perceived to be a relatively high health status, felt that they should be allowed to maintain higher standards or that a perceived lack of enforcement was weakening the system. In particular it was felt that the current veterinary checks and certification requirements did not provide fully adequate information to ensure traceability and for risk evaluation.

In this context it was also noted that veterinary checks in intra-Community trade apart from those required for certification are discretionary and are seen by a significant number of stakeholders as not being applied consistently between MS. It was also pointed out that certification appears to be effective during disease free periods and during detected outbreaks. However, certification can not possibly address gaps that exist when an agent is present but not yet detected, which is a major reason for the spread of animal diseases and can only be controlled via minimised animal movement.

The appropriateness of the surveillance systems in place at all levels (***criterion e***) is dealt with under EQ 4. Of note here is the validity of the assumption on which the current system is built whereby animal health guarantees are given at origin. This relates to the application of the EU regionalisation policy to intra-EU disease outbreaks, but also the system of additional guarantees that are applied by some countries.

A major component of the EU intra-Community trade system is the ability to identify and isolate disease outbreaks rapidly via a fast track emergency procedure in the SCFCAH and limit their effects on trade whenever possible by restricting action to as limited an area as is possible commensurate with risk. Thus in the period 2001-2004 an average of 133 of some 233 SCFCAH measures were focused on this issue[12]. For this regionalisation policy the EU relies on the national implementation of disease control measures based on EC Directives. Such measures are applied in the area affected by a disease outbreak with a view to minimising trade disruption through the removal of animals on infected farms and the avoidance of dangerous contact with neighbouring farms. For certain diseases, this is achieved by the creation of 3-10 km restriction zones (3km: protection zone, 10km: surveillance zone), i.e. quarantine for a specific limited area/farm or compartmentalisation. Such measures will be accompanied by epidemiological investigations (surveillance) and clinical and laboratory testing at CRLs and national laboratories. When necessary emergency vaccination may be applied. In the event of more serious outbreaks larger regions based on administrative or geographical boundaries may become subject to restrictions although low risk commodities may continue to be traded under certain conditions. Such regions may also become the subject of additional surveillance both inside and outside the infected regions e.g. via serological tests. To date it would appear that by and large these systems are perceived to work effectively to enable a continuation of trade flows whenever possible (***criterion g***).

There was a clear division of opinion on the particular issue of ***additional guarantees***. On the one hand stakeholders in some countries argued that this instrument was vital for their countries to

[12] Similar decisions were taken prior to this period by the Standing Veterinary Committee, which were subsequently replaced by the SCFCAH.

maintain their animal health status (e.g. Sweden, Finland, Denmark) since the focus of EU policy was really on OIE 'A' list diseases and had not been effective for diseases not covered by disease specific legislation (e.g. viral diseases including IBR[13], PRRS[14], possibly PMWS[15], fish diseases; bacterial diseases caused by Mycobacterium paratuberculosis, Actinobacillus pleuronpneumoniae, Lawsonia intracellulare and parasitic diseases caused by Sarcoptes spp.). On the other hand, stakeholders in other MS argued strongly that additional guarantees constituted a potential obstacle to free circulation in that they allowed MS to set up disease prevention programmes which might enable them to block free movement. It was felt that it was ultimately the Commission's responsibility to ensure that this did not occur for those diseases on which there is no mandatory Community wide prevention programme.

On the question of whether the competent authorities have been effective in addressing illegal activities (***criterion j***), ultimately reducing the risk to animal health from such activities (***criterion i***) it would appear that the main concern in this regard relates to trade flows which arise from outside the Community rather than from within and this issue is therefore dealt with in depth under EQ 3 on imports from third countries.

To place the above analysis in context it should be noted that during the period under review the volume of cross border trade in live animals appears to have remained more or less stable for live bovine animals and fallen for sheep and goats. This is evidenced by **Figure 3** and **Figure 4** below which indicate respectively the volume of intra-EU trade in live bovines and in sheep/goats. The exception to this general picture appears to be the year 2004 when trade in live bovine animals increased substantially due to a 50% surge in calf exports.

[13] IBR: Infectious Bovine Rhinotracheitis

[14] Porcine Reproductive & Respiratory Syndrome

[15] Postweaning Multisystemic Wasting Syndrome (pigs)

Figure 3 Intra EU trade in bovine animals, 1990 and 1993-2004

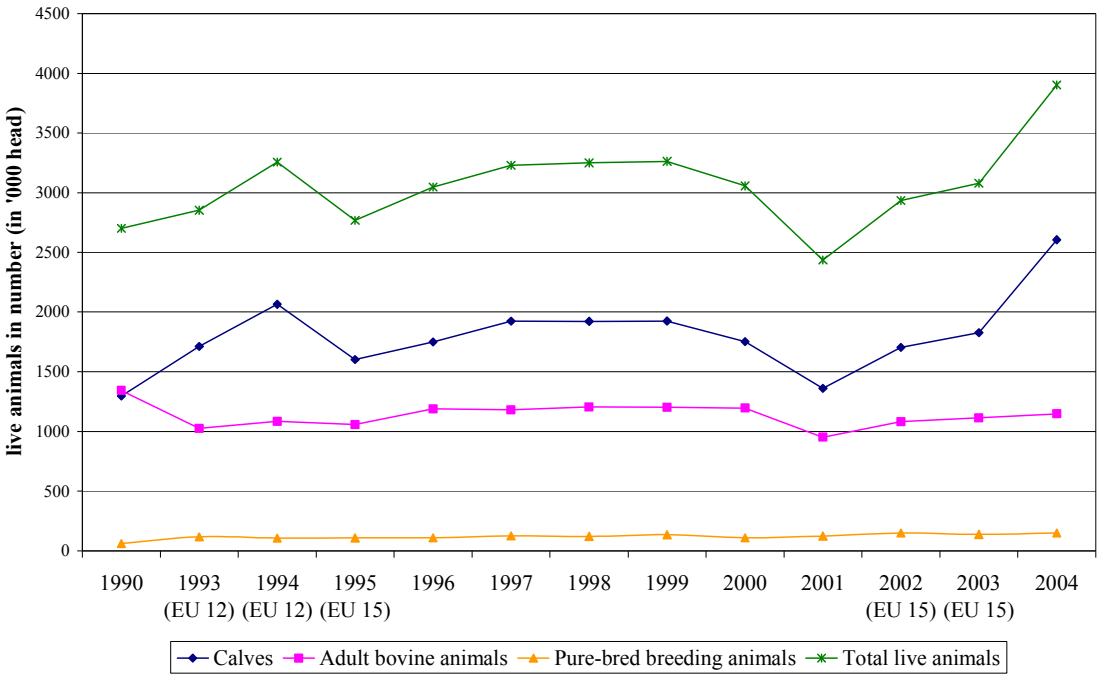
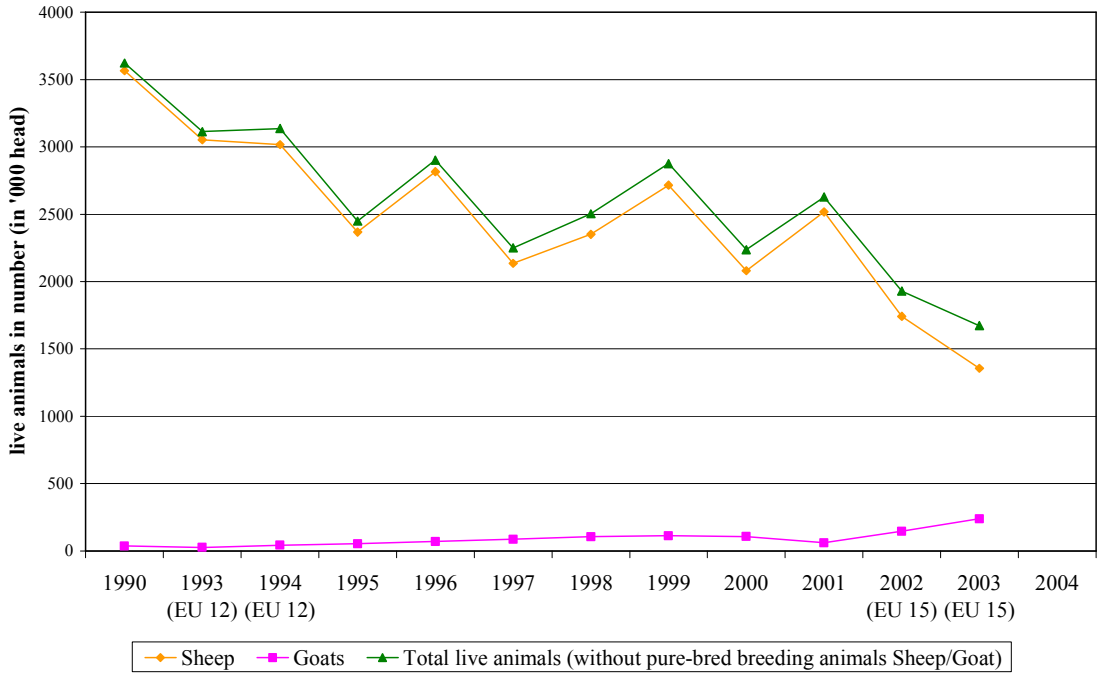


Figure 4 Intra EU trade in sheep and goats, 1990 and 1993-2003



Note: Data refers to EU 15 except 1990, 1993, 1994. On the basis of export figures.
Source: Agricultural Situation in the Community, DG Agri, various years

While these figures relate to recorded cross border flows it should be noted that they should not be confused with overall volumes of animal movement as much transport takes place for either slaughter or breeding and fattening within regions. Thus a 2002 study of animal welfare and transport for the European Livestock and Meat Trading Union (UECBV) provides an estimate of over 1 million animal movements a day for cattle, sheep, goats , pigs and horses both within Member States and intra EU.

Against this fairly substantial movement of live animals, it should be noted that some of the major outbreaks that have occurred during the evaluation period appear to have spread to a wider EU area through live animal movement. Examples include the outbreak of FMD in France in 2001 through imported sheep from the UK, CSF in Spain (1997) through imported pigs from the Netherlands. In this context, it may therefore be appropriate to think of a more proportionate approach in the policy framework for intra-Community live animal trade. Such an approach would balance economic interests with the need to contain the spread of a disease (e.g. when the agent is present but not yet detected) and the desirability of reducing live animal transport from a welfare perspective.

6.1.2.2. Efficiency

The issue of efficiency in this context (***criterion c***) relates to the question of whether the funds applied to the measures in place on intra-EU trade have provided a good cost benefit ratio. In the framework of this evaluation it is not possible to provide an answer to this question as there has been very limited cost benefit analysis of the measures taken[16].

This issue is further discussed under chapter 6.3.2.3 on the efficiency of the control and eradication programmes.

6.1.3. Overall conclusions

The consensus view which emerges from this evaluation is that by and large the animal health measures in place with respect to internal trade have contributed significantly to the objective of ensuring free circulation of SOE and animal products (***criterion b***) as well as enabling free circulation of live animals (***criterion a***). A key observation in respect of the circulation of live animals is that the meaning of the term '*enabling free circulation*' should be taken to refer to the fact that individual MS have generally not taken unilateral measures to block trade when a disease outbreak has occurred, and that the position in this regard has improved over the decade under review.

In general it is recognised that live animal transport is a significant factor increasing the risk of disease spread and minimisation of such movements (also for animal welfare reasons) as well as increased preventive measures (bio-security) are key steps in reducing such risks.

The introduction of regionalisation as a means of limiting the spread of disease has been a useful additional tool in maintaining trade flows.

Although the measures in place are considered to have contributed to preventing the spread of animal disease (***criterion f***), there have been a number of significant exceptions to this general picture. In some quarters, particularly for diseases not governed by EU legislation e.g. (certain viral, bacterial and parasitic diseases) it was considered that efforts made by individual MS to tackle such diseases were inadequately safeguarded. Thus there is no uniformity of views on the issue of additional guarantees.

[16] A notable example has been the 2004 study by INRA on certification for paratuberculosis in French cattle herds.

Ultimately the debate on additional guarantees reflects the inherent tension between the objective of maintaining the internal market and thus facilitating trade and the objective of preventing the spread of animal disease. Where the balance of argument lies in this debate is essentially a political decision. It seems worth noting, however, that if a more uniform animal health status were to be achieved EU wide and/or agreement could be reached for which diseases additional guarantees are really justified (e.g. perhaps only for diseases having a human health impact), this issue would become largely redundant. This appears to be an area where the Commission's role as arbiter, promoter and verifier (through the FVO) of such uniformity would be central.

While the system of certification and veterinary checks is generally considered to have contributed to the achievement of the overall AH objectives there is a widely held view that it is not simply a question of increasing controls and thus potentially impeding trade but rather that the systems in place could be improved in a number of different ways. These are outlined in the following section.

6.1.4. Recommendations and options for the future

While some threats of animal disease spread appear to have been brought under control (e.g. BSE, FMD, rabies), re-occurring threats (e.g. CSF) and new diseases which pose a threat (e.g. bluetongue) are persisting. In addition there are potentially increasing threats as a result of growing trade and tourism volumes with third countries.

To address these threats, almost half those surveyed considered that going forward there was a need to increase EU funding, particularly to improve staff resources and training for national authorities (71% of respondents) (Question 1.3, **Annex 2**). This was perceived to be particularly the case for MS and candidate countries where capacities in this regard are assessed to be relatively weak.

In view of the perceived inconsistency in the levels and quality of veterinary checks applied, there may be a need perhaps for the FVO to benchmark what is happening in this regard across MS in terms of best practice and lessons for the future.

With respect to certification it was further noted that specific stakeholders (both of those surveyed and of those interviewed) supported:

- More user-friendly models for the current certificates (57% of respondents to survey). The need for simplification was also identified during the interviews with stakeholders. As certificates must reflect the requirements set in the background legislation, this may possibly suggest a need for a simplification of the legislation;

- A medium to long term move to electronic certification and electronic identification. This could ultimately lead to a merging of national databases relating to animal movement, which was supported by 52% of those surveyed, although in practice this was considered difficult to achieve technically. To meet this latter concern it was suggested that as a first step there could be a move towards harmonisation of existing procedures (certification, identification and health status databases at national level), followed by a move towards electronic systems. The use of the recently introduced traceability system (TRACES) as a basis for this was also examined (as also discussed under EQ5, chapter 6.5). These issues were pursued further in the forward looking element of this project (**Option B**);

- Improved staff resources at national and Commission level and training of veterinary staff (72% of those surveyed) responsible for issuing certification documents. The latter was perceived as an area where Community funding of such activity would provide added value.

The clear division of opinion between MS and stakeholders on the issue of additional guarantees in large measure reflects the underlying interests of the MS that adopt this measure. While there are strong arguments in favour and against additional guarantees, it appears that the current use of the

measure may constitute a barrier to the internal market. In this context we would note that this issue could usefully be further reviewed by examining whether the guarantees being asked for would be for diseases which are on the OIE list of notifiable diseases. If they are not, there may be a *prima facie* case for the use of the guarantees to be withdrawn or alternatively for the EU to push for them to be included in the OIE list (see also discussion under Option A on issues for the future discussed with stakeholders).

Ultimately there is an issue of whether the system in place for live animals should be more akin to the placing on the market requirements for SOE and animal products but major technical and political feasibility issues render this unlikely to be achievable in the foreseeable future (as discussed in the forward looking element of this study under **Option C**).

6.2. Imports from third countries (EQ3)

6.2.1. Framework for the analysis

EQ3: To what extent has the Community import regime prevented the introduction of animal diseases? To what extent was this efficient in terms of the financial and human resources deployed?

EQ3: Community import regime

(policy area B: preventive AH measures on imports)

Objective:

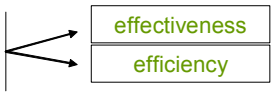
- prevent introduction of animal diseases in the Community (criterion l)

Subsidiary objective:

- avoid creation of barriers to imports from TCs

Implementation (criterion c):

- EU border controls (criteria i, j, k)
  (incl. illegal imports) (criterion m)
- T.C. certification (criteria e, f, g)
- Emergency actions on imports (criterion d = EQ4/c)
- Equivalence of measures - Vet agreements (certain TCs) (criterion h)
- EU rules in line with international obligations (criteria a, b)



6.2.2. Implementation

The current Community imports regime includes actions taken within the EU and in the exporting third countries[17]. Moreover, as members of the WTO and of the OIE, the EU/EU MS have undertaken

[17] This is described in detail in the following documents published by DG SANCO: "*General guidance on EU import and transit rules for live animals and animal products from third countries"*, April 2006', supplemented by the "*Guidance document: key questions related to import requirements and the new rules on food hygiene and official food controls*", January 2006.

to abide by international standards and recommendations. There are therefore three levels at which implementation (***criterion c***) needs to be reviewed:

a) In third countries (EU approval procedures)

b) At EU borders (border controls).

c) In the context of international agreements

This approach has been followed in the presentation of the evaluation results below.

6.2.2.1. Effectiveness

a) EU approval procedures (third countries)

A third country seeking approval to export to the EU must in most cases undergo an on-the-spot inspection by the FVO. This is designed to evaluate whether the animal and public health situation, the official competent services, the legal provisions, disease notification (in particular to the OIE), the control systems and production standards meet EU requirements. In the case of live animal imports into the EU, in addition to the above, the third country must be a member of the OIE. The FVO inspection is conducted following the third country's response to a Commission questionnaire requesting the third country to submit information on all these elements. If the FVO provides a favourable recommendation after its inspection, formal approval is granted by the Commission on the basis of a favourable opinion by the SCFCAH. Approvals may cover all or part of a third country, and may be specific to certain products, reflecting the animal and public health situation and the nature of the animals/products for which approval is sought. Where considered necessary, risk mitigating measures may be used, e.g. de-boning and maturation.

Beyond this, individual establishments (slaughterhouses, processing plants) in approved third countries must also be approved for export to the EU[18]. The condition for granting approval is that standards in these establishments must be at least equivalent to those applicable in MS establishments under relevant EU legislation. National third country authorities are responsible for ensuring this is the case before any establishment is put to the Commission for approval. If an FVO on-the-spot investigation concludes this is not the case, this reflects unfavourably on the third country competent authority's ability to evaluate what would constitute compliance to EU standards.

In terms of the quality and consistency of EU third country approvals (***criterion e*** and ***criterion f***, respectively), the results from the survey of third countries overwhelmingly indicate their satisfaction with the current practice (although we note that the list of third countries responding to the questionnaire may not be fully representative).

Third countries find the EU procedure for authorisation of imports effective in facilitating imports into the EU (89%, or 16 out of 18 countries that expressed an opinion on this), although this view was less favourable in terms of transit through the EU (64%, or 9 out of 13 countries responding) (Table 2.1, **Annex 3**).

When looking at the various elements of the procedure, the vast majority (14 to 18 of the 19 countries that responded to the survey, depending on each element) are satisfied with their contact with the Commission services, the procedure of the Commission's questionnaire, and the way in which the overall animal health situation is determined in their country. However, they are less satisfied with the

[18] In accordance with Regulation 854/2004 laying down specific rules for the organisation of official controls on products of animal origin intended for human consumption, Chapter III: procedures concerning imports.

user-friendliness of the procedure and the information provided/cooperation with the Commission services (only 11 of the 19 countries were satisfied), as well as with the time taken for the procedure to conclude (only 12 of the 19 countries were satisfied) (Table 2.2, **Annex 3**).

When looking at the various EU requirements on imports, third countries are generally satisfied with the certification rules (15 out of 19 countries), although less so with the AH status requirements (e.g. related to FMD, BSE etc.) (9 countries) (Table 3.1, **Annex 3**).

Regarding FVO inspections as such, again third countries are overwhelmingly satisfied with the various elements of this process (15 to 16 out of the 19 countries), but less so by the support they receive from the EU towards improving the national situation (12 countries) (Table 4.1, **Annex 3**).

Related to this last point, the majority of third countries have indicated that the entire authorisation process has had a beneficial impact in improving their animal health situation and national authority competence in these matters (Tables 8.1 to 8.3, **Annex 3**), but that more support is needed (including technical assistance) to promote this objective. This view was supported by the results of our interviews with the Commission services (particularly the SPS Group). For example, a problem currently identified is the lack of technical experts in the EU Delegations in the third countries[19]. This has significant implications in terms of the guidance and support the EU can provide both to the FVO inspections team and to the third country authorities. It has therefore been taken as one of the options for the future that the evaluation team has further investigated under the forward looking element of this project (**Option H**).

In terms of the relevance and effectiveness of the EU procedures for the approval of third country establishments for export to the EU (***criterion g***), these appear to have been fairly effective in terms of safeguarding against the import of infectious diseases into the Community although less so in terms of foodborne diseases. However, it should be stressed that these are listed according to public health requirements and not animal health requirements as such[20] (except where regions in a country differ according to their animal health disease status and establishments are located or linked to these regions).

Half of the countries that responded to our survey of third countries already have a bilateral veterinary agreement with the EU, while the majority of those that did not have considered the possibility to start negotiations to this effect (Questions 6.1 to 6.4, **Annex 3**). The majority of the countries that have an agreement have considered this to be useful (***criterion h***), particularly in terms of facilitating trade, implementing regionalisation, simplifying the certification procedure and streamlining the notification and consultation procedures that need to be followed. On the other hand, the agreement has been less useful in the recognition of AH status and in determining equivalence.

b) EU border controls

All products of animal origin (POAO) introduced into the EU from third countries must undergo veterinary checks at an approved Border Inspection Post (BIP). Council Directive 97/78/EC[21] lays down the principles of the veterinary checks. The list of products of animal origin subject to the

[19] There are only 3 veterinary expert posts at the moment (2 in the US and 1 in Thailand).

[20] Nonetheless, the importance of good ante and post mortem inspection needs to be addressed for animal health purposes as indeed there are specific rules to be certified in some countries (e.g. in relation to additional examinations for FMD inspection of hooves and tongue for vesicular lesions).

[21] Council Directive 97/78/EC of 18 December 1997 laying down the principles governing the organisation of veterinary checks on products entering the Community from third countries.

veterinary check regime is set out in Commission Decision 2002/349/EC[22]. Also, all animals introduced into the EU from third countries must undergo checks, the principles of which are laid down in Council Directive 91/496/EEC[23].

The person responsible for a consignment must ensure that all products of animal origin from third countries are presented at a BIP approved to carry out veterinary checks on that product, and must notify the competent authority at the BIP in advance of the arrival of consignments. This pre-notification is in the form of Part 1 of the Common Veterinary Entry Document (CVED), which was published in Commission Regulation (EC) 136/2004[24]. Once goods arrive, the BIP is responsible for issuing the CVED which is necessary to allow the customs authorities to accept the intended customs approved treatment or use. The CVED was introduced on 1 March 2004, replacing the CVC (Certificate of Veterinary Checks) previously used for this purpose. Its introduction was linked to the launch of the Trade Control and Expert System (TRACES, see chapter 6.5).

Once veterinary clearance has been obtained, the official veterinarian or the person responsible for the consignment needs to notify the customs authorities on whom the BIP is geographically dependent so that the goods can be given the authorised customs approved treatment or use, in accordance with the procedures laid down in the Community Customs Code (CCC, Council Regulation 2913/1992[25]) and its implementing provisions (Commission Regulation 2454/93[26]). In accordance with Article 58.2 of the CCC, prohibitions and restrictions including those based on animal or public health considerations have to be respected before goods can be assigned a customs approved treatment or use.

In terms of the effectiveness of the conduct of checks at BIPs (***criterion i***), there is little information consistently available on the number of checks performed, on the border inspection procedures of the different BIPs and on the total number of illegal imports detected. Although there is some information on serious hazards identified potentially connected to illegal imports (e.g. FVO inspection reports), this tends to be on a case-by-case basis and does not give a view of the overall picture that would allow a consistent assessment of the actual risks involved. Similarly, the 2006 EFSA report on FMD[27] concludes that the risks of entry of the disease through illegal imports due to gaps in border controls remain present today in the Community (as they were at the time of the 2001 FMD outbreak), and the report therefore calls for a reinforcement of the BIPs. However, no quantitative assessment of the extent of this risk is currently available[28].

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[22] Commission Decision 2002/349/EC of 26 April 2002 laying down the list of products to be examined at border inspection posts under Council Directive 97/78/EC.

[23] Council Directive 91/496/EEC of 15 July 1991 laying down the principles governing the organization of veterinary checks on animals entering the Community from third countries and amending Directives 89/662/EEC, 90/425/EEC and 90/675/EEC.

[24] Commission Regulation (EC) 136/2004 of 22 January 2004 laying down procedures for veterinary checks at Community border inspection posts on products imported from third countries.

[25] As last amended by Regulation 648/2005 of the European Parliament and the Council of 13 April 2005.

[26] As last amended by Commission Regulation 402/2006 of 8 March 2006.

[27] Preventing Foot and Mouth Disease in the European Union. Opinion of the EFSA Animal Health and Welfare Panel (AHAW), February 2006

[28] Other examples of potential risks, include work by the WWW Traffic network which concludes that *inter alia* incorrect MS interpretation can lead to illegal trade in wild animals into and within the EU (with both animal welfare and animal health implications).

Although border controls have often identified organisms in imported food that should not be present (e.g. Salmonella spp , Listeria ssp, Paralytic shellfish poisoning virus in bivalve molluscs and contamination by substances either banned or above the MRL for antibiotics, heavy metals, dioxins, aflatoxins and other toxins), these are all public health concerns. Laboratory examinations of samples taken at border inspection posts only rarely appear to have identified a major animal health pathogen likely to cause animal disease. However, documentary checks have frequently revealed errors in certification and false identity (misdeclared goods, e.g. good not declared as POAO and therefore escaping altogether veterinary checks), while physical checks have revealed fraud and false certification (e.g. fresh meat banned as high risk from a certain region affected by FMD or other important diseases which can be transmitted in meat or other animal products in a third country, or falsely certified as cooked meat which is permitted to enter since there is no risk for FMD or other important diseases such as ASF or CSF).

Based on the results of our survey and interviews, the following issues have been identified by a wide range of stakeholders to constitute important factors that, in practice, can undermine the effectiveness of border controls:

- The current EU import control legislation is perceived to be too prescriptive, in that it does not sufficiently set out in a clear framework what the controls should achieve. This is largely due to the fact that the legislation is trying to address a complex and dynamic situation of a multitude of diseases, products and third countries, while being flexible enough to allow adaptation to developments. While this flexibility is a positive feature of the EU legislative framework on imports from third countries, it is also important for legislation to be written in a user-friendly way, e.g. by explaining the overall aims and consolidating the various subsequent amendments. In the current situation, it is difficult for a BIP inspector to understand the core objectives of controls due to the high level of detail in terms of procedures and processes that have to be followed. Training BIP officials, although essential, is not sufficient to address this issue.

- Despite the fact that during the past decade EU rules and procedures on border inspections have been harmonised, in practice there appears to remain relatively wide variations in the interpretation/transposition of the relevant legislation and the implementation of border controls both between and within MS.

  The fact that both customs legislation and veterinary legislation are relevant to border controls adds to the complexity of the situation. It is important to note in this context that Community customs legislation is laid down in directly applicable Regulations, whereas Community animal health legislation is laid down mostly in Directives, which must be transposed by Member States. The customs administrations of the Member States are not only in charge of the implementation and enforcement of customs legislation but are also involved in enforcement aspects of various other legal acts emerging from other Community and national law, some of which are based on Community legislation in the veterinary field. Moreover, the implementation of all this body of legislation depends enormously on the way national administrations in the Member States are organised, which is not laid down as such in Community law.

  To some extent, these variations are normal in the sense that Community legislation aims to set out minimum harmonised requirements across the Community. The problem is when variations can lead to situations where requirements may differ between Member States, which can result in differences as regards customs controls as well as veterinary checks across the Community.

  The complexity of the legislative framework is considered to be in part responsible for the divergent interpretation of the rules by MS competent authorities/BIPs. For example, there appears to be a problem with the interpretation of the legislation on physical checks during border controls, in terms of the number of consignments that need to be checked. Lack of clarity in the present legislation means that MS interpret these requirements rather freely (the Commission services are currently looking at correcting this problem). Another example quoted is the diversity

of certification documents that existed before the introduction of the CVED (i.e. during the period covered by this evaluation[29]), although the CVED and TRACES appear to be addressing this problem.

Various FVO missions undertaken during the evaluation period have concluded that in certain MS BIP controls were not properly implemented. This is usually attributed to a number of deficiencies, including incorrect interpretation, lack of necessary human resources, lack of infrastructure, insufficient training or a combination of these. Such inconsistencies can potentially lead to incorrect checks of consignments and may therefore facilitate illegal trade.

- By definition, border controls require exchange of information and close cooperation and coordination between veterinary services and customs authorities. However, this currently appears to be insufficient in some cases. Again, this can be attributed to the complexity of the legislative framework (in terms of the interaction between customs and veterinary legislation, as discussed above), but also variations in implementation between MS, both of which are largely due to the complexity of the issues being addressed.

- In practice, various differences between customs and veterinary legislation appear to exist, including some on terminology. Although these are largely due to the difference in scope between the two legislative areas and may therefore be considered as normal by those working in the field, they may well lead to gaps in controls if communication between the relevant competent authorities and exchange of information is not sufficient.

  For example, there are significant differences in customs nomenclature and veterinary terminology because of the different purposes for which these are used. The definition of a product of animal origin (and therefore subject to veterinary controls) is open to interpretation, in that it should contain a minimum percentage of animal products while there is in the market today a multitude of composite products that contain different ingredients of animal origin at varying percentages (e.g. pizzas and other prepared foods containing cheese and ham). This leads to potential inconsistencies in the treatment of these products, in terms of whether or not they are subjected to veterinary checks[30]. The definition of Community territory in veterinary legislation and Community customs territory is not identical. While there may be legitimate reasons for this, it may result in gaps in controls, e.g. free zones and warehouses do not belong to the customs territory however, for veterinarians, the introduction of goods into free zones and warehouses already makes the products subject to the Community animal health requirements.

  In terms of variation in MS implementation, BIPs rely on information available at customs authorities[31], but national databases and the communication/information flow between BIPs and customs depend very much on the national approach and systems and inevitably tend to vary between MS.

- Due to the complexity, as well as changes in the rules and procedures, these need to be continuously explained in training sessions. The training programmes organised so far for official veterinarians in the BIPs have been too limited. For example, until 2005 there was essentially no

[29] It should be noted that the system is not fully electronic as yet. The legal basis (Regulation 136/2004, Article 10) leaves the use of electronic certification (for the issuing, transmission and storage of the CVED) at the discretion of the competent authority.

[30] The Commission is aware of the potential risk associated with so called composite foods and since 2005 has been working with Member States to find a common solution on this across the Community.

[31] In addition to the required pre-arrival information that should be directly communicated to the BIP veterinary staff by the person responsible for the load, in accordance with Article 3.3 of Council Directive 97/78/EC.

budget or action for training despite the existence of relevant provisions for this under article 27 of Directive 97/78/EC.

Ultimately, the effectiveness of the current system of import controls needs to be measured in terms of the extent to which this addresses the risk to animal health from illegal imports (***criterion m***). In this context, a distinction needs to made between potential fraud on declared imports (which are covered by legislation), and unlawful activities/smuggling (which in legal terms do not constitute an import as such). The former enter into the Community through the formal appointed points of entry (the BIPs), while the latter may enter through other ports or other potential points of entry. The analysis here focuses mainly on potential fraud on declared imports.

It is important to note that the incidence of illegal imports or fraud can never be entirely eliminated. The objective here is to minimise illegal trade so as to better control the risk this poses. As already discussed, to date there has been no systematic assessment of the extent of illegal trade. While therefore no systematic link can be established between illegal trade and the outbreak of diseases, there is sporadic evidence of this link (e.g. for FMD, including the findings of the relevant EFSA report as discussed above).

The question of whether, during the last decade, the EU legislative measures applicable on imports from third countries have been effective in preventing illegal imports was addressed to stakeholders both through the survey and during interviews. Although the majority of respondents to the survey indicated that the measures in place have been effective, when it came to enforcement of these measures (MS implementation) respondents were more divided, with a small majority indicating this was not effective in preventing illegal imports (Question 3.1, **Annex 2**).

The result of the survey is significant in an area where cooperation between Member States is a key condition for effective controls. It should be noted that the issue of illegal imports relates to legislation based on provisions of the 3rd pillar of the Treaty on European Union[32]. In this area, the competencies of the Community are relatively limited and close co-operation with MS is required (as indicated usually in enforcement issues).

Both the survey and interviews identified a number of issues in the legislative measures in place and/or their enforcement, with important potential consequences in terms of targeting illegal imports. These can be summarised as follows:

- Overall, the current EU approach on import controls appears to be disproportionately focused on legal and declared imports versus illegal and undeclared imports. Evidence of this is the current requirement, as laid down in the relevant legislation, to carry out a fixed percentage of physical checks. While this should provide some protection, it is largely considered to be outdated in that it does not adequately adapt the system of controls to one based on a systematic risk analysis.

  Currently, there is hardly any use of risk profiling by veterinary authorities between BIPs, nor any systematic follow-up of the constantly changing reality.

[32] Police and Judicial Co-operation in Criminal Matters is the third of the 3 pillars of the European Union, which focuses on co-operation in law enforcement. Created by the Treaty of Maastricht, the principle is that, while reaching the objectives of the Union and notably the freedom of movement, the Member States consider a number of areas including customs cooperation, police cooperation and the fight against international fraud as areas of common interest. Co-operation aims at reinforcing actions taken by Member States while allowing a more coherent approach of these actions, by offering new tools for co-ordinating actions.

On the other hand, since 2002 a secure network exists for risk related information exchange between Member State customs authorities (developed and managed by DG TAXUD)[33]. More recently this system was used to support EU customs controls in the fight against the possible illegal importation of prohibited poultry products from third countries (for the risk of avian influenza). This system is under continuous development based on the experience gained from its application in practice.

Customs administrations in all Member States operate electronic risk management systems to select consignments for control. At this stage the set-up of these systems is done nationally. However, all Member States take into account risk relevant information they receive from relevant sources such as the TAXUD risk information exchange network or the customs information system (operated by OLAF).

Regulation 648/2005/EC (the latest amendment to the CCC) introduces a mandatory electronic risk management system. The relevant provisions will become applicable once the necessary implementing provisions that are currently prepared have entered into force. It is envisaged to provide for a legal basis that allows for a co-ordinated approach on a Community level for the selection of consignments for control.

- The significant gaps that appear to exist in communication and cooperation between the two competent authorities involved in border controls of POAO (veterinary services and customs authorities), as discussed above, result in poor information flow particularly of real time data. This is a critical point for the control of illegal imports, and contrasts sharply with the ability of fraudsters/smugglers to quickly exchange information on any identified gaps in the system.

- For customs authorities, as well as for police forces, problems relating to the animal health or public health are not an immediate priority, when compared for instance to drug trafficking or other issues. Consequently, they are not considered always to be sufficiently aware or trained on these issues. Poor cooperation with the veterinary services, as discussed in the previous point, contributes to this. This may also explain why stakeholders perceive the role of customs or police to be less effective than that of veterinary services in controlling illegal imports of POAO. This issue is perhaps illustrated by the fact that the customs information system and police activity were generally of more concern to our survey respondents than the system of border controls and veterinary checks.

- The wide variation in working methods amongst BIPs (both between the various MS and within the same MS), as discussed above, is manifested in terms of the quality and robustness of the performed controls (including the number of checks conducted in relation to the size of the trade flow and the level of risk), but also in terms of the fees charged. Underlying these differences, there is an element of competition between BIPs in an effort to attract business.

- Gaps also appear to exist in information exchange between MS. AFIS, the Anti-Fraud Information System introduced on the basis of Regulation 515/97/EC34, covers the electronic transmission of information to the Commission by MS. The system does not appear to exploit its full potential as yet, e.g. there is no MS follow-up to the information sent by the MS to the Commission for entry

[33] Information is provided through the Risk Information Form (RIF), which is sent directly to the risk analysis centres of the MS including (selectively, depending on the type of information) harbours, airports and land border crossings. More information on this system is available at http://ec.europa.eu/taxation_customs/customs/customs_controls/risk_management

[34] Council Regulation (EC) 515/97 of 13 March 1997 on mutual assistance between the administrative authorities of the Member States and cooperation between the latter and the Commission to ensure the correct application of the law on customs and agricultural matters.

to the system so that other MS can cross-check whether similar types of fraud are taking place in their case.

- Gaps in controls of international catering waste (ICW), which is considered to have been a common route for the introduction of animal diseases in the past. ICW is subject to handling and disposal controls as it is a way that exotic notifiable diseases (such as FMD) are suspected to have been introduced into the EU. The legal basis for these controls is provided under EU animal by-products legislation introduced in May 2003 (Regulation 1774/2002/EC) as "catering waste from means of transport operating internationally", which includes waste food originating from restaurants, catering facilities and kitchens. The Regulation has also introduced a ban on the feeding of catering waste to animals, applicable in all Member States, which has been an important risk reduction measure. Consequently, previous gaps appear now to be addressed, although it is still too early to assess the effectiveness of these measures.

At an operational level, in the context of checks on declared consignments, several gaps have been identified which also have implications in terms of ensuring that the system safeguards against illegal trade. These issues have emerged through selected interviews with BIPs and competent authorities. In random order these include:

- Follow-up of rejected consignments. Consignments from third countries stay under customs supervision until they reach their final destination (i.e. released from customs on the basis of the issuing of a CVED certificate following authorisation by the veterinary authorities, or rejected). Member States have been using the RASFF system of follow up alerts, and more recently TRACES, to notify other BIPs of the actual details of re-dispatch or rejection to circumvent possible re-introduction at another Community BIP.

  There are situations that create the potential for a rejected consignment to re-enter the Community at another point (BIP).These include the following issues:

  - A rejected consignment stays under customs supervision until it is either destroyed in Community territory, channelled to a treatment plant, or re-exported. In the latter case, once the consignment leaves Community territory, customs does not (nor is competent to) follow up the destination of the rejected consignment.

  - There are problems with the follow-up of rejected consignments which are notified through TRACES: at the moment this does not filter the information sufficiently to make it of use (i.e. too much information is going through the system for BIPs to be able to identify relevant information in a cost-effective way); information is provided at the moment of rejection rather than re-export and, as it can take up to 12 months for a rejected consignment to leave the port, it is possible that the information provided by TRACES becomes outdated or irrelevant.

  Our interviews have confirmed that there are documented cases where a rejected consignment from a certain BIP has re-appeared at another BIP, and indeed customs officers in the MS (e.g. Germany, Lithuania) have been extensively involved in tracking such consignments. This problem is widely considered to constitute a significant threat to animal health prevention and control.

- Goods covered by summary declarations[35]. Under current rules (Article 49 of the CCC), the formalities necessary for consignments covered by summary declarations to be assigned a customs-approved treatment can take up to 45 days for goods carried by sea and 20 days for goods

[35] According to Article 43 of the CCC. Non-Community goods can be placed under temporary storage with a summary declaration before further formalities necessary for them to be assigned a customs approved treatment or use are carried out.

carried by other means, during which periods the goods are not subject to any customs inspections. Given this relatively long time period of no control (no physical checks), the fact that no common form exists for these summary declarations e.g. on information they should contain (forms are used at the discretion of customs authorities), and the fact that only 1-2% of shipments covered by such declarations are relevant for veterinary checks, there appear to be significant gaps in the system that can lead to fraud (as identified in practice in several cases). The resources required for a BIP/customs to detect this type of fraud are very significant.

- Transit goods. Under Directive 2002/99/EC only consignments of animal products which have the same animal health status as that required for imports are allowed to transit or be stored prior to exit out of Community. This has not been the case in the past (but it has always been the case for live animals).

- Transhipment goods. A common procedure for Community ports is transhipment, whereby a consignment arrives in an EU port from a third country and it is then transhipped or reloaded onto feeder vessels that either a) are destined to other EU ports, or b) are destined to another third country.

  According to EU customs legislation, transhipment is not a customs regime as the goods are not actually imported into the Community at this moment. A clear distinction needs to be made between the two cases above. In case a (transhipment destined to other EU ports), the competent authority has full powers to seize and destroy such goods if they pose an animal or public health risk to the Community[36]. In case b (transhipment destined to another third country), the Commission legal service has recently ruled that these are not 'introduced' into the Community in law, and therefore the competent authority has no clear legal power to seize the goods even when these goods are known to be non compliant from an EU animal health perspective and it is suspected that the consignment is part of an attempt to illegally import the product into the EU. Our discussions with relevant Commission services have confirmed that this latter case in particular can pose a significant potential for fraud with consequent risks to animal/public health.

  Transhipment consignments are also covered by summary declarations (which are in fact the only source of information for the veterinary authorities in the case of transhipment). Although their processing is subject to shorter time periods (up to 7 days to notify the BIP and up to 21 days when a CVED is issued), the potential for fraud is still present (as described in the previous point). Again, the resources required to detect this type of fraud appear to be very significant.

- Cost of destruction of rejected consignments. There are cases (e.g. undeclared consignments) where such costs have to be born by the BIP/port authority. Given that these costs are often substantial (e.g. in a recent case a cost of 0.5 million € was given), this may act as a disincentive for authorities to provide effective cooperation in terms of notifying suspected consignments and taking the firm action needed.

These problems can lead to potentially significant illegal trade. Although some of these issues are already being addressed (e.g. cooperation between customs and vets, on-going improvements in the customs risk profiling system etc.), there is still room for improvement as outlined in the recommendations and options for the future below. Overall, a system to detect and target illegal imports can only be as good as its weakest link, therefore only continuous improvements can attain the ultimate objective of minimising the risk from such imports. Fraudsters are always quick to identify the weaker elements in the system.

[36] Commission Decision 2000/25/EC of 16 December 1999 establishes detailed rules concerning transhipment of products at a BIP where the consignments are intended for eventual import into the Community.

Significant problems appear also to exist in the area of personal imports. FVO reports indicate that overall only few MS are putting effective resources into this area of control, in accordance with Regulation (EC) 745/2004[37]. This Regulation has only applied since 1 May 2004. Until then, MS were responsible for organising controls at the various points of traveller entry to ensure that such products were not introduced other than via BIPs. The gap that existed in this area prior to 2004 is demonstrated by the fact that the introduction of Regulation (EC) 745/2004 has resulted in significant seizures of animal products carried by passengers or live animals / animal products generally introduced as non-commercial imports. However, there is no systematic or scientific risk analysis of the extent of this risk.

Our survey revealed that stakeholders are only partly confident about the effectiveness of the current legislative measures (64% of respondents), even less its enforcement by MS (35%), to safeguard against the introduction of infectious diseases from non-commercial or personal imports (Question 2.2, **Annex 2**). This may be of particular concern for diseases fairly successfully eradicated from Community territory (e.g. rabies re-occurrence through a dog imported from North Africa into France in 2005; risk of various pathogens via dog imports into Scandinavia from Russia).

More generally, given the number of pets imported each year from many third countries, the current updated companion animal controls (e.g. as regards prevention of rabies) must be considered to be effective.

Consequently, the risk from personal imports although present and significant, is overall not considered to be as acute as the risk from illegal/fraudulent commercial imports.

c) International agreements

This evaluation has also addressed the extent to which the EU adheres to its international obligations under the WTO SPS agreement (***criterion a***), and to the OIE guidelines and recommendations (***criterion b***)[38]. In this context, two aspects were particularly examined: the EU regionalisation policy and the application of EU safeguard measures.

Regionalisation/zoning is a risk management option applied not only within the EU (see criterion g of EQ1 on intra-Community trade, chapter 6.1) but also to third countries wishing to export to the EU. It is a foundation for minimal negative trade effects in that its application for SPS measures contributes to meeting the provisions of Article 5.6 of the WTO SPS Agreement, i.e. to choose the least trade-restrictive measures possible. Under current international arrangements, the OIE has been given the responsibility for the technical element of the regionalisation policy while the WTO is responsible for the administrative procedures. There are currently discussions in the WTO for reviewing the administrative procedure on regionalisation.

The application of regionalisation on imports from third countries can be very beneficial to developing countries whose health status is not favourable in the whole territory, because it allows them to export their products from a regionalised area. Over the years, this has become an important element of the EU approach towards imports from third countries. It was noted during the interviews that the EU has been relatively advanced, compared to other developed country importers, in applying this concept to imports from third countries. This is consistent with the results of the survey, in which 10 out of the 19 countries[39] indicated their positive perception of the EU regionalisation policy as applied to third

[37] Commission Regulation (EC) No 745/2004 of 16 April 2004 laying down measures with regard to imports of products of animal origin for personal consumption.

[38] Throughout this document, OIE guidelines and recommendations will be referred to as OIE recommendations/standards and guidelines.

[39] It is noted that of the remaining 9 countries, 6 did not express an opinion.

countries with 9 of them having directly benefited from its application in their country (Tables 5.1 and 5.2, **Annex 3**).

Similarly 14 out of the 19 countries saw the EU management of safeguard measures in terms of their adoption positively, but a smaller number (9 countries) had a positive view on the EU approach towards the lifting of these measures (Table 5.3, **Annex 3**). It is suggested that using the OIE as the basis for the determination of safeguard measures that need to be taken might overcome any problems which exist in this regard. In practice, however, additional FVO inspections are useful in assessing the situation on the spot, while the status of a country or zone assessed by the OIE only covers 4 diseases.

In terms of the extent to which the EU follows OIE recommendations/standards and guidelines, due to the enormity and complexity of the task, the evaluation team recommended at the Inception Phase that a closer comparison of the EU rules with the OIE recommendations/standards and guidelines is undertaken as a separate exercise. This was eventually taken up within DG SANCO in January 2006, and the work is currently on-going. Results at this stage are therefore only in draft preliminary form and remain confidential. It is indicated that there are many areas where the EU rules closely follow OIE recommendations/standards and guidelines, but there are also areas of deviation, where either EU rules exist that are not in line with OIE recommendations/standards and guidelines (i.e. go beyond or do not extend as far as OIE recommendations/standards and guidelines) or there are OIE recommendations/standards and guidelines which have not as yet been translated into EU rules (e.g. guidelines covering veterinary services applied to Member States).

According to the results of the interviews, the situation has certainly improved during the evaluation period. Improvements have been made not only in terms of adopting measures that are more proportionate to the risk, but also in the overall EU thinking and approach. For example, under the latest avian flu Directive, targeted preventive vaccination is allowed when accompanied by sufficient guarantees[40]. In February 2006, the Commission authorised such plans submitted by France and the Netherlands. These plans did not endanger at any stage the closing down the intra-EU trade of products (although some third countries threatened to close their borders to EU products).

It should be noted that all the third countries that responded to the survey indicated they considered EU rules to be fully or partly aligned to the OIE recommendations/standards and guidelines (Table 8.6, **Annex 3**). Generally the view given by the stakeholders interviewed is that the EU scores relatively well in terms of following the OIE recommendations/standards and guidelines, and that a certain degree of 'flexibility' in applying these guidelines is practised by all OIE members albeit to varying degrees.

The possibility of further alignment of EU rules to OIE recommendations/standards and guidelines was taken up for further consideration under the forward-looking element of this evaluation (**Option A**).

Overall, third countries indicated during the survey that the EU animal health policy has played a positive role in terms of facilitating global trade, and in improving animal health status worldwide (Tables 8.4 and 8.5, **Annex 3).**

[40] Council Directive 2005/94/EC of 20 December 2005 on Community measures for the control of avian influenza and repealing Directive 92/40/EEC.

6.2.2.2. Efficiency

a) EU approval procedures (third countries)

In terms of the efficiency in the use of EU resources for the listing of third countries and establishments (***criterion f***), the key resources in this context are the FVO and other DG SANCO services.

The currently dedicated resources in DG SANCO (Units D.4 and D.1) are generally considered to be too limited for it to be able to fulfil its role as the first contact point for third country competent authorities. Although the situation has improved since 2000, with the distribution of regional/country responsibilities between desk officers, and subsequently with the establishment of a help desk in DG Trade for third country exporters to the EU, there is still considerable room for improvement.

In terms of the efficiency of the FVO inspections as such, a key constraint appears to be the limited capacity of FVO staff resources when compared to the enormity of the task. Not only there are a large number of third countries requesting approval, but EU import conditions and consequently requirements placed on the inspections can vary considerably depending on the product. In certain cases, approval may be sought for a narrow range of products of relatively limited value for the EU or even for the exporting country concerned.

More generally, FVO inspections are perceived to provide an assessment that on balance gives a negative view of third country status, in the sense that this being an audit system non-compliance issues tend to be highlighted more than any progress made[41].

It is also important to note that the FVO reports are a snapshot of the situation at the moment when the mission is taking place. The situation may well change fairly rapidly and only regular follow-up and updating of the mission report can guarantee that the information contained therein is still relevant. These issues are also discussed under chapter 7.3.

The above constraints raise questions about the cost-effectiveness and, possibly, the relevance of the current EU system of third country approvals. It is noted however that the purpose is to assess confidence in the overall veterinary systems in place and, in this context, the current system appears to be the only way available.

It is difficult to establish whether the efficiency of the approval process has improved over time during the evaluation period. Even if data existed on this, e.g. on how many country requests are made and approvals granted per year, it would be difficult to attribute this to a specific reason, as reasons can be variable. For example, the relevance and competence of third country competent authorities, who are an essential 'partner' in the procedure, can change significantly over time. Also, the requirements on which the approval depends (e.g. traceability, animal identification, testing methods, laboratory requirements, and specific AH requirements) change over time. Finally, the circumstances and public perception, in the framework of which requirements are determined, may have changed (e.g. stricter requirements following the UK FMD outbreak in 2001, due to increased public perception of risk), although the risk may have remained the same.

In terms of the listing of establishments (***criterion g***), by putting key responsibility in ensuring compliance to EU standards on the third country competent authority as is currently the case (under Regulation 854/2004), there is less pressure on the available EU resources. Nonetheless, ensuring the

[41] It is noted that this is perceived to be a general feature of FVO assessments, not only in relation to third country inspections but also in relation to inspections of MS.

competent authority is up to the task has resulted in an increased need for FVO inspections to verify third country competence.

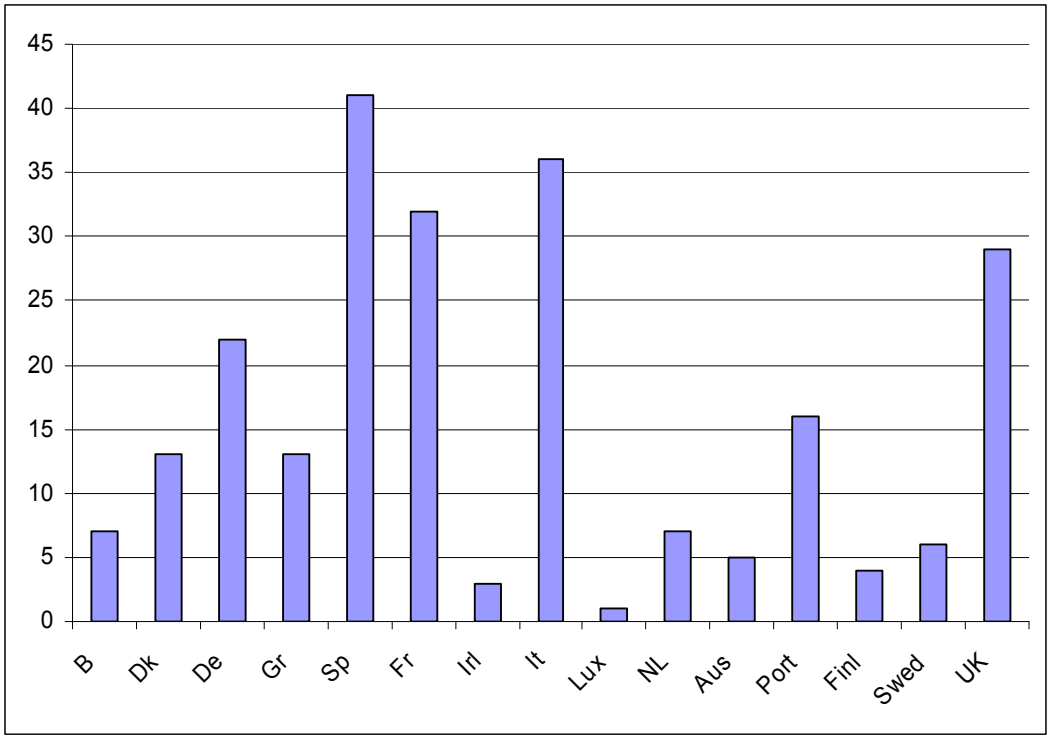
b) EU border controls

In the context of veterinary border controls, this evaluation has reviewed the efficiency of setting up BIPs (***criterion j***) and the efficiency of setting up human resources for the purpose of import controls (***criterion k***).

In terms of setting up the BIPs, investment in these facilities in the EU-15 was mainly undertaken by the commercial organisations running the ports, airports or road facilities, with little input from EU funding or MS governments. Only in the NMS has the establishment of the BIPs received considerable financial support from Community funds (mainly through PHARE), as part of their preparations for EU accession.

There are some 291 BIPs currently operating in the EU[42], of which 235 are located in the EU-15 and 56 in the NMS. Most of these are ports (137) and airports (100), the rest are road or rail links located in particular at the eastern borders of the Union. The accession of the 10 NMS on 1 May 2005 has moved the eastern frontier of the EU to the borders with Russia, Belarus, Ukraine, Moldavia and Turkey, and has considerably increased the burden on the NMS to safeguard the entry through these points on behalf of the enlarged Community.

Figure 5 Number of BIPs, by MS (EU15)



Source: Commission Decision 2001/881, consolidated version of 23/02/2006

[42] As listed in Commission Decision 2001/881/EC, consolidated version of 23 February 2006.

The Commission puts no obligation on Member States as to how many BIPs are constructed or applied for. Given the multiplicity of cargoes on a ship or plane (with perhaps less than 2-3 % of the total volume being animal products of veterinary interest), a commercial operator often chooses to construct a BIP to ensure that in a competitive situation no cargo vessel is turned away from a port due to lack of a BIP for a small part of its cargo.

Beyond these considerations, there does not appear to have been any cost-benefit analysis for the establishment of the BIPs, and it is unclear whether any economic criteria were used for their selection. From our survey and interviews it appears that the detailed EU requirements on BIP infrastructure and operation make the system very expensive, especially in low-trade situations. Ultimately, it is up to MS and the commercial operators of these entry points to decide whether the various economic and legal parameters involved justify the investment on the BIP.

Lack of the necessary infrastructure at BIPs is often quoted as one of the reasons for the wide variation in the quality and effectiveness of border controls and for the gaps in carrying out veterinary inspections (source: survey and interviews, backed up by FVO BIP inspections). This is particularly in terms of equipment in IT systems and scanners, but also the use of sniffer dogs etc.

In terms of the human resources employed for the purpose of import controls, lack of sufficient and/or well trained human resources may be another reason for the problems identified:

- Although the Community has financed some training of BIP staff during the last 10 years, this is not considered to be sufficient (e.g. some training was apparently organised by the Commission in 1996-98 but apparently no more in the EU15 until 2005). Training is particularly needed in view of the fact that risk patterns constantly change, while the EU legislative framework and requirements also evolve.

- The efficient use of human resources should also be considered in the context of increasing trade flows from third countries, brought about by the opening of the markets following greater trade liberalisation and globalisation. For instance, during the 1999-2004 period, EU15 imports of beef and poultry meat (two of the largest in volume import flows of products of animal origin) increased by about 40% and over 110% respectively (source: Eurostat/COMEXT data). In fact, during the 1995-2004 period, imports of poultry meat more than tripled. Against the increasing demand for more staff resources brought about by the dramatic increase in trade flows, budgetary pressures are reported to have often led to a stagnation or even decrease in the number of staff employed.

6.2.3. Overall conclusions

It is impossible to know in absolute terms whether the current controls on declared imports have prevented the introduction of animal diseases in the Community (***criterion I***). No information is currently available that can prove a systematic link between disease outbreak (whether infectious or foodborne) and specific import flows. Nonetheless, during the evaluation period, at least two outbreaks of serious animal disease have occurred in the EU that can apparently be attributed to flows from third countries: FMD in 2001 in the UK (Chinese strain) and Classical Swine Fever in the Netherlands in 2000 (also believed to be a strain not previously found in Europe). Furthermore, although it can not be confirmed whether these outbreaks were due to illegal commercial or personal (non-commercial) imports, such flows were highly suspected in all cases.

This having been said, based on the results of the interviews and survey conducted by the evaluation, it is widely accepted that without the current import controls there would have been more outbreaks of serious animal diseases. Around 88% of the respondents to the relevant questions of the survey have indicated that, overall, the EU procedures and requirements for declared commercial imports from

third countries have been effective in preventing the entry of infectious and food borne diseases in the Community during last decade (Question 2.1, **Annex 2**).

On the other hand, a relatively smaller number of respondents (70%) believed that the current legislative framework on border controls (even less its implementation by the Member States: 38%) has been effective in preventing illegal imports (Question 3.1, **Annex 2**).

Undeclared and fraudulent trade has been identified as an important and largely unaddressed issue that requires urgent attention at Community level. The interviews and survey have revealed a number of important deficiencies in the current system of border controls that can undermine its effectiveness and may lead to illegal (declared and undeclared) import flows with potentially devastating animal health implications. Although the extent of this risk can not be clearly established with the information available at present (e.g. through the EFSA scientific assessments or through the FVO inspection reports) a range of implicating factors have been identified pointing to deficiencies in the legislation, in MS enforcement and in the cooperation between the relevant competent authorities at both EU and MS level. At a more strategic level, there appears to be a need for a more flexible risk based approach that would allow the focus to shift towards particular risk factors (e.g. weaker BIPs, importers with uncertain track record, irregular trade flows).

Furthermore, although the current system of border controls is rigid, it appears to be geared towards declared/legal imports (imported through BIPs). However, fraudsters often either smuggle or misdeclare the goods at entry into the EU, for example by declaring frozen vegetables in view of importing illegally poultry meat. In that case the BIP would never see the goods as they are only competent for products of animal origin. As illegal trade does not follow any legal principles or rules, all competent authorities need to be constantly aware of the fact that reality often is quite different from that which the legislation prescribes.

The EU is becoming increasingly reliant upon the health status and integrity of the competent authority in third countries, which has a positive knock-on effect on upgrading third country standards. Some issues have been raised, on the other hand, about the reliability of the certification provided by third country competent authorities to guarantee disease free status and the safety of the products being exported. Since 2004, there is increasing evidence in the EU of repeated occurrences of attempted illegal imports of banned animal products (examples include Buffalo meat, chicken, and shrimps from certain areas of the Far East, and Latin American pig meat).

The overall EU animal health requirement to only source animal products from countries or regions that are free of certain major diseases appears to be an important and necessary condition for imports from third countries that needs to continue, but to minimise the pressure for illegal imports the restrictions imposed should be the minimum compatible with risk based controls. Thus, for example, although fresh meat might be banned from an infected or suspect region, appropriately heat-treated or canned products is still accepted (except when coming from infected premises). This puts increasing emphasis on the reliability of the certification provided by third countries.

Despite the fact that the flow of animal products into the EU from third countries is far greater than the flow of live animals, the risk of importing disease is far greater with live animals than it is with products. For various technical reasons it is difficult to quarantine safely inside the EC (except possibly for captive birds prior to the outbreak of the HPAI H5N1 strain). The high risk is evidenced by the fact that some major outbreaks of animal diseases in the EU in the last decade were caused and/or spread by live animal imports (e.g. Italy FMD outbreak, and intra-EU spread of FMD, CSF and SVD via transport of live animals).

It should be noted that, although a large number of respondents to the survey and interviews consider personal or non-commercial imports to be high risk, there is no scientific risk analysis to date to back up this perception.

In terms of efficiency issues, there is no cost/benefit analysis on the establishment of the BIPs and our interviews have revealed that there may be cost-effectiveness issues from the presence of potentially too many BIPs especially in low-trade situations. Although these considerations are a competence of MS/private operators as BIPs in the EU15 (which has been the subject of this evaluation) have been financed from national/private funds, where BIPs operate in sub-optimal conditions (e.g. in terms of equipment) this can raise questions about the effectiveness of the checks performed.

Some issues have also been raised about the cost-effectiveness of the current EU system of third country approvals, although it is noted that given the objectives of the various controls performed on third countries, the current system appears to be the only way available.

6.2.4. Recommendations and options for the future

Although during last decade border controls have been reinforced, as well as becoming more standardised and harmonised across the EU, there is still room for improvement, particularly in addressing illegal trade. To this end, the EU does not need more and more rigid controls, but a clearer legislative framework, flexibility to react to new patterns of trade, greater co-operation between different competent authorities, and more training. These issues are outlined as follows:

- Simplification of the legislation in force. Veterinary legislation is widely perceived by the stakeholders interviewed/surveyed to be very complex. Although this is largely linked to the complexity of the subject matter and the approach taken by the Community legislative framework to provide rules that are proportionate to the risk and the situation in hand (e.g. through the EU regionalisation policy), there are good reasons for simplifying where appropriate/feasible. For example, simplification could be considered for Directive 97/78 and Directive 91/496 so as to bring them up to date with modern practices and changes in other EU legislation (such as the hygiene package and official food and feed controls). This would contribute to increased transparency in the interpretation and application of the legal provisions and would therefore reduce the potential for illegal trade or fraud.

  In relation to this objective, the possibility of a greater alignment of EU rules to the OIE recommendations/standards and guidelines has been further pursued in our discussions with stakeholders in the context of the forward looking element of this project (**Option A**). It should be noted here that preliminary results of an internal SANCO study on this indicate that EU legislation is significantly in line with the OIE recommendations/standards and guidelines and when there is additional/more complete EU legislation in place there are usually sound (science-based) reasons.

  More generally, the need for simplification of the legislation has also been discussed in other parts of this Report. This is a complex issue that needs to be duly addressed at all levels, political, economic and legal.

- Improving the coordination between customs and veterinary controls. There appears to be a need for this issue to be addressed at different levels:

  - Revision of the current differences between veterinary and customs legislation, perhaps in the context of the impending review of the Community Customs Code and its implementing provisions[43], to help create a more effective parallel between veterinary and customs controls.

[43] Council Regulation 2913/1992 establishing the Community Customs Code, last amended by Regulation 648/2005 of the European Parliament and of the Council of 13 April 2005; Commission Regulation 2454/93 of 2

More generally, there appears to be scope for closer cooperation to understand, identify and address potential gaps in controls. In this context the evaluation team notes that there appear to be significant differences in the views and opinions expressed by the various competent services of the Commission/OLAF on the nature and extent of these gaps.

- Customs and veterinary authorities at MS level need to be encouraged to cooperate more closely, e.g. in terms of exchanging operational data and real time information on high risk patterns of trade, changes in trends etc. to refine risk profiling (see also next point). The majority of illegal import detections in commercial trade in recent years appear to have been identified by customs personnel operating their customs risk based systems, but also working in close co-operation with the local veterinary authorities. As both authorities have essentially the same task, i.e. to check that consignments correspond to their accompanying documentation, there is significant scope for close cooperation between these authorities. There are examples where closer cooperation between customs and veterinary checks has been specifically pursued, e.g. in Slovenia, where this has already produced significant results in terms of improving the control of illegal trade[44].

- Improving the efficiency of risk analysis, at both strategic and operational level:

  - Strategic improvements would be in the development and application of risk profiling models as such. This would fit in with the current review of the CCC and its implementing provisions, which aim to provide a harmonised approach across the Community on risk management and risk profiling. General principles for common risk profiling are laid down in Article 13 of Regulation 648/2005 (latest amendment to the CCC). This envisages a "Single Window" approach, whereby importers would have a single point of contact with an EU customs administration. This approach relies on a fully developed network between all relevant authorities involved. The Commission (DG TAXUD) is currently working on a revision of the implementing provisions (amending Regulation 2454/1993) to take into account the new provisions of the CCC on risk profiling. These would envisage urgent cases where EC involvement is needed (e.g. in case of serious health risk) and priority control areas where the EC together with the MS agree to undertake specific action for specific risks.

    Using a risk-based approach would target resources, e.g. at BIP points, more effectively and efficiently by focusing checks on the highest risk consignments. For instance, in addition to a minimum fixed percentage of controls (as is currently the case) there could be a flexible basis for checks decided and reviewed periodically (e.g. once a week) to adjust controls to the highest risk. This could be built on the basis of information available through the OLAF AFIS database, as well as the current DG TAXUD risk information exchange network between customs.

  - Operational improvements are suggested particularly through the use of integrated teams of veterinary and customs services at BIPs (so-called Koper model[45]). Where already used (in some MS) these teams have proved to be effective in detecting suspicious consignments.

July 1993 laying down provisions for the implementation of Council Regulation 2913/92 last amended by Commission Regulation 402/2006 of 8 March 2006.

[44] Seminar on "Fraud in trade in agricultural products related to public and animal health risks", Bled Slovenia, 30 March 2006. Organised jointly by OLAF and the Slovenian authorities.

[45] After the Slovenian seaport BIP in Koper.

They can also provide the answer to a more efficient use of staff resources in the context of increasing trade flows.

- Providing training programmes to competent authorities, particularly for BIPs. Suggestions here include a rolling programme of training for border staff, including better integration with customs authorities and rotation of border staff between Member States to see how different locations deal with essentially the same problems. Currently (in 2006) the Commission is funding two training seminars for personnel in border inspection posts. The minimum should be at least one course or seminar every year, one each for both airport staff and portal staff including those at road and rail crossing points. It should be noted that under a new initiative "*Better Training for Safer Food*"[46], the Commission is currently preparing a White Paper which aims to give an overview of possible options for organising training in the various areas of food safety including animal health. In this Paper, the Commission gives its opinion on the way forward and proposes a method that is believed to offer efficient training in using the resources available. The White Paper is foreseen for adoption by the Commission in the second half of 2006.

- Covering the cost of effective controls. Effective action against suspected consignments requires significant expenditure, e.g. to destroy the rejected goods when there is no acknowledged ownership of the consignment. In such cases there may be an argument to provide financial assistance to the national/local authority that typically would carry the cost, so as to encourage a more effective cooperation and control in the future. To this end, there may be a case for Decision 90/424/EEC to reimburse MS that incur significant such costs for the interests of the Community as a whole. There may be other mechanisms, such as forcing importers as a group to pay (e.g. through a small fee paid on import), although this may raise potential WTO compatibility issues.

  The feasibility, and advantages and disadvantages of each of the above funding mechanisms, as well as the political acceptance of using public funds for this, would need to be further examined.

- Operational improvements with goods transhipment/summary declarations. A possible way of addressing the problems that were identified in this field would be the establishment of a central EU agency to deal with these issues, as currently exists for instance in the US. Such a body would be relevant for ensuring interoperability of the various competent authorities involved and therefore more harmonised systems of controls between BIPs/MS.

  Our initial discussions on this option with some relevant authorities (DG SANCO, OLAF) suggest that the establishment of such an agency is considered to be impractical, in particular in terms of cost effectiveness and added bureaucracy (although these aspects would obviously need to be further studied). It is suggested that transhipment issues could be adequately addressed in the context of the current amendments to the Community Customs Code (as proposed and discussed by DG TAXUD with MS), where it appears that a legislative customs requirement to notify in advance of arrival of all types of consignments has not yet been agreed by the MS.

  Another suggestion would be for the electronic issuing and storage of these declarations, according to a common Community format, to be considered.

- Personal imports: the fact that the newly introduced Regulation (EC) 745/2004 has resulted in significant seizures of animal products carried by passengers may lead to raising awareness amongst the public of the disease risks associated with imported animal products. Traveller information needs to be promoted (e.g. as has more recently been the case with FMD and AI),

[46] This aims to establish a Community (EU) training strategy in the areas of food law, feed law, animal health and animal welfare rules, as well as plant health rules. The legal instrument for this initiative is Article 51 of Regulation (EC) No 882/2004 on official controls performed to ensure the verification of compliance with feed and food law, animal health and animal welfare rules.

while the examples of US and Canada approaches in this area could possibly be considered (e.g. passenger self-declaration of non-import of food products).

- Fraud proofing of legislation. As already discussed, illegal trade does not follow the legal channels through which goods enter the EU in a controlled way. Subsequently, fraud proofing prior to publication of new legislation is an important issue. It might also give reason to regular updating of current legislation.

It is interesting to note that the vast majority of respondents to the MS survey indicated that improvements in staff cooperation and training and standardisation of border control procedures are by far the most important issues on which the EU/MS should act in the future to prevent the entry of animal diseases from third countries (71% and 70% respectively of respondents, Question 2.4, **Annex 2**). Similarly, in terms of addressing more effectively illegal trade in the future, the vast majority of respondents to the MS survey have indicated the need to increase cooperation between customs and veterinary services (83%) and to harmonise customs and veterinary controls (72%), as well as the use of TRACES to record detected fraud (78%) (Question 3.2, **Annex 2**).

The issue of illegal trade is particularly addressed under the forward looking element of this project (**Option E**). This is discussed in terms of both the global approach (risk based analysis and profiling, cooperation between the various competent services, harmonisation of controls across EU while applying flexibility to adjust to local conditions/structures and level of risk), and specific options for improving the operation of BIPs (strengthened infrastructure, training of officers). On this latter point, it should be noted that the standard of facilities in BIPs has already significantly improved in recent years.

In addition to the above, the issue of providing further Community assistance to third countries to help them meet EU rules and requirements is addressed under the forward looking element of this project (**Option H**).

6.3. Control and eradication programmes (EQ2)

6.3.1. Framework for the analysis

EQ2: To what extent has CAHP ensured consistent actions to control and eradicate major animal diseases? To what extent have these actions led to an improvement in animal health status across the EU?

EQ2: EU control & eradication programmes
(policy area C: endemic diseases)

Objective:

- Reduction in disease prevalence or eradication of animal diseases across the EU (criterion a)

Implementation:

- Design: relevance & choice of programmes (setting of priorities) (criterion b.1)
- Effectiveness (criterion c = criterion a)
- Efficiency (criterion d)
- Added value of EU intervention (criterion b.2)

6.3.2. Implementation

6.3.2.1. Design

The control, eradication and monitoring programmes aim at progressively eliminating animal diseases that are endemic in certain areas of the Community, and include checks aimed at the prevention of zoonoses[47]. They cover a wide range of measures including diagnostic methods, vaccination, testing and culling of animals, slaughtering of animals, and compensation for all these measures.

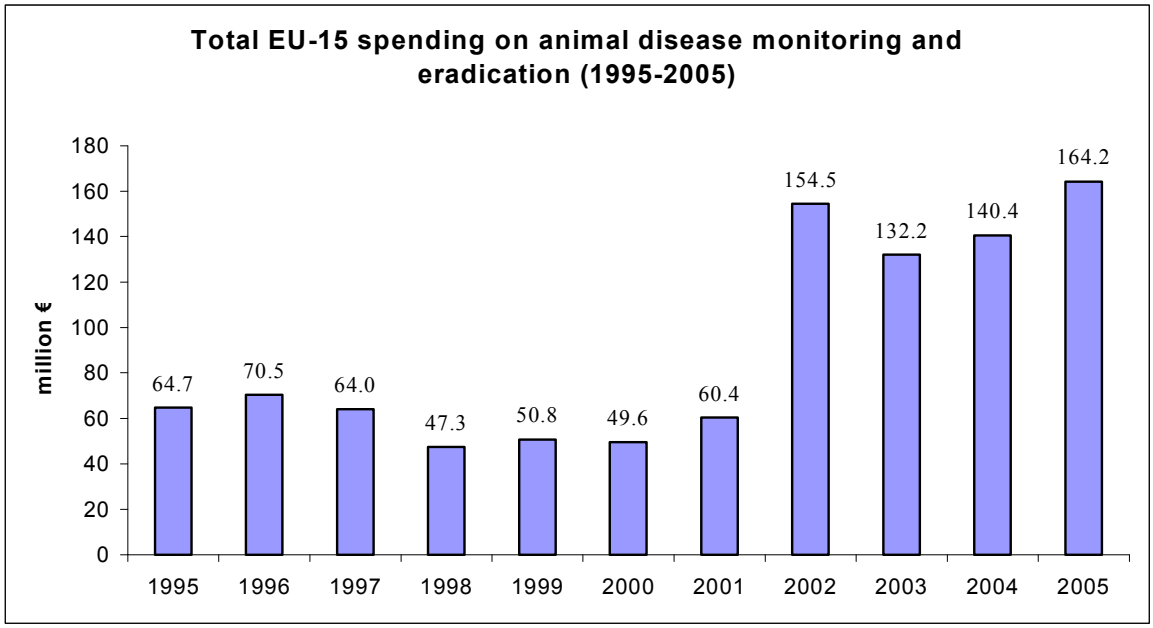
The current legal basis is Council Decision 90/424/EEC on expenditure in the veterinary field and particularly Article 24 on programmes for the eradication and monitoring of animal diseases. Up to 2005 the process of programme approval and implementation was carried out on an annual basis, following a well-defined timetable. Criteria for the eradication and monitoring of certain animal diseases are laid down in Council Decision 90/638/EEC.

Each year, MS draw up their eradication programmes and submit them to the Commission to request co-financing. Following an internal selection process carried out within DG SANCO, approved programmes are co-funded by the Community at 50% (with the exception of programmes on TSEs

[47] This section does not deal with the incursion of exotic diseases which are dealt with separately in this Report (in the context of emerging risks/surveillance).

which are entirely Community funded). **Figure 6** to **Figure 8** provide a picture of the evolution of Community spending on these programmes during the evaluation period (1995-2005), and its breakdown by main disease and main MS beneficiaries (EU-15 expenditure, excluding NMS: expenditure on NMS during the 1995-2005 period has accounted for less than 2% of the overall EU-25 budget). Detailed data on the EU funding per MS and per disease can be found in ***Annex 5***.

Figure 6 EU15 spending on animal disease monitoring and eradication (1995-2005)



Note: Amounts based on relevant annual Decisions for programme approval. These figures are for EU15 total, and do not include funding for the NMS.

Figure 7 Allocation of EU15 spending on monitoring and eradication per MS (1995-2005)

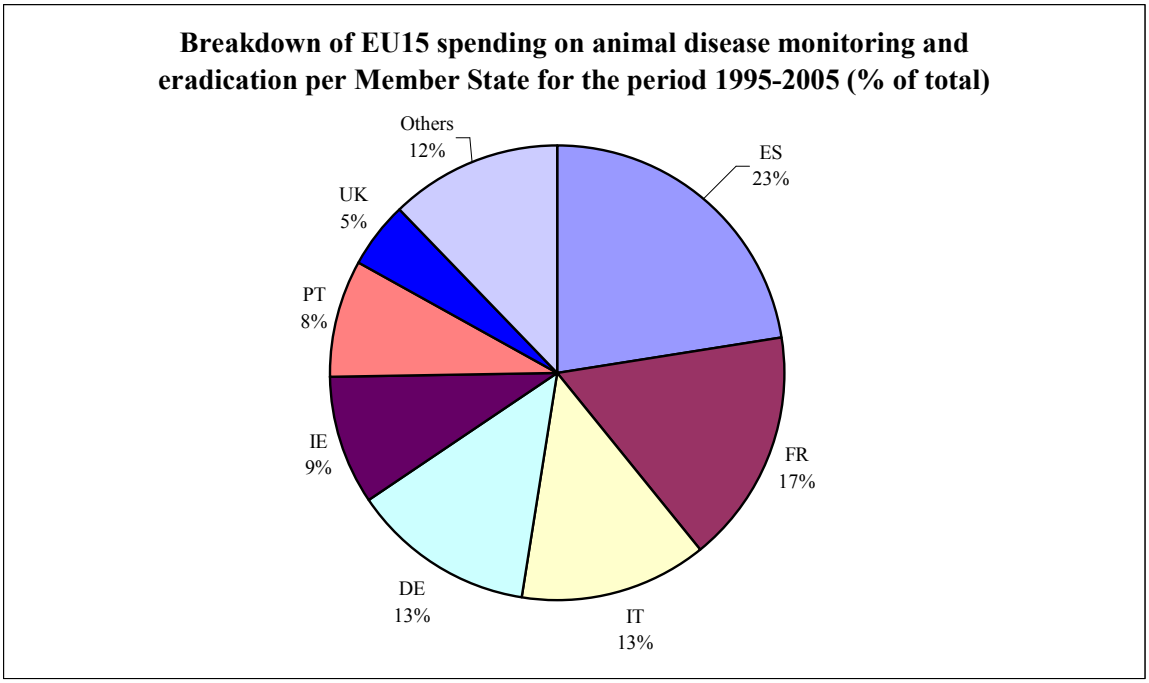
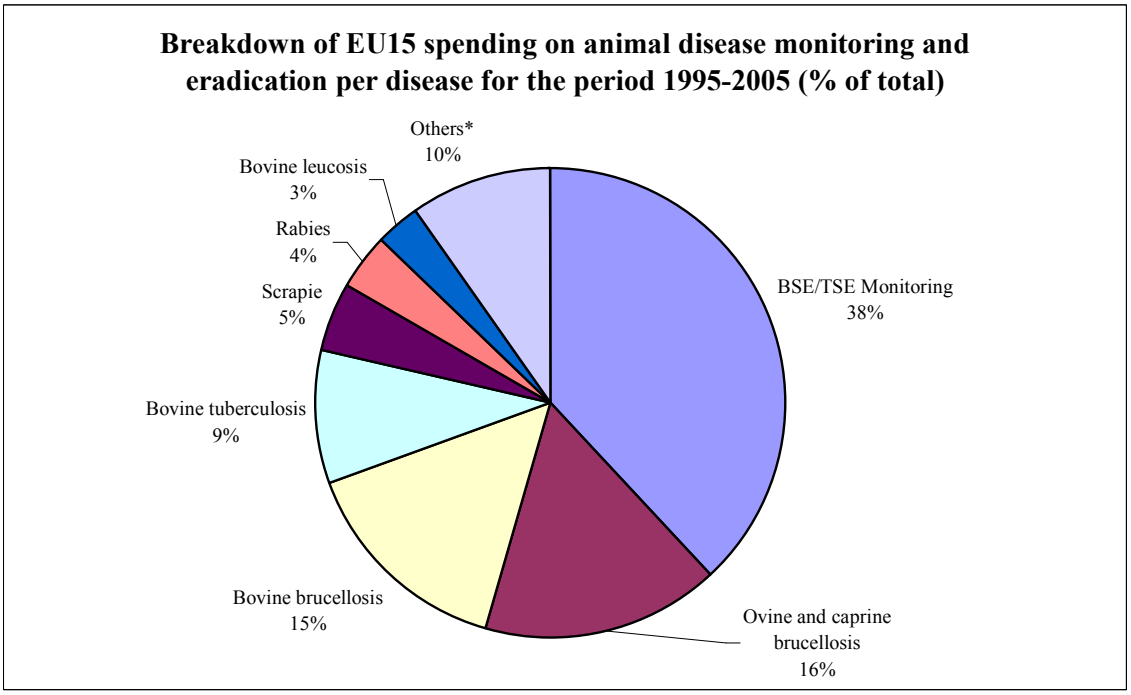


Figure 8 Allocation of EU15 spending on monitoring and eradication per disease (1995-2005)



* Other diseases include mainly ASF, bluetongue (in Spain, France and Italy since 2002), salmonella in poultry

Source: European Commission, DG SANCO

The entire prioritisation and approval process of the programmes (***criterion b.1***) appears to have improved significantly during the evaluation period and in particular after 2000, when a Task Force for Monitoring Eradication was established, and clear criteria and indicators were formally introduced for the MS reporting system. Each year about 80% of all programme submitted by MS for Community co-financing are approved. The commonest reasons for failure are insufficient priority targeting, either in terms of the diseases or in terms of the tools used in the programmes.

As it currently stands, the theoretical framework for the prioritisation in the allocation of the budget between diseases and MS uses two criteria:

1. The need to protect public health, and

2. Diseases that have an economic impact.

Each year SANCO defines the priorities on the basis of its own internal assessment and evaluations of the situation in the MS and at EU level, and following internal discussions between the competent Units involved. The proposed prioritisation is then sent for approval to the SANCO hierarchy. Once approved, it is presented to and discussed with the MS through the Standing Committee. The process is fairly dynamic, in the sense that it is decided and adjusted on an annual basis to ensure that it is appropriate to the actual situation.

SANCO's internal assessment of the requests submitted by MS is based on:

- Data submitted by MS
- FVO reports
- Audit reports
- Results of the Task Force for Monitoring Eradication

In order to prepare its assessment, SANCO has had to develop clear quantifiable indicators to measure progress and compare targets with results. To improve measurability, decisions were taken in 2000 and 2002[48] to amend the reporting system (for MS data submission) to better match these indicators and parameters. In addition, since 2003, the Commission has formally tied funding allocation to the programmes' past performance, in line with the provisions of Article 119 of the 2003 Financial Regulations which *"provides for suspension and reduction or termination of the community contribution further to non-compliance with the legal or contractual obligations"*.

The Task Force for Monitoring Eradication was established in March 2000 in line with action 29 of the White Paper on Food Safety. Its objectives are: a) to improve animal disease eradication and b) to improve the cost-benefit-ratio of animal disease eradication programmes co-financed by the Community. It has 4 sub-Committees: TB, brucellosis, brucella melitensis, and rabies. Its structure is similar to the Standing Committee. Each sub-committee has 8 experts proposed by MS and a chairman[49].

[48] Commission Decision 2002/677/EC of 22 August 2002 laying down standard reporting requirements for programmes of eradication and control of animal diseases co-financed by the Community and repealing Decision 2000/322/EC.

[49] For exact composition and reports of the Task Force, see DG SANCO website: http://ec.europa.eu/comm/food/animal/diseases/eradication/taskforce_en.htm.

The Task Force has played a major role in improving the Commission's guidance to MS as to what are the best tools to use in their eradication programmes as well as in assisting SANCO in its internal assessment and evaluation of the performance of the programmes. Although a relatively new structure, there are already concrete examples where the Task Force advice appears to have improved the design and implementation of the programmes (e.g. Ireland TB programme).

In line with the increased focus of the eradication programmes on regions, data submitted by the MS to the Commission will be presented per region for the first time in 2006 (2005 results of the 2004 programmes).

6.3.2.2. Effectiveness

Most of the diseases targeted by the EU co-funded eradication programmes have been progressively eradicated from large areas of the EU during the assessment period. This is evidenced by the significant expansion in disease-free zones in Europe during the evaluation period (**Table 7**).

Although overall the programmes can thus be judged to have been fairly effective (***criterion a***), results tend to vary between diseases and regions.

Eradication for some diseases has been more effective than for others. The most notable success stories have been: rabies (for most of Europe); ASF (except for Sardinia); AHS (since 1987); CSF (eradicated all over Europe except in wild boars – e.g. recent German cases); CBPP (eradicated – last incidence was in Portugal 3 years ago); avian flu (eradication in NL/Italy).

On the other hand, for TB, brucellosis (both bovine and brucella melitensis), and leucosis results are more mixed. Although these diseases have largely been eradicated in parts of the EU (e.g. bovine TB and brucellosis in Belgium, France and part of Italy), there are still some regions where problems persist, as reflected in the latest list of MS/regions that are officially free of bovine TB, bovine brucellosis, enzootic bovine leucosis, brucella melitensis and Aujesky's disease[50]. This is in spite of the fact that some of the programmes targeting these diseases have been funded in Europe for over 3 decades (e.g. brucellosis). The continuing incidence and/or prevalence of these diseases during the evaluation period is also demonstrated by the review of OIE HANDISTATUS data per MS and for the EU-15 as a whole, as provided in **Annex 4**.

It is therefore important to look at programme effectiveness at regional, rather than MS, level. The need to focus at the level of the region was indeed identified by the Commission, as reflected in the way the programmes' design has evolved during the evaluation period. In the first half of the last decade, programmes were designed at national level. In the second half, the programmes tend to be designed at a regional level. The Commission actively guides MS to focus on problems at a regional level.

[50] Situation as at 7/11/2005. List provided in SANCO/10574/2004, rev.2

Table 7 Evolution of disease-free status for key diseases in the EU-15 (1995-2005)

	B. Brucellosis	Brucella mel.	Bovine TB	Enz. B. Leucosis	I.B.R (b)
	Situation at the end of 1995 (a)				
Austria					
Belgium					
Denmark					
Finland					
France					
Germany					
Greece					
Ireland					
Italy					
Luxembourg					
Netherlands					
Portugal					
Spain					
Sweden					
UK					
	Situation at the end of 2005 (a)				
Austria					
Belgium					
Denmark					
Finland					
France					
Germany					
Greece					
Ireland					
Italy					
Luxembourg					
Netherlands					
Portugal					
Spain					
Sweden					
UK					

Disease free-status granted only in some regions of the MS
More regions granted disease free-status compared to the situation in 1995
Entire country granted disease-free status

(a) Situation established on the basis of relevant Commission Decisions recognising the status
(b) IBR programmes have not been EU co-financed

Source: Agra CEAS Consulting based on SANCO/10574/2004 rev.2 and historical review of relevant decisions

There is no consistent performance pattern in terms of regional success or otherwise in eradicating disease. Thus, regional variations in effectiveness appear to prevail in the case of all diseases. For all diseases, there are regions where the programmes work and regions where they do not[51]. Even for largely eradicated diseases (e.g. rabies, ASF, CSF), there are regions where the problem persists[52]. On the other hand, not all programmes may work in a region that has been successful with some programmes and vice-versa. For example, although the eradication of TB is a difficult target to achieve in Ireland and the UK[53], the brucellosis programme has been every effective and the disease is expected to be eradicated soon. On the other hand, TB is eradicated in N. Italy and Belgium, but these same regions face other disease problems.

The reasons for the variation in programme performance may be agronomic/veterinary, but may also be linked to the design of the programmes and/or their implementation by the national/local authorities. The particularities of each region appear to be an important factor. Various parameters, such as the presence of a wild life reservoir, the behaviour of farmers, poor management or weak veterinary services, lack of human / financial resources, or even wrong strategic decisions or choice of measures (e.g. a decision to stop vaccination too early), can all affect programme performance. Since its launch in 2000 the Commission's **Task Force** for monitoring eradication has been particularly active in investigating the reasons for these failures (e.g. TB programme in Ireland, brucellosis in Italy and Portugal etc.).

It should be noted that, overall, the programmes' effectiveness appears to have particularly improved during the second half of the evaluation period (i.e. after 2000), due to a more transparent and clear selection process and criteria for programme monitoring, and a more regional focus with priority placed on key problem regions and diseases. These processes appear to have had positive effects on overall programme effectiveness.

Similarly, since 2003, the financing of future programmes has been formally linked to past performance and deliverables, by applying a financial correction in cases where failures are identified. This appears to be established on a case-by-case basis, either in terms of failure to execute the measures planned under the programme, or to deliver the outlined results and objectives. However, this system does not yet appear to be fully transparent in that, according to the internal SANCO audit unit, it can still lead to lack of sanctions in cases where there has been an obvious failure to deliver[54]. In the light of this experience, recommendations were made in November 2005 to improve the system. These include the wider communication of the financial correction to non-performing programmes

[51] E.g., significant regional variation in TB programme performance in Italy (successful in the north but has failed in the south), and for brucella melitensis in Spain (source: FVO reports, 2004).

[52] CSF/rabies: Germany, ASF: Sardinia.

[53] In Ireland, the Commission's policy has been to support an eradication rather than control programme and continuing failures to achieve this target have prompted the FVO to recommend that *"targets have to be clearly set ... aimed at the eradication during a reasonable period of time"* (FVO report, SANCO/10605/2004). In the UK, results of the EU co-funded programmes in Northern Ireland have been mixed and the FVO has recommended that eradication rather than controls should be sought (FVO report, SANCO/10470/2004). In GB, although the epidemiological data indicate a decrease in the number of new infected herds during 2002-04, there is evidence that over the least 10 years TB has been spreading from infected to officially free holdings, either contiguous or in the surrounding areas, including areas considered officially free for several years (FVO report, SANCO/7251/2004).

[54] Examples mentioned include brucella melitensis in Italy in 2003, the CSF programmes in Luxembourg and Spain in 2002, and the programmes POSEIDON for 2002 to 2004. Source: Activity Report 2005 of the SANCO audit team.

through the SCoFCAH[55], and the formal establishment of guidelines on the criteria and financial corrections that could apply (to be possibly developed as part of the forthcoming revision of the financial basis, Decision 90/424/EEC, in the course of 2006).

In view of the relevance of these zoonoses for public health, their persistence in Europe today can have important implications. For example, the incidence of brucellosis amongst humans in the EU15, although almost halved in the last decade, is still high when the medical severity of the disease is considered (**Annex 4**). Similarly, figures on the prevalence of TB can be of concern. For example, according to information provided by the UK authorities in the context of the latest FVO inspection on the UK TB eradication programme[56], 20-50 people per year have diagnosed with *M. Bovis* since 1990 in the UK. Several of the stakeholders that were interviewed or responded to our survey expressed concern about the persistence of these diseases and their serious potential implications for human health.

6.3.2.3. Efficiency

The efficiency of the current programmes (***criterion d***) can be assessed at micro-level, in terms of the absolute efficiency of the measures/programmes in place for each disease and MS/region, and at macro-level, in terms of the relative efficiency of the allocation of the EU funding between diseases and regions.

The absolute efficiency of the individual programmes/measures in place is difficult to assess in the absence of cost-benefit analysis and the lack of clear, quantifiable indicators. An internal DG SANCO assessment of scientific literature on the subject carried out last year concludes that there is hardly any cost-benefit analysis in this field. This point was confirmed by the various representatives of authorities (including SANCO) and stakeholders interviewed during this evaluation[57].

Generally, it is difficult to undertake such analysis in the field of animal (or public) health. While the costs are relatively easily quantifiable, the benefits are difficult to calculate in quantitative terms, especially when human health is involved. To overcome these difficulties, a cost-effectiveness analysis might be more appropriate, but again there needs to be a clear definition of the deliverables and quantifiable targets especially if this is to be used to compare cost-effectiveness between diseases.

The shortcomings resulting from the lack of cost-benefit analysis are important. The 2000 Court of Auditors report on CSF concludes that no cost-benefit analysis of the use of vaccination had been performed at Community level since 1977. However, the cost of eradication has increased substantially since then, especially in high density areas, with the total direct cost of the epidemic in the Netherlands estimated to have reached over 1.1 million € or >157 € per pig slaughtered (Court estimates). Consequently, the Court recommended that the "*Commission should undertake a new comprehensive cost-benefit analysis of alternative control and eradication strategies*". The Court's recommendation appears to remain valid today, particularly in view of technological advances in

[55] In the meantime, for the period 2003-06, the responsibility for applying these corrections lies with the competent Unit in SANCO.

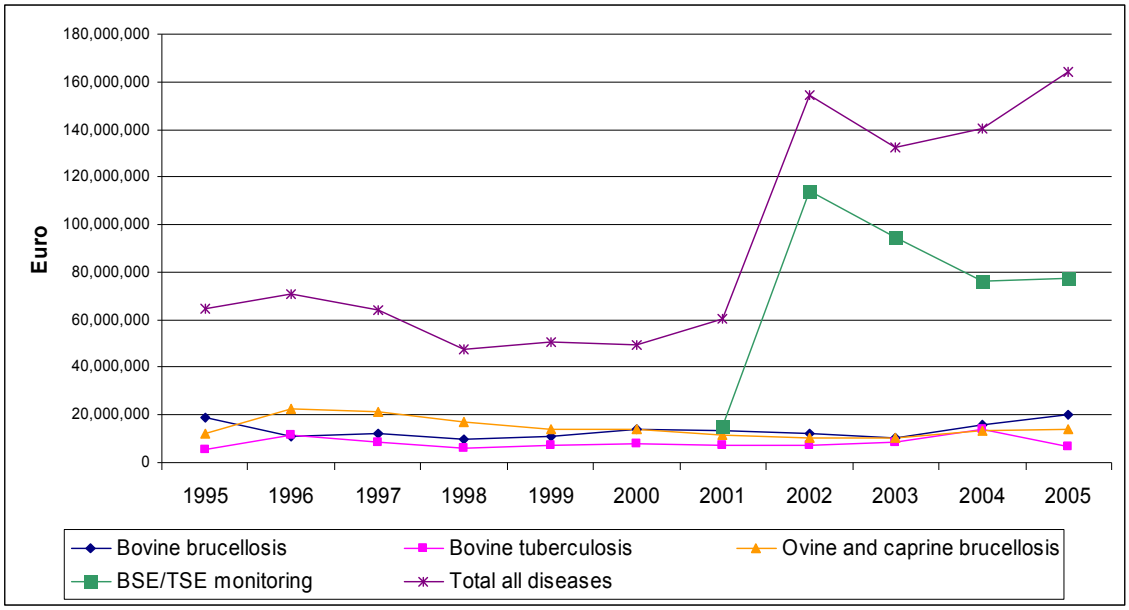
[56] DG(SANCO)/7521/2004-MR final. These programmes are only relevant for Northern Ireland. No Community financing has been provided for TB eradication in Great Britain during the evaluation period.

[57] A few notable exceptions include: "A cost-benefit study of paratuberculosis certification in French cattle herds", published by INRA France in 2004. "A cost/benefit analysis of Irish Bovine TB eradication schemes", Dec 1991, University College Dublin.

market vaccine development that can be used with DIVA principles, as supported by the Community[58].

Turning to the relative efficiency of the allocation of EU funding, overall EU expenditure has increased substantially (over double) since 2001, to accommodate the increased priority given to the monitoring of BSE/TSE which are 100% financed by the EU (**Figure 9**). Excluding this, the rest of the spending on the other diseases (50% EU co-financed) has remained virtually stable during the evaluation period. During 1995-2005, BSE/TSE monitoring, bovine tuberculosis, bovine brucellosis and brucella melitensis absorbed 78.5% of the total EU-15 funding on eradication and control programmes. Prior to the introduction of BSE monitoring programmes in 2000, these three diseases accounted for 73.6% of the EU-15 budget compared to only 25% in 2005. In view of the lack of cost-benefit analysis for the individual programmes/measures, the decisions on the allocation of the funds do not appear to be based on relative cost-benefit considerations.

Figure 9 EU-15 spending on main diseases (1995-2005)



Note: Amounts based on relevant annual Decisions for programme approval.

Source: European Commission, DG SANCO

A stable EU budget has helped to expand the total EU area that is currently declared free of all these diseases (bovine tuberculosis, bovine brucellosis and brucella melitensis) (**Table 7).** However, in some non-free areas, the prevalence of these diseases continues at the same levels or has even increased, so

[58] Application of marker vaccines during an outbreak can reduce the number of animals slaughtered, the number of farms that have to be culled and might limit the duration of the outbreak. Under FAIR 4 and FAIR 5 DG Research has funded a number of projects on marker vaccines and diagnostic tools (see also chapter 1.1). Some have included cost-benefit analysis (for example FAIR 97 3566 (FP4), coordinated by Wageningen Agricultural University on "*Development of prevention and control strategies to address AH and related problems in densely populated areas of the Community"*, which included under Task D a cost-benefit analysis of alternative CSF control strategies including the possible use of marker vaccines). Another project under FP5 "*Immunological mechanisms of protection against CSF: towards the development of new marker vaccines*", a new marker vaccine for CSF has been developed and registered. However, to date, this has not been put in use due to concern on consumer acceptance and the policy decisions taken by national authorities (e.g. Germany).

that for the EU as a whole the number of outbreaks is almost the same as a decade ago (OIE data, **Annex 4**).

During this period almost equal amounts of money have been devoted to the fight against brucella bovis and against brucella melitensis. Looking at the results (in terms of achieving disease-free status throughout the EU,) the expenditure on the brucellosis programmes appears to have been more efficient than that on the brucella melitensis programmes, for which several shortcomings have been identified in MS implementation by relevant FVO reports (e.g. the use of some tools such as vaccination and stamping-out). Examples here include the various programmes of southern MS. The programmes on the other two diseases (bovine brucellosis, and TB) have also been subject to inspection by the FVO. Following these, shortcomings were identified and recommendations made, some of which again related to MS implementation (e.g. in the case of TB, delays in the adoption by the competent authority of compulsory testing before internal MS animal movements). Examples here include several programmes of northern MS.

It appears therefore that some of the inefficiencies identified with some of the programmes for these 3 main diseases are due to problematic implementation at MS level. In this case, more effective guidance as well as a more effective use of sanctions could be applied by the Commission (in the form of financial corrections to subsequent programme funding that result in genuinely reduced levels of funding), to encourage less well performing MS to move in the right direction.

On the other hand, there also cases where the implementation at MS level was deemed to be appropriate (according to FVO reports) but the programmes failed to perform on target. In such cases, questions can be asked about the appropriateness of the tools used, which is linked to the availability of the right tools to address the disease effectively and efficiently.

Key issues that have tended to undermine efficiency appear to be:

- The annual setting of priorities and targets, which has made it difficult during the evaluation period, to work on a more strategic basis. Forthcoming proposals on the multi-annual financing of eradication programmes will allow SANCO and the MS to develop longer term strategies in this area (see below).

- The fact that, although from a veterinary point of view the appropriate way to tackle eradication is to focus on problem areas, from a legal, financial and managerial point of view the programmes are run at a national level. SANCO is trying to guide MS to focus on regions, but as the legislation stipulates the co-financing of national programmes, it falls outside the Commission's remit to control implementation at regional level. Nonetheless, *in theory*, through its role in co-financing eradication programmes, the Commission can even go as far as to refuse to co-finance programmes that do not concentrate on key regions, as it currently does for programmes that are not deemed good enough, do not include all the necessary measures, or do not tackle identified priorities.

Another efficiency issue relates to the budgetary allocation between diseases when compared to the significance of the disease in terms of human health. A notable concern here would appear to be the possibly disproportionate allocation of EU funds to BSE/TSE monitoring (38.1% of total EU15 budget on eradication and control programmes during 1995-2005) compared to food-borne zoonoses (salmonella in poultry: 1.2%). Notwithstanding the severity of the disease, BSE has produced 160 confirmed cases in humans (against initial estimates by various scientists of 300,000 cases), compared to an average 180,000 to 200,000 cases of salmonellosis in humans in the EU15 in recent years (**Annex 4**). A large number of respondents to the survey have commented on this imbalance and the need to cut down the BSE budget when the prevalence of the disease is not in peak. These issues are also discussed under section 7.1 of this Report.

6.3.2.4. Added value

Defining priorities at Community, rather than at MS level, offers significant added value in terms of enabling better targeting of diseases that are of high EU relevance in terms of the need for EU coordinated action (i.e. those presenting a risk to human health).

Co-financing is the appropriate way to fund these programmes. Where the solidarity and subsidiarity principles are involved, EU co-financing has always proved to be the right instrument (e.g. structural policies, rural development). If the EU agrees it is a common objective to eradicate certain diseases, then funds need to be used from the EU's own resources. The advantage is that the responsibility lies with MS for implementation and design, which is most appropriate for these programmes in line with subsidiarity. The Commission's role is only to co-ordinate and steer the programmes in the right direction. The only requirement for the system to work effectively is that there be good follow-up. This appears to be a weakness at the moment, due mainly to internal staff shortages in SANCO against the staff levels that would be appropriate for the level of commitment required for such a task.

There may be scope for using different co-funding rates in the future depending on disease public relevance and importance for the EU as a whole (as discussed also under the pre-feasibility study on cost sharing schemes, part II of this Report). This will require a disease categorisation based on priorities, according to certain criteria to be developed. There are numerous efforts on-going at the moment to develop such criteria including recent work by the European Technology Platform[59] and SANCO's new multi-annual approach (discussed under recommendations and options for the future below).

On the other hand, the question of added value can be raised for some diseases that are lower priority at Community level. Indeed, out of a total 26 diseases included in the Annex of the legal basis (Council Decision 90/424/EEC), only 13 diseases have received Community co-funding during 1995-2005. In such cases it may be more appropriate and more efficient to target the diseases at regional/local level – this issue is discussed further under the pre-feasibility study on cost-sharing schemes.

6.3.3. Overall conclusions

Overall, the eradication programmes that were co-funded by the EU during the evaluation period can be judged to have been fairly effective in terms of leading to an expansion of the disease-free zones in Europe for the various diseases. Results however, tend to vary by disease and by region, with certain important diseases (particularly TB, brucellosis and leucosis) persisting in certain regions of the Community. Even in the case of largely eradicated diseases (e.g. rabies, CSF, ASF), there are regions where problems persist.

Various reasons have been identified for the continuing problems.

A priori, in terms of the ultimate objectives of these programmes (***criterion a***), it is important to note that eradication is significantly harder to attain than reduction. Moreover, the first 50% of reduction in disease prevalence is always easier to obtain than the last 50%. Therefore, the difficulty *per se* of attending the fairly ambitious targets of the eradication programmes may partly explain the continuing prevalence of important animal diseases today in the Community despite a substantial and long-standing effort to eradicate or contain these diseases.

[59] European Technology Platform for Global Animal Health: Strategic Research Agenda, May 2006. The various WGs involved have proposed a score card for disease prioritisation in Europe, based on a number of criteria which include the disease incidence probability, risk of emergence, impact on production, impact on trade, economic impact, ecological consequences, availability of diagnostic tools etc.

At the level of the Commission, the selection and monitoring of the Community co-funded eradication programmes has improved significantly during the second half of the evaluation period (i.e. since 2000). This can be attributed to an increased focus of the programme's design towards regional problems, improved prioritisation, and more generally the tightening of the entire process when formal requirements for MS reporting and competent structures were created to monitor progress at Community level through the establishment of a specific Task Force. In this context, quantifiable indicators to measure progress have been developed. However, there is still room for improvement in order to make these indicators harmonised and comparable across EU MS/regions so as to improve benchmarking.

At the level of MS implementation, the situation has also improved during the evaluation period, and again the advice provided by the Task Force has provided significant positive inputs in the improvement of implementation. However, important shortcomings remain, as identified by FVO reports and also internal DG SANCO audits.

Where programmes have failed to perform due to incorrect, insufficient or ineffective implementation at MS level, some corrective action has been taken in terms of discontinuing the programme (programme not approved in subsequent years) or reducing the funding available by the Community. In line with the tightening of the entire approval process after 2000, sanctions on non-performing programmes appear to have been applied more rigorously during the second half of the evaluation period, and, according to the internal DG SANCO audit unit, there is still room for further improvement.

Where programmes have failed to perform although properly/sufficiently/effectively implemented at MS/local level, the availability of appropriate tools (particularly in terms of diagnostic tests and veterinary vaccines) appears to be an important factor for the failures to reach the targets sought. An example here is the eradication programme for bovine TB in Ireland, which has been running at a lower intensity than prior to 1996 due to lack of appropriate tools, but with some funding still continuing as the strategic decision was taken to devote national funds to more research in order to develop the right tools. Similarly, the eradication programmes for Aujesky's were introduced and performed well when the appropriate tools were developed[60]. In the case of paratuberculosis, eradication programmes appear not to be worth considering without efficient testing which is still under development.

In terms of the efficiency in the use of the available funding, this is difficult to judge in the absence of cost-benefit or cost-effectiveness analysis, which suggests that decisions on the allocation of the funds have not be based on a sound analysis of cost-benefit parameters. Although technically there are significant constraints in the development of such analysis, more effort needs to be undertaken in this field for a more systematic inclusion of these considerations in the programme approval process. This is indeed one of the two objectives of the Task Force for Monitoring Eradication.

The definition of priorities at Community, rather than at MS level, offers significant added value in terms of enabling better targeting of diseases that are of high EU relevance, but the significance of added value can be raised for some diseases that are lower priority at Community level.

[60] "Aujesky's disease and the European Community" by James Moynagh (DG AGRI), Veterinary Microbiology 55(1997).

6.3.4. Recommendations and options for the future

The main issues identified for the future are:

- The need for longer-term targeting through multi-annual programming (already addressed by Commission proposals due to be adopted shortly). This point is discussed in more detail below.

- The need to define clear programme targets based on appropriate cost-benefit analysis and/or risk analysis. Coupled with that there is a need to identify relevant indicators to measure progress. This would enable effective implementation and follow-up at local level. Moreover, the approach should be harmonised across the EU to allow effective and valid comparisons to be made between regions and MS as well as over time, so as to improve benchmarking. It would also allow the application of financial corrections to subsequent programme approval on a more systematic and transparent basis.

  Improving benchmarking is particularly relevant in targeting persisting problems with certain diseases and certain regions in the Community. It is noted that the systematic collection and presentation of data per region is a good step to this direction.

- The need to ensure availability of effective diagnostics tools as well as authorised veterinary vaccines, when appropriate respecting the DIVA strategy, for effective programme design and implementation. In this respect, the contribution of the European Technology Platform for Global Animal Health (ETPGAH)[61] is expected to be important. The availability of appropriate tools is not only of benefit to the control and eradication programmes but to all policy areas covered by this evaluation.

- The need to shift the focus more towards prevention measures, as part of an overall prevention strategy, based on appropriate risk analysis by disease This includes more emphasis on bio-security measures (discussed under **Option G**), as well as the potential selective use of vaccination (depending on progress with research advances in this field).

- In the case of vaccination, the examination of the risk/benefit when used as a potential prevention tool should be further studied for each animal health disease. Vaccination is prescribed in new EU legislation, as new scientific developments and technologies (when appropriate respecting the DIVA strategy) make the use of this tool increasingly more appropriate and accepted. This point, which is of relevance to all policy themes covered by this evaluation, is discussed in more detail below.

- The need for more epidemiological studies and a better use of them. In 2001 the DG SANCO Task Force for monitoring eradication programmes stressed that *"Epidemiological investigation in infected herds and flocks and in possible contacts is a basic tool to find the origin of infection and possible spread of a disease. Not all authorities, however, use this tool"*. Where such studies exist, they are often reported to be of variable quality and therefore not always usable, but there are also reported to be cases where good studies exist but these are not used effectively as part of the competent authorities' evaluation of the appropriate measures to take (source: FVO reports).

[61] The ETPGAH was launched in December 2004. More information on this initiative can be found under section 1.1.

- The need to re-consider the allocation of funding, in particular towards BSE/TSE monitoring which absorbs a considerable share of the total EU15 budget on eradication and control programmes during 1995-2005, in particular when the prevalence of the disease is not in peak.

It should be noted that the issues of re-defining prioritisation, improving programme scope and targets, increasing use of preventive measures and multi-annual funding feature most prominently in the suggestions made by respondents to the general MS survey (answer to Question 4.4, **Annex 2**).

Multi-annual programming:

In the first semester of 2004 the Commission (DG SANCO) undertook a review of the Community co-financed activities on animal disease and zoonoses eradication, control and monitoring[62]. As a result, a multi-annual approach for the programmes was deemed to be more appropriate in order to ensure a more efficient and effective achievement of the objectives. The multi-annual approach was found to provide for better management in order to make the objectives of the eradication programmes clearer and more readily auditable and to ensure effective use of EU funds, improving transparency and allowing the programmes to be adapted to respond to progress and epidemiological developments.

Consequently, the Commission has submitted a Proposal for a Council Decision amending Council Decision 90/424/EEC to allow the implementation of multi-annual co-financing of programmes. The relevant proposals are expected to be adopted by the Commission in the next few months, with a view to being adopted at Council level by the end of 2006.

In the context of this review and the planned future multi-annual design of the programmes, the Commission also developed criteria to prioritise the allocation of the Community budget in the selection of programmes approved for EU co-financing[63].

In decreasing order of importance these latest criteria are:

- **Category I**: Animal diseases with an impact or a potential impact on public health (zoonoses). This category includes programmes that are compulsory for all MS (e.g. BSE/TSE) and programmes submitted by MS on a voluntary basis (brucellosis, rabies, TB, salmonellosis). For all these diseases, expenditure (Community co-financing) is to remain at the same level as in 2005 or even slightly increase (for salmonellosis a substantial increase is foreseen in 2007).

- **Category II**: Diseases on the former list A of the OIE or with vertical control Community legislation in force (AHS, ASF, FMD, AI, bluetongue, CSF, NCD, certain fish diseases, certain mollusc diseases, and certain further exotic diseases[64]). For those diseases already covered by Decision 90/424/EEC (ASF, AI, bluetongue, CSF, certain fish diseases, and certain further exotic diseases), Community co-financing is to stay at the same levels or even increase (e.g. bluetongue).

- **Category III**: Diseases appearing in the former list B of OIE or of mainly economic impact. These include Aujesky's diseases and enzootic bovine leucosis. The intention to maintain some Community support (although relatively low) for Aujesky's is particularly due to the fact that the

62 Multi-annual programmes for animal disease and zoonoses eradication, control and monitoring. SANCO/10414/2004 final, 5/09/04.

63 Animal disease eradication, control and monitoring programmes: Priorities for 2006. SANCO/10141/2005 REV1 of 8/04/05

64 These measures are separately examined under EQ4. A description of the vertical legislation can be found at the SANCO website: http://ec.europa.eu/comm/food/animal/diseases/controlmeasures/index_en.htm.

bio-security measures used to control this disease are particularly useful for the prevention of other important pig diseases, notably CSF.

These proposals appear to address previous shortcomings of the eradication programmes, particularly those linked to insufficient inclusion of past programme performance to assess future approvals, as well as the partial failure to achieve longer term goals on some important persisting diseases in the Community with an impact on public health (e.g. brucellosis, TB and food-borne salmonellosis).

Vaccination

The issue of vaccination against major epidemic diseases has been the subject of very intense debate in the EU in the last 20 years.

Vaccination is generally considered an important prevention tool, although its benefits can only be established on a case-by-case basis, i.e. depending on the disease and the epidemiological context or other particular circumstances in which this occurs. For example, diseases for which there is no alternative (e.g. rabies, bluetongue) or of high prevalence (e.g. CSF) could be considered to be a priority.

The availability of appropriate vaccines is a key issue. This is not only an issue of research for the development of such vaccines (as discussed under EQ9, chapter 6.6), but also of EU authorisation procedures which are often considered to be too cumbersome (as discussed under EQ6, chapter 7.1). Improving the link between research and authorisation procedures for practical application is indeed a key objective of the Strategic Research Agenda (SRA) of the ETPGAH.

There is also concern over potential trade blocks for EU exports of animal products from vaccinated animals, as well as concern over consumer acceptance internally within the EU. For the latter, there may be a need for good and clear communication to the consumer of the advantages of vaccination in terms of effective protection of both animal and public health.

Although vaccination is now prescribed by new EU legislation in response to crises (namely the new Directives adopted in 2001 for CSF, 2003 for FMD, and 2005 for AI), and foreseen in national emergency plans and control and eradication programmes, the decision to use this tool is often not taken by Member States. This is usually due to non-animal health reasons, including the fear of trade blocks and consumer acceptance but also the lack of available appropriate and authorised vaccines.

Given the above constraints, it appears appropriate that the decision on the principle of whether vaccination is permitted and in which circumstances/diseases should rest with the Commission (as is currently the case). However, Member States have stressed that the ultimate decision to use vaccination in response to a particular disease outbreak should be with them.

6.4. Emerging risks / surveillance (EQ4)

6.4.1. Framework for the analysis

EQ4: To what extent have Community requirements for disease monitoring and surveillance ensured a rapid detection and reaction to exotic diseases and new emerging risks to human and animal health?

EQ4: disease monitoring and surveillance
(policy area C: exotic diseases / emerging risks)

Objective:
- To ensure rapid detection and reaction to exotic diseases (ED) and new emerging risks (NER)

Implementation:
- Effectiveness
  - Mechanisms in place to collect and analyse data (criterion a)
  - Mechanisms in place to detect ED/NER (criterion b)
  - Responsiveness of Commission services to crisis / communication (criterion d)
  - Public confidence (criterion h)
- Efficiency/utility
  - Rapid alert systems (ADNS, RASFF, OIE) (criterion c)
  - Contingency plans (criterion e)
  - Vaccination (criteria f and g)

6.4.2. Implementation

6.4.2.1. Effectiveness

In the framework of control and eradication programmes (chapter 6.3), general and specific measures have been laid down in so-called *vertical legislation* to control the spread of certain ***exotic animal diseases*** of major economic importance when they occur. The objective is to regain as quickly as possible a world-wide recognised free-status at Community level. Ten such diseases have been identified, each of them attracting a specific package of measures. These are[65]: African Horse Sickness, African Swine Fever (ASF), Foot and Mouth Disease (FMD), Avian Influenza (AI), bluetongue, Classical Swine Fever (CSF), Newcastle Disease (ND), certain fish diseases, certain mollusc diseases, and certain other diseases[66].

[65] Details and the legislative basis are provided at the SANCO website: eu.europa.eu/food/animal/diseases/controlmeasures/index_en.htm

[66] Such as SVD and pest of small ruminants (PPR), as laid down in Council Directive 92/119.

Many of these diseases are notifiable diseases belonging to the former list A of the OIE. The measures in place include, depending on the disease, stamping out of infected and in-contact herds, regional restrictions on movement, emergency vaccination and contingency plans.

For the most part, this legislation has recently been reviewed or is in the process of being updated, in response mainly to big crises, thus overcoming previous problems and shortcomings. For example, there has been a review of the legal basis for FMD controls following the 2001 FMD crisis (Council Directive 2003/83 repealing previous measures from 1985). The new Directive, which was due to be implemented by MS by July 2004, introduced a new comprehensive framework for the control of this disease, considered necessary for avoiding past gaps that led to the emergence of the FMD epidemic. Similarly, the legislative framework for CSF and bluetongue were also recently reviewed.

In addition to this legislation which relates to known and already present diseases, there is a four pronged risk management set up to detect ***new emerging risks*** at Community level and react towards these. This encompasses:

- Collection and analysis of data relating to such risks, such as biological analyses by Central Reference Laboratories (CRLs),each of them specialising in selected diseases;

- Risk analysis by Community agencies such as EFSA and ECDC ;

- Risk notification by existing EU systems, notably the ADNS (Animal Disease Notification System) and – in the context of residues in POAO - the RASFF (Rapid Alert System for Food and Feed), and by the OIE notification system. In particular, detailed information on each outbreak in a Member State of an animal disease in animals, listed in Annex I of Council Directive 82/894/EC, is sent by the Member States to the European Commission via the ADNS ;

- Contingency plans, which MS develop and have approved by DG SANCO.

The mechanisms in place to collect and analyse data (***criterion a***) are judged overall effective. This conclusion is based on the following analysis.

Our survey results indicate that 80% of respondents judge CRLs and national laboratories to be fairly or very effective (Question 5.2, **Annex 2**).

Similarly, according to a recently conducted evaluation of the EFSA, its opinions, data collection and risk assessments appear to be satisfactory and to meet expectations[67]. However, there is a wider view, reinforced by the results of our interviews in the context of the CAHP evaluation, that risk assessments need to be more quantified, although it would perhaps be more appropriate that this is undertaken at another level (possibly in interface with EFSA) (this issue is also discussed under EQ7 on cooperation networks, in chapter 7.2.2.1). There is also an issue of centralising risk assessment at EFSA, to offset the risk of risk assessment duplication by MS food safety agencies. More generally, it is pointed out (both by the EFSA evaluation and in the context of this evaluation) that the EFSA is relatively new, it is therefore too early to be able to have a full picture of the value of its contribution while any identified shortcomings are normal and will require adjustments as would be the case with any new organisation.

Even more so in the case of the newly created ECDC, while generally recognised as potentially value adding, it is still too recent for its contribution and role to be evaluated.

[67] EFSA Evaluation report – Bureau van Dijck and Arcadia International (January 2006)

Analysis relative to trade, with a view to establish a link between disease outbreaks and specific import flows, is complicated by the difficulty of obtaining relevant data, in part because unrecorded illegal flows could be a significant origin of such diseases (see also chapter 6.2).

The development of new diagnostic tests, although overall recognised as being effective (68% of survey respondents), is also seen as an area worth exploring further, since only 27% of respondents judged it "*very effective*". Our analysis of research issues (chapter 1.1) suggests that this reflects some deficit in dissemination and implementation rather than in R&D as such.

Mechanisms in place to detect exotic diseases or exotic risks (***criterion b***) are judged effective overall. Survey results indicate that 69% of respondents view the ADNS and other notification provisions as fairly or very effective (***criterion c***). Improvements, nonetheless, could be made to the current ADNS. These are similar to what is needed for RASFF (in the case of POAO), in terms of improving the follow-up after the end of the crisis period so that import controls quickly resume back to normal.

The use of vaccines where available and possible/permissible is also, overall, perceived positively, since nearly 68% of respondents judge it to be fairly or very effective (***criteria f*** and ***g***). It should be noted however that currently vaccination gets mixed marks as a disease control tool, with several MS such as the UK, Denmark and Germany having adopted a no vaccination position. It is likely that such positions are to some extent dictated by non-animal health considerations, notably the fear of trade blocks and concern over consumer acceptance, but the availability of the appropriate tools is also an issue. Veterinary experts point out that the increased use of vaccination is a useful tool and can be envisaged whenever there is no alternative. It can contribute to containing exotic diseases if a combination of discriminatory testing and marker vaccines is used. This is a more resource intensive approach than what is currently applied in most cases.

A combination of adequate veterinary vaccines, respecting the DIVA (differentiated Infected from Vaccinated) approach when appropriate, and bio-security measures, all of them supported by proper follow up, is widely recognised as one effective way not only to contain but to eradicate diseases. Thus, a combination of vaccination, zone limited culling and bio-security (so called "combined eradication/vaccination plan") gets increasing support.

These findings highlight the importance of developing adequate vaccines as a tool for improving the design and effectiveness of the control and eradication programmes (an issue also discussed under the analysis of these programmes (EQ2) and under EQ6 on research). For example, in the case of avian influenza, although vaccination is authorised by the latest Council Directive 2005/94/EEC, few Member States adopted this tool, apparently due to general lack of appropriately evaluated vaccines at Community level[68]. In the case of FMD, emergency vaccination is possible under the latest Council Directive 2003/85/EEC, but is not always used by MS for the same reasons, although this is considered to be an important tool for the control of the disease in some cases.

Regarding the responsiveness of the Commission services and crisis management mechanisms in place (***criterion d***), stakeholders expressed the need to better prepare for crisis actions. This includes crisis management units to respond to a particular EU wide problem as well as a crisis room in DG SANCO with the relevant equipment. Emergency plans by MS should be supervised by EC, as part of preparedness planning and its implementation. The ability to mobilise at short notice a pool of veterinarians from various MS, to be despatched to any crisis stricken zone, would be also useful. The usefulness of an emergency fund for this purpose in the Commission, that could be easily and quickly accessed, is also supported. It is noted that more recently the Commission services have taken certain

[68] Where MS decided to use vaccination, e.g. France and the Netherlands, this was to be on the basis of products approved through national authorisation procedures. The procedure available for the authorisation of Veterinary Medicinal Products (VMPs), including vaccines, are described under EQ6, chapter 7.1.

initiatives to improve crisis management, including a Community Veterinary Emergency Team currently in the pipeline.

The results from both the survey and interviews indicate that generally the confidence of the concerned community, including trade partners and citizens (***criterion h***) is reasonably good. Appropriate and relatively user friendly information is communicated to the interested public by well designed and up to date websites. The surveyed stakeholders including both professional organisations and consumer organisations express a high degree of satisfaction in provisions related to the control of exotic diseases (section 5 of the questionnaire, **Annex 2**). This matches the general picture that emerges from Eurobarometer results on citizens' and consumers' attitude towards food safety.

Overall, the results from our survey and interviews seem to indicate that exotic diseases are effectively and rapidly detected and responded to. In most cases outbreaks are kept under control wherever feasible. Indeed, the effectiveness of detection and of reaction depends on the disease. Full disease control is not always achieved or even possible, as illustrated by the case of the outbreak of AI in the Netherlands and Germany in 2003. Migrating birds are indeed difficult to prevent from introducing AI, unless susceptible birds are kept indoors. It is nonetheless generally asserted that CAHP provisions succeeded in avoiding new exotic diseases.

In the past, the introduction of exotic diseases has concerned FMD, AI, Newcastle disease and CSF. The FMD outbreaks in Italy, Greece and especially in the UK, France and the Netherlands in 2001 show that the measures in place were not sufficient to prevent its introduction. Live animal movements (as also discussed under chapter 6.1) resulted in the spread of FMD. Controls have improved since then, but further improvements are still possible. Although the situations are not directly comparable, the FMD outbreak was considerably more rapidly controlled in France and the Netherlands than in the UK. Survey results suggest that strengthening in human resources (e.g. veterinary services in the MS), a better identification and traceability, and a faster decision-making process would probably have helped to limit its extension and economic consequences.

The speed of restoration of disturbed international trade after an outbreak is one indicator of policy effectiveness. In this respect, it is encouraging to note considerable improvement over the last decade. In 1997, following the BSE crisis in the UK, exports of live animals dropped by 12%. It was not until 1999 that exports came back to their pre-1996 level in value terms. In 2003, by contrast, largely following the Classical Swine Fever (CSF) outbreaks in the Netherlands, Belgium, Germany, France and Spain, live animal exports dropped by 15%, but picked up rapidly in 2004 to exceed pre-crisis levels[69].

6.4.2.2. Efficiency

The efficiency and utility of rapid alert systems such as the EU ADNS and the OIE notification system (***criterion c***) has already been partly addressed above. The value of the ADNS was also tested with stakeholders in the context of the forward-looking element of this study (**Option A**) which discussed potential inefficiencies from duplication in running two parallel systems (ADNS and OIE notification system). The majority of respondents indicated that there was a proper value to the existence of the ADNS and this should not be disturbed by any efforts to streamline to the OIE notification system, as it works well. This is discussed further below under the recommendations and options for the future.

The efficiency and utility of contingency plans (***criterion e***) receive high marks from the persons surveyed, as 82% of respondents judge them fairly to very effective.

[69] Source: Europa- Agriculture Trade Statistics

There is hardly any evidence of cost/benefit analysis related to emergency and prophylactic vaccination (***criterion f***), in common with the lack of such analysis more generally for the various control and eradication measures in place (as also discussed under chapters 6.1.2.2 and 6.3.2.3). The need to undertake such analysis has been, however, identified and this will in future be more systematically incorporated in relevant research co-funded by the Community on vaccine development (see chapter 1.1).

Regarding the relevance and use of vaccine banks (***criterion g***), significant money is spent on this but these were not always used during the crises. Vaccines were not used in the last AI crisis, with the exception of the Netherlands and France, reportedly for fear that consumers would not accept meat from vaccinated animals in the EU and that the meat would be blocked for exports.

The relevant funding mechanism, an emergency fund annually fed by the relevant budget line of the CAHP up to a ceiling but apt at being pumped into according to needs[70], appears to be appropriate to emergency and rapid action. It should be noted that both the use of the fund and its distribution by MS fluctuate widely, depending on crisis situations. For instance, in 2004 the fund intervened with a total 187.7 million € (of which 117 million € for FMD related measures in the UK), while in 2005 with only 4.8 million € (of which 3.5 million € for Bluetongue measures in Spain and Portugal) (source: DG SANCO data). This fluctuating pattern is to be expected. It reflects the emergency nature of the fund, as well as its flexible adaptation to the changing perception and context of risks (gravity and geographical origin).

What is of note here is that emergency actions attract a significant share of the CAHP budget. When the extra amounts provided for such actions from the EAGGF are added to this, the total expenditure on emergency action can in some years dwarf expenditure under the CAHP budget itself. This inevitably raises efficiency questions, including the extent to which the emergency/contingency funding could actually provide a disincentive to MS to move to more effective preventive action. It appears that a feedback or control mechanism would therefore be appropriate. These issues are also discussed under the general CAHP financial framework (EQ10) in chapter 8.1.1.

6.4.2.3. Added value

It must be noted that the implementation of exotic disease surveillance and control is largely a MS competence, the role of the EU being to centralise warning signals, disseminate information and set up a framework for fast decision and emergency action. Such coordination is a necessity because of the international nature of the epizootic risk and the EU wide nature of economic consequences. Purely unilateral or bilateral mechanisms would neither be effective nor fast enough. This is highlighted by the fact that measures taken by MS are often re-discussed by the Standing Committee (SCoFCAH) with decisions extended at Community level. Therefore, this process is of high added value in limiting and controlling exotic diseases and emerging risks.

In the context of globalisation, where new – still little known or understood – emerging risks will keep cropping, this added value could become even greater. One question is whether the MS should act alone or whether the Community should have a unique position in taking initiatives and controlling action.

[70] The legal basis for the CAHP budget is Decision 90/424. Extra funds in emergency situations that arise in certain years (e.g. in 2001 with the FMD crisis), are provided for by exceptional expenditure under the EAGGF.

6.4.3. Overall conclusions

Overall objectives appear to be largely met in terms of early detection and controlling disease spread. In terms of preventing outbreaks, results are mixed, depending on the disease. However, some diseases appear to be intrinsically difficult to control. It can therefore be said that objectives have been attained wherever feasible.

6.4.4. Recommendations and options for the future

The responses from the survey and interviews indicate overwhelming support for preventive action as well as improving the capability for early detection of exotic diseases as the two most attractive options for the future control of these diseases and their economic consequences (Question 5.4, **Annex 2**). Prevention and early detection are indeed widely preferred over other policy options such as increasing the level of funding, improving ADNS and CRL's/national laboratories or the increased use of vaccination alone (i.e. not as part of a wider prevention policy).

Early detection would entail actions such as:

- Encouraging farmers' responsibility e.g. through bio-security measures and financial incentives including cost-sharing. There is a relatively widespread view that the current system could even act as disincentive for early reporting of outbreaks. If the farmer is expected to share the cost of exotic diseases, he would however also expect to participate in the decision making process. These issues are further discussed under the pre-feasibility study on cost-sharing schemes in part II of this Report.

- Improving knowledge on emerging risks and promoting the use of measures based on independent scientific risk assessment (e.g. epidemiological studies etc).

- Involving stakeholders in contingency planning and encouraging operator training.

- Reinforcing surveillance and control of animal diseases in wildlife.

- Increasing public awareness of the diseases and risks.

- Making more selective use of vaccination as a preventive measure, as well as increasing communication about the use of this tool towards operators and consumers.

Early detection also entails improving the control of exotic diseases at source, i.e. in the third countries. With globalisation, the EU must prepare for increased trade flows including new products / from new sources, and with them the possibility of fresh threats and challenges, for which current reactive action at the EU might be insufficient. The animal health situation in many third countries, particularly in the developing world, is not always well understood or under control, and despite sincere efforts, relevant legislation and OIE recommendations/standards and guidelines may not always be thoroughly applied. OIE recommendations/standards and guidelines and EU rules are often perceived to be too complex or too rigid, which makes it more difficult for third countries to comply. As part of a wider EU risk management strategy, it is therefore important for the Community to develop actions to promote animal health status in third countries (as also discussed under EQ3 on imports from third countries in chapter 6.2), including through the provision of technical assistance. Different possibilities to provide assistance to third countries in this context have been discussed with stakeholders under the forward-looking element of this study (**Option H**).

Furthermore, as discussed under chapter 6.2.4, there appears to be a link between emerging risks and illegal imports. Therefore, everything that is proposed under imports from third countries (EQ3), such as the promotion of risk-based import controls, coordination between customs and veterinary services,

and improving uniform controls across BIPs, would also contribute to improving the control of exotic diseases and emerging risks. These issues were discussed with stakeholders under the forward-looking element of this evaluation, in the context of **Option E**.

More generally, to improve the coordination of EU actions at international level the issue of further alignment to OIE recommendations/standards and guidelines has been discussed with stakeholders, and results are presented under **Option A**.

6.5. Traceability (EQ5)

6.5.1. Framework for the analysis

EQ5: ***To what extent are Community rules on the traceability of animals, their products, their feed, relevant?***

To what extent have they contributed to give effective animal health risk management tools?

EQ5: Traceability

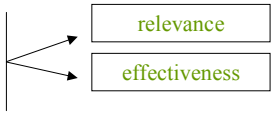
(policy area D: measures to guarantee the traceability of animals)

Objectives:

- ensuring animal health and food safety in particular in crisis situations (criteria a, b)
- localisation and tracing of animals for veterinary purposes

Implementation:

- Identification requirements for tracing of animals (criterion a)
- Labelling requirements for tracing of feed/animal products/medicines (criterion b)
- IT-Systems (Animo/TRACES) (criteria c, d, e, f)
  - Standardisation
  - Appropriate network and access level
  - Accuracy and reliability
  - Administrative and technical burden



6.5.2. Implementation

6.5.2.1. Design

The current Community regime to safeguard traceability of animals, products of animal origin, animal medicines and feedstuffs is a complex system with three main pillars:

1. General requirements for traceability ensure that feed and food business operators are at least able to identify the immediate supplier of the product in question and the immediate subsequent recipient, with the exception of retailers to final consumers. Specific rules apply e.g. to animal medicines and to different types of products of animal origin, such as compulsory labelling

requirement for beef and beef products allowing identification of the animal, or groups of animals, from which the meat was derived.

2. Depending on the animal species there are identification systems to identify individual animals and trace their movements at the MS level, consisting of different elements such as ear tags or tattoos, passports, registers and national databases.

3. The movement of consignments of animals both from outside the EU and within the EU as well as certain products of animal origin can be traced through TRACES, which since 2004 has replaced the previous ANIMO system.

General traceability requirements

The development of the current Community legal framework for traceability has been driven by a number of animal health as well as food and feed related crises, including BSE (throughout the 1990s), CSF (1997/98), FMD (2001) and cases of feed contamination such as the Belgian dioxin crisis (1999) and the MPA[71] contamination in the Netherlands (2002). In 2000 the White Paper on Food Safety defined the new approach regarding traceability, which was then implemented in Regulation EC/178/2002. The Regulation defines traceability as the ability to trace and follow food, feed, and ingredients through all stages of production, processing and distribution. It contains in Article 18 general provisions for traceability that have been applicable since 1 January 2005 which cover all food and feed, as well as all food and feed business operators, without prejudice to existing legislation on specific sectors such as beef, fish, GMOs etc. Importers are similarly affected, as they are required to identify from whom the product was exported in the country of origin. Detailed provisions regarding traceability are contained in the package of upgraded food and feed legislation that entered into effect from 1 January 2006[72] and was adopted in 2004.

Labelling and animal identification requirements

General traceability requirements are supplemented by labelling requirements for specific types of products and animal identification requirements. Major pieces of Community legislation regarding identification and labelling include Regulation EC/1760/2000 establishing a system for the identification and registration of bovine animals and also covering the labelling of beef and beef products and Regulation EC/1825/2000 that laid down detailed rules for the application of Regulation EC/1760/2000 on compulsory and voluntary labelling schemes for beef and beef products. Both regulations came into effect on September 1, 2000. Ongoing legislative initiatives include the overhaul of Community legislation on labelling of feedingstuffs, which currently consists of a number of Directives that have created a very complex framework characterised by significant gaps.[73]

A prerequisite for effective traceability of relevant species of live animals is a system of unique and secure animal identification and databases recording the animals/herds belonging to a specific holding and movements between holdings and between Member States. A Community framework for animal

[71] Medroxyprogesterone acetate (MPA) is a synthetic analogue of the natural steroid hormone progesterone.

[72] The Food "Hygiene Package", the Regulation on microbiological criteria for foodstuffs, the Regulation on official feed and food controls, and the Feed Hygiene Regulation, constitute a complementary set of rules to tighten and harmonise EU food safety measures.

[73] See Civic Consulting, Assessment of the possible adoption of a new proposal recasting legislation on feed labelling and amending the authorisation/withdrawal procedure for some categories of feed materials, Final Report, Study conducted for the European Commission, 2004. A consultation was launched in 2005 on the revision of the legislative framework for feed labelling, see European Commission, Explanatory document 06/10/05: New proposal introducing changes in existing legislation on feed labelling and authorisation/ withdrawal procedure for some categories of feed materials.

identification was formulated in Council Directive 92/102/EEC on the identification and registration of animals. Animal health crises during the evaluation period led to the further development of identification requirements and to more species-specific legislation[74]. For example, identification requirements for bovine animals were overhauled following the BSE crisis through Council Regulation EC/820/97. Legislation regarding sheep and goats was significantly changed after the FMD outbreak in the UK 2001. A significant factor leading to different identification requirements is the economic and technical feasibility of identifying individual animals (e.g. difficult for poultry) and differences in trading patterns, depending on whether animals are generally moved and traded in groups (e.g. pigs) or whether this also happens to a significant extent with individual animals (e.g. cattle, sheep and goats). Other relevant aspects include the frequency of movement, the average length of life of an individual animal and whether or not individual identification is necessary for better control and eradication of specific diseases. The current Community requirements for major species can be summarised as follows:

- Pigs: Only group identification is required, because pigs are moved and traded in groups. Since 2002 all movements have to be registered in all Member States. Currently no electronic identification requirements exist or are planned.

- Bovine animals: For cattle, movements of individual animals play a greater role, therefore individual identification is required, as are cattle passports and identification databases at the Member State level. Electronic identification of animals is not envisaged in current legislation. However, in 2005, the Commission presented a report on the possibility of introducing electronic identification for bovine animals[75]. This also explores related options.

- Sheep and goats are moved and traded in groups and individually. Following the FMD-crisis (2001) it was decided that individual electronic identification was necessary (one of the reasons being the need to read individual identification codes quickly for large herds). From 1.1.2008 electronic identification is scheduled to become compulsory (depending on the experience gained in the Member States until then with the implementation of electronic identification).

- Equidae: Since the year 2000 horses need a passport during movements. Two types of horses are differentiated in legislation: *Registered equidae* (for which a long tradition of individual identification exists) and *equidae for breeding and production* (which need a passport for movement since 2000). It is expected that already in 2006 legislation will be adopted to require identification of all horses independent of whether they are moved or not. Electronic identification is seen by the Commission to be relevant for horses and in future a requirement could be introduced, for example requiring that all newborn horses born after a certain date have to be identified electronically.

- Pet animals: For non-commercial movement of pet animals (e.g. dogs, cats, ferrets) a passport and electronic identification are required for intra-community movements (introduced by Regulation EC/998/2003).

As can be seen from this overview, identification requirements and movement controls have been strengthened during the evaluation period (1995-2004) and as in the situation regarding general

[74] Because of species specific legislation introduced at a later stage Council Directive 92/102/EEC currently only applies for the identification of pigs.

[75] COM(2005) 9 final, REPORT FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT on the possibility of introduction of electronic identification for bovine animals, Brussels, 25.01.2005

traceability rules significant changes of the legislative framework have taken place recently or are to be expected for the near future. These appear to improve the overall design and relevance of animal identification rules and systems (***criterion b.1***) and the traceability system as a whole (including related labelling provisions, ***criterion a.1)***. Because of the introduction of strict traceability requirements the EU is widely viewed as being the main driver in the introduction of traceability systems worldwide and in establishing world standards.[76]

IT-infrastructure for tracing purposes

Other elements of the traceability system regarding live animals are identification databases that are implemented at Member State level. They are currently required by Community legislation for bovine animals (recording movements of individual animals) and porcine animals (recording the movement of groups of animals). A compulsory database recording all movements of sheep and goats is foreseen in the Member States from 1.1.2008 (recording movements of groups of animals).

With the web-based TRACES system SANCO, on the other hand, provides the IT-infrastructure for tracing consignments of animals and products of animal origin, which is relevant for imports from third countries (live animals and products of animal origin) and intra-Community trade (only live animals). With the 1991 Commission Decision 91/398/EEC, its predecessor ANIMO was introduced as a harmonised computerised system to facilitate the exchange of information between all relevant national and Community authorities which permitted the abolition of veterinary checks at the Community's internal borders as part of the single market. As a result of the considerable deficiencies of ANIMO and the consequent need for improvement, TRACES (TRAde Control and Expert System) was set up and became operational on an experimental basis on 1.4. 2004. TRACES replaced ANIMO and also integrated functions that were foreseen for the system SHIFT, which was introduced by Decision 92/438 but had never been developed to the necessary extent. TRACES is used for issuing intra-Community trade certificates and the Common Veterinary Entry Document (CVED) that is necessary for imports of live animals and products of animal origin. The idea behind TRACES was to end the duplication of work and to simplify procedures and paperwork by streamlining all the IT-systems concerns with traceability into a more efficient method of exchange.

The central TRACES server is hosted at the Data Centre of the Commission. SANCO directly ensures the Project Management, the first line Help Desk and the software acceptance. The software development and maintenance is outsourced to a private company. In February 2006 a new version of TRACES was introduced (version 2), that seems to have addressed a number of concerns from users regarding the previous version. TRACES version 2 also includes new features including a module to involve competent authorities of third countries. By these means a data transfer from the third country to the BIP becomes possible and this has the potential to reduce the administrative burden of the BIP operators as data from the import certificate can be used to fill in the CVED. Additional improvements include:

(1) A centralised counting down of consignments: Directive 97/78/EC of 18 December 1997 provides that after a veterinary check give grounds for believing that Community veterinary legislation has been seriously or repeatedly infringed, the Member States shall carry out more stringent checks on all consignments of products from the same origin. In particular, the next 10 consignments from the same origin must be impounded, and a deposit lodged against inspection costs, at the border inspection post for a physical check, including the taking of samples and the laboratory tests. As there was no centralised "counting down" the number of

[76] See e.g. Diogo M. Souza-Monteiro and Julie A. Caswell, The Economics of Implementing Traceability in Beef Supply Chains: Trends in Major Producing and Trading Countries, University of Massachusetts Amherst, Department of Resource Economics, Working Paper No. 2004-6

consignments checked under the reinforced control procedure could be higher than 10, which could have major commercial impacts;

(2) Follow up after a consignment has been rejected at a BIP: In a specific time frame after a consignment has been rejected information on this can be provided whenever a new consignment comes from the same country (time frame depending on product).

TRACES was built on the concepts of e-government with the delivery and monitoring of electronic veterinary certificates. It is designed to help the decision-making process for national authorities, support notifications of events to operators such as the rejection of consignments and enable exchange of information between economic operators and the local authorities, i.e. the LVUs (Local Veterinary Units) or the BIPs (Border Inspection Post), and the central processing units of the Member States (Central Veterinary offices) while at the same time providing access to this data for the Commission. This enables the Commission to produce statistical reports or provide data for investigations in cases of diseases or fraud. TRACES has the potential to provide the platform for additional functions in future, such as the integration of GIS features for the tracking of live animal transport, and also to develop from being an information system to becoming a risk analysis tool.

6.5.2.2. Effectiveness

Traceability, identification and labelling rules

Provisions regarding traceability, identification and labelling are enforced by Member States, with the FVO performing inspections of selected aspects of the traceability system[77]. The Official Food and Feed Controls Regulation EC/882/2004 introduced a duty for MS to draw up multi-annual national control plans (implementing them for the first time no later than 1 January 2007), and to provide annual reports according to Commission guidelines on their implementation. These should contain the results of controls and audits conducted in the previous year and the type and number of cases of non-compliance identified. This will provide a tool for the Commission to assess the development of effective controls on traceability in the MS and monitor the performance of traceability requirements from a Community perspective. Currently little consistent data exists at the Community level on this issue. An additional analytical problem is the rapid pace of development of the Community framework during the evaluation period. It is, however, undisputed that significant deficits in traceability rules, including labelling and animal identification, contributed to the large food and feed related crises of the nineties. This is reflected in, e.g. findings of the Court of Auditors related to BSE in 1998. Also the Classical Swine Fever outbreak 1997-1998 and the FMD outbreak in 2001 showed according to the Court major deficiencies in the traceability system for live animals, which led to time delays in control measures and the spread of infection.[78]

[77] Relevant aspects are listed in the specific inspection reports. Relevant FVO summary reports includes: (1) FVO (2002). Overview of the results of a series of missions carried out during 2000-2001 to evaluate controls over meat products, minced meat, meat preparations and casings in Member States. No: DG(SANCO)/9004/2002. (2) FVO (2003). Overview report of a series of missions carried out in all Member States during 2002 in order to evaluate the operation of controls over the traceability and labeling of beef and minced beef. DG(SANCO)/9505/2003. (3) FVO (2002). Overview of the results of a series of missions carried out during 2000-2002 to evaluate controls over game and rabbit meat production in member states. No.: DG(SANCO)/9003/2002. (4) FVO (2002). Overview of the results of a series of missions carried out during 2000-2001 to evaluate controls over pig meat production in member states. No. DG(SANCO)/9005/2002.

[78] The Classical Swine Fever outbreak 1997-1998 showed major deficiencies in the traceability system for live animals, which led to time delays in control measures and the spread of infection. The Special Report of the Court of Auditors on the Foot-and-Mouth Disease outbreak in 2001 quoted deficiencies in the batch identification system for sheep in three out of four Member States affected by FMD. Sources: SPECIAL REPORT No 1/2000 on classical swine fever, Official Journal of the European Communities 2000/C 85, p. 3,

On the other hand, feed related crises such as the Belgian dioxin crisis of 1999 also illustrated major difficulties in tracing contaminated products, which lead to significant economic losses because at least 30 countries temporarily banned imports of Belgian agricultural products and removed Belgian products from store shelves.[79] Significant problems with tracing contaminated products and animals were also experienced during the MPA contamination in 2002 in the Netherlands, where large scale testing had to be conducted and tracing took a significant amount of time.[80]

However, it has to be pointed out that even though significant deficiencies became obvious during these crises the rules in place at the time may have been sufficiently effective in other instances. For example, in a recent study for the period 2000-2005 competent authorities from 18 EU Member States and Norway reported a total of 162 feed recalls ordered by the relevant authorities, of which in most cases the affected amount remained limited and the contamination could be either traced back to the source or the incident could be otherwise contained.[81] Also during the quoted large-scale outbreak of animal disease it is evident that a number of secondary outbreaks were prevented through appropriate tracing of animals. Examples are the tracing of infected pigs/piglets from the Netherlands during the CSF outbreak 1997-98, that was considered to be rather effective, e.g. in preventing the spread of the disease to Italy.[82]

With respect to possible strength and weaknesses of the traceability system the interviews and the survey conducted in the course of the evaluation provide some complementary information. Stakeholders were asked to assess how effective the EU identification, registration and traceability rules for live animals, animal products and livestock inputs (SOE, medicines, feedingstuffs) have been in ensuring animal health and food safety, in particular in crisis situations. The most negative assessment is given regarding the effectiveness of traceability rules for feedingstuffs and animal medicines during the evaluation period. A strong minority of nearly one third of respondents perceived traceability rules for feedingstuffs as having been completely or rather ineffective, with a somewhat larger group having a positive view and the remaining part of respondents that answered to the question having no opinion. This picture is not very different with respect to animal medicines, however, nearly half of the respondents answering to this question having no opinion regarding this issue. The perceived lack of effectiveness of traceability rules for feedingstuffs during the evaluation

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15, 24; COURT OF AUDITORS SPECIAL REPORT No 8/2004 on the Commission's management and supervision of the measures to control foot-and-mouth disease and of the related expenditure, Official Journal of the European Communities (2005/C 54/01), p. 13, 14

[79] Some countries banned just poultry products while others banned all types of meat, dairy products, animal feeds and/or livestock. In June 1999 the Commission prohibited the entry of all Belgian poultry, eggs and poultry products produced between 15.01.1999 and 01.06.1999 on any market, unless a safety guarantee had been issued, due to traceability or test results, later expanding this ban to pork and beef products. During the further development of the crisis (in September 1999) the Commission suspended traceability as a valid ground for certifying beef and poultry products as safe, pointing to deficiencies in the traceability system. Sources: The Belgian Dioxin Crisis and Its Effects on Agricultural Production and Exports", Buzby, J. & Chandran, R., Economic Research Service/USDA", November 2003, p.127, p.31; Dioxinecrisis, Eindverslag, December 2001, p. 10

[80] Official surveillance measures began on 21.06.2002 when 3 pig farms in the Netherlands were placed under official supervision and the Dutch authorities began to track animals distributed from there since the beginning of May. The tracking and tracing was only completed as of 24 July 2002. FEFAC, Workshop 1, Detection of contamination by MPA

[81] Civic Consulting, Financial Guarantees in the Feed Sector, Study for DG SANCO, 2005 (not yet published)

[82] Court of Auditors Special Report No 1/2000 on classical swine fever, together with the Commission's replies, Official Journal of the European Communities 2000/C 85/01, p. 3, 15, 24

period was also voiced various times during interviews with stakeholder organisations, the FVO and Member States authorities.[83]

In contrast, overall stakeholders perceive the effectiveness of EU identification, registration and traceability rules for live animals rather positively, with three quarter of respondents assessing them as being very or fairly effective (Question 6.1, **Annex 2**). A rather positive assessment is also given with respect to products of animal origin and SOE (with more than half of respondents assessing them as being very or fairly effective). In spite of the generally positive assessment of rules for live animals, the identification system was seen as having some weak points. Concerns brought forward by stakeholders related to the effectiveness of the identification systems for live animals include:

- *A lack of enforcement of identification rules* in some MS/regions. A typical concern was that traceability of farm animals is extremely difficult to achieve where small holdings dominate, much less than in regions where larger holdings dominate.

- *The number of animals that cannot be traced is assessed to be significant*, depending on region and Member State. This related mainly to three categories of animals: Unregistered populations of animals, animals with lost identification, and animals sent but never received (so called "floating" or "lost animals").

- *Continuation of different standards for national bovine identification databases* in Member States, that make it difficult to cross-check national databases, lead to inconsistencies and continue to create significant administrative burdens for authorities and operators in intra-Community trade.

Most of these shortcomings were already described in depth in a Special Report of the Court of Auditors on the system for the identification and registration of bovine animals in the European Union published in 2005. It confirmed the existence of large numbers of "lost animals"[84] and concluded that: *"As there are no rules on how the [national] databases are to be managed, the databases are very different from one Member State to another. (...) the situation is characterised by an absence of definitions of the basic concepts, absence of standardised management rules, absence of quality indicators and the lack of a defined format for the exchange of data. (...) The absence of a defined compatible format for exchanging data between national databases prevents complete traceability in respect of cattle moving from one Member State to another."*[85]

Both stakeholder comments as well as the report of the Court of Auditor and relevant FVO reports underline the importance of Member States implementation and enforcement for the functioning of the Community traceability system. An indicator for this is the extent to which reporting deadlines are kept and "events" (such as births, death on farms, movement, slaughter of cattle) are notified. A 2004 survey by SANCO illustrates the differences in the periods of time which elapse between the event

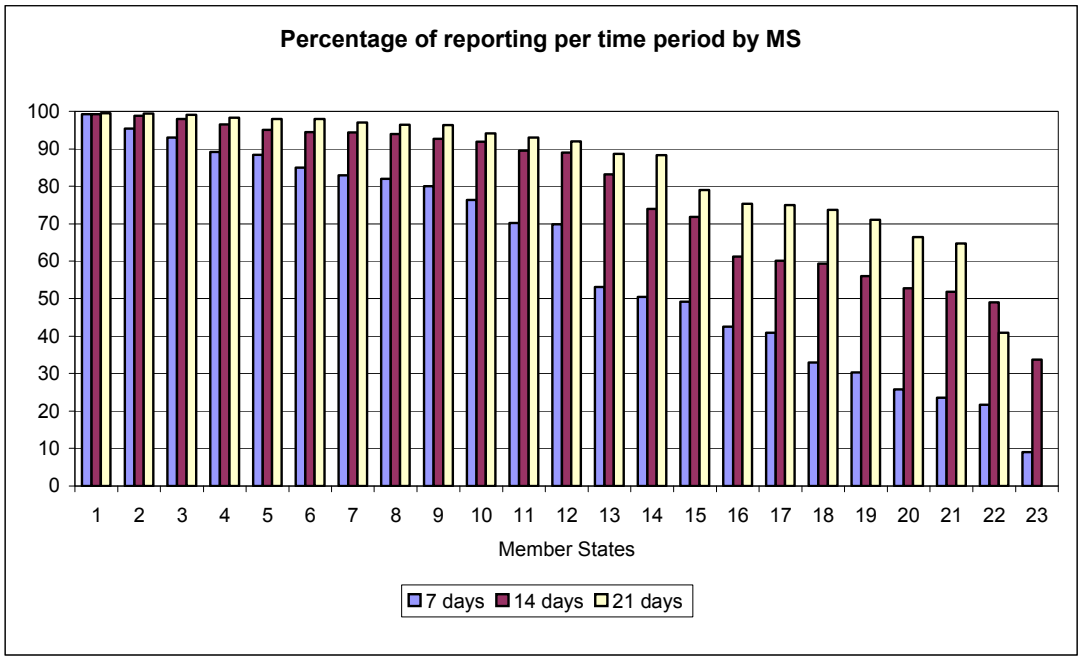
[83] As several changes of the legislative framework only apply since very recently (e.g. the "record keeping" requirements of the Feed Hygiene Regulation 183/2005 that are meant to strengthen the effectiveness of the traceability rules laid down in Art. 18 of Regulation 178/2002 apply only since 1.1.2006), it was not possible to assess the impact of these changes on the effectiveness of traceability rules for feedingstuffs.

[84] The Court quotes the year 2002 figure from a large MS where the database "... contained 2 305 076 'lost' animals. These were animals that had been reported as live 'exits' by one keeper but were not registered as 'entries' by another keeper. The causes of this situation were either absence of notification and notification errors, or recording errors and miscellaneous computer errors.", COURT OF AUDITORS SPECIAL REPORT No 6/2004, p.18

[85] COURT OF AUDITORS SPECIAL REPORT No 6/2004, The organisation of the system for the identification and registration of bovine animals in the European Union together with the Commission's replies, Official Journal of the European Communities 2005/C 29/01, p.18, 19

and its registration in the national bovine databases for different Member States. Whereas one MS registered nearly 100% of events within 7 days, this level was less than 25% in the MS with the lowest rate. Within 21 days the lowest rate of notification was still only roughly 40% (**Figure 10**).

Figure 10 Speed of notification of movements to the national bovine database by MS (2004)



Source: DG SANCO; **Note: The notification periods are ranked in descending order. As the rank of a specific MS may change for each data series, a MS on place 3 for "7days" is not necessarily the same MS as the one on place 3 for "14 days"**.

From this analysis it can be concluded that Community rules for traceability, identification of live animals and labelling of feedingstuffs have *only been partly effective* during the evaluation period in ensuring animal health and food safety in particular in crisis situations (**criteria a.2, b.2**) and that the effectiveness of the system as a whole depends to a very significant extent on the national implementation and enforcement of these rules. As the legislative framework has significantly evolved towards the end of the evaluation period, the lack of effectiveness of the traceability system that became evident during the large crises mentioned above cannot serve as an indicator for assessing its current status. This is based on a new legislative framework that will first have to be implemented and enforced for a certain period of time before any judgement on its effectiveness can be undertaken. The analysis, however, clearly underlines the need:

- To further improve the legislative framework (e.g. in the area of feed labelling) and;
- To monitor the implementation of traceability rules in the Member States more systematically, e.g. by providing guidance for and making use of the annual reports of MS on the implementation of the multi-annual national control plans, in order to ensure that the level of traceability is the same in all Member States.

IT systems ANIMO/TRACES

The ANIMO system, the predecessor of the current TRACES system, had a mixed record as tool for tracing purposes during the crises mentioned above. According to the Court of Auditors' Report on CSF in Belgium the veterinary service had carried out a comparison between the information recorded in ANIMO and that from other sources. It showed that the ANIMO system suffered from three

significant weaknesses: (a) incompleteness of the recorded imports; (b) delays in notification; (c) inaccuracy.[86] During the FMD outbreak other deficiencies of the ANIMO system became obvious, namely that ANIMO messages contained no mention of the transit points used during the intra-Community transport of animals and the farm of origin did not appear in the model message. This led to preventive culling of all sheep identified as having been imported from the United Kingdom, as it was impossible to differentiate between suspect sheep and others.[87]

The ANIMO system had been operated under the responsibility of the Member States. After the described weaknesses of the system became obvious it was decided to introduce a system under EC responsibility. TRACES became operational before the accession of the 10 new Member States in 2004.

TRACES differs from ANIMO by having the following characteristics:

(1) legal basis: move from MS responsibility to EU responsibility;

(2) TRACES now uses standardised goods nomenclature in use by all member of the World Customs Organisation to the extent possible;

(3) TRACES removed the free text box feature of ANIMO as it was perceived by the developers to cause many problems due to language barriers;

(4) TRACES is now operating in 23 languages;

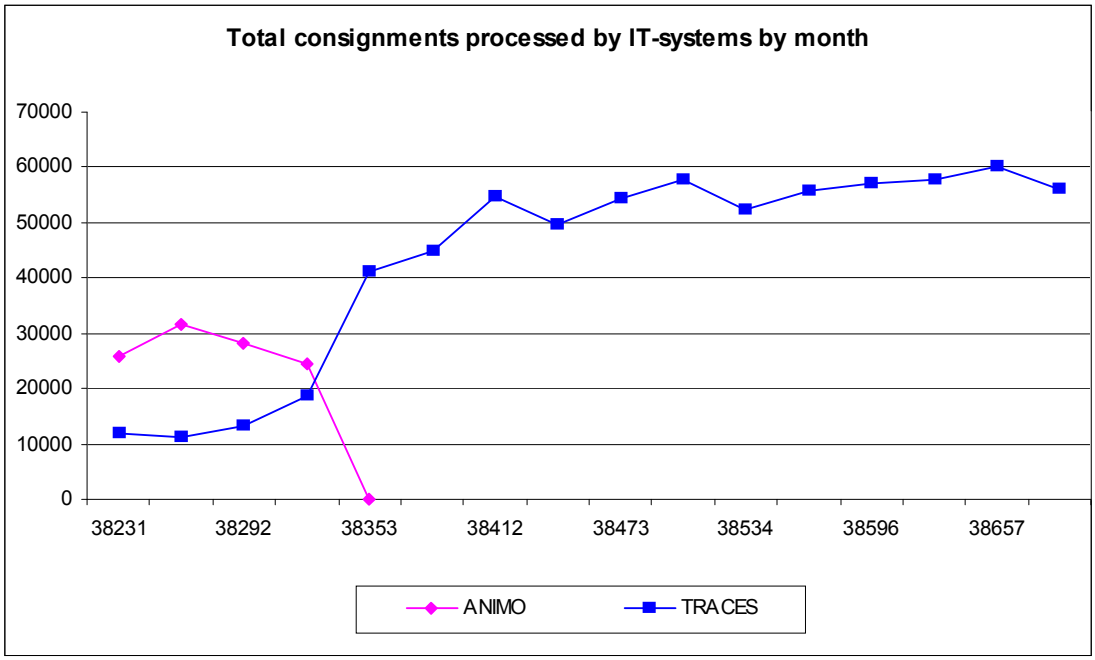
(5) As opposed to ANIMO which was simply a notification system, TRACES is conceived as a control system following the movement of consignments and providing relevant information to support decision making of users in BIP and local veterinary units.

TRACES became compulsory for all MS on 1 January 2005. Since then it has been compulsory for imports and intra-community trade of live animals, and for *specific* types of imported products of animal origin. Since the beginning of 2006 *all* consignments of products of animal origin entering the Community have to be registered in TRACES, significantly increasing the number of consignments to be registered (from an estimated 5% of all products of animal origin to 100%). Complete implementation of this requirement has, however not yet been achieved. In spite of this the overall use of TRACES has increased significantly since its introduction, as is shown in **Figure 11**.

[86] COURT OF AUDITORS SPECIAL REPORT No 1/2000, p

[87] COURT OF AUDITORS SPECIAL REPORT No 8/2004, p. 13, 14

Figure 11 Total consignments processed by ANIMO and TRACES (2004-2005)



Source: DG SANCO

After TRACES became compulsory it was introduced in all 25 MS as well as 5 third countries (Switzerland, Norway, Iceland, Andorra, and San Marino). TRACES has contributed to a high degree of standardisation (***criterion c***) because of its character as a web-based application. This means that software changes such as the recent upgrade to version 2 only have to be performed at central level and users can directly make use of new features without the need for upgrading their own systems. This has allowed for uniform horizontal application throughout the Community in the field of live animals and certain products of animal origin. Both interviews and the stakeholder survey confirmed this assessment. This underlines that in principle the approach of the Commission in developing TRACES was considered both appropriate and widely accepted – with the important qualifier that technical deficiencies and problems regarding user-friendliness (see below) may inhibit the degree of standardisation reached as some users currently seem to use TRACES only selectively.

It has to be pointed out that in the framework of this evaluation the functionality of TRACES, including aspects such as standardisation, access, accuracy, reliability etc. is assessed on basis of stakeholder survey, interviews and data provided by DG SANCO. The analysis could not draw on a detailed technical assessment of the software and server technology used which is a limiting factor. Conclusions on TRACES presented hereafter have therefore to be interpreted accordingly and technical issues would need to be analysed in depth in a separate assessment.

A major issue pointed out by stakeholders regarding standardisation of systems is the need for better integration of TRACES with other databases. This relates to three different levels, namely the integration of existing systems in use at large BIPs into TRACES, the integration of data from national identification databases into TRACES, and the linkage to other Community systems such as RASFF:

1. Several MS/BIP (mainly in large ports such as Rotterdam, Hamburg) but also in some third countries wish to exchange data with TRACES through a data exchange protocol. This would provide significant advantages for them, as existing systems that are integrated in the national IT-framework can continue to be used, providing synergies such as:

- Use of tools already developed for the national systems, such as tools for the calculation of inspection fees, interfaces to existing national databases of operators, interfaces to customs databases;

- Adaptation to specific needs and situations of the BIP/country;

- Continued use of personnel trained for the existing system

At the Community level, the integration of existing national BIP systems would provide a significant advantage as it can be expected that a complete coverage of consignments can be reached in this way, whereas the continued existence of two parallel systems (the national/BIP system and TRACES) will reduce the motivation to input all relevant data in a consistent manner into the Community system.[88]

2. A significant number of stakeholders underlined the need to make possible a data exchange between national identification databases and TRACES. Currently, it is not required to identify individual animals of a consignment of live animals in TRACES: The relevant information can also be provided as an annex to the certificate, which is then not available electronically for tracing purposes. Caused by the lack of standardisation of national identification databases it is also not possible to transfer data concerning intra-Community trade in live animals from one MS to another to update the national databases and perform cross-checks.

3. TRACES is intended to be not just a tracing tool, but also to become an expert system and a tool for risk analysis. This aim is not reached yet, as all parties agree. To monitor risk factors an interoperability with other databases such as navigation systems for animal transport, updated list of registered holdings, approved storage and collection centres etc. would be desirable, as would be a better integration with the Rapid Alert System for Food and Feed (RASFF). This, however, has implications not only for technical standards used (such as the previously discussed data exchange protocols), but also for the very concept of TRACES, that currently, for example, for standardisation purposes does not provide the possibility to input free text. This allows the fully multi-lingual approach of TRACES, but reduces the value of notification messages for users, e.g. regarding rejected consignments, where the need arises for specific technical information on the rejected consignments (e.g. description of products, type of contamination, expiry dates, etc.).

Accurate data and a reliable operation are central to an effective tracing mechanism (***criteria e***). No comprehensive data was available to analyse the accuracy of the data, and because TRACES is only operational since roughly two years little practical experience in using TRACES for tracing purposes exists, at least not under circumstances that would be comparable with major crises situations that showed the shortcomings of the ANIMO system. An indicator is the satisfaction of stakeholders. The survey results (Question 6.3, **Annex 2**) indicate that a great majority of survey respondents assesses that TRACES is partly functioning properly at a technical level. A solid majority of respondents is satisfied with the reliability of the TRACES system. This result of the survey was generally confirmed during stakeholder interviews, however some users pointed out that limitations regarding the capacity of the TRACES server led to a longer response time under some circumstances, indicating possible overload of the system. Following related complaints some efforts to improve the performance of

[88] Of course, the duplication of systems could be also prevented by only using TRACES – but this is unlikely to happen because the high integration of the existing systems into the national IT-infrastructure. On the other hand, the continued use of national systems might reduce the degree of standardisation, as several features of the TRACES system version 2 (e.g. counting down of consignments) would be difficult to implement with simply integrating diverging national systems as data source for TRACES. There is therefore the need to find a balanced approach for these diverging interests. First steps for an integration of existing national systems have already been done, as DG SANCO pointed out: the possibility already exists for MS to withdraw information from TRACES through the communication TRACES to national system. This possibility is reportedly used by 3 MS.

TRACES have already been undertaken[89] and complaints on this issue seem to have been reduced. The server employed for TRACES[90], the bandwidth of the network connection (1GB/s) and the average uptime of the server (99.5%) do not seem to point to technical limitations at a hardware level for a system with roughly 8000 active users that connected to the system during a typical month.[91] It also has to be pointed out that the speed and stability of any internet based application does not only depend on the server capacity but also on other factors such as the quality of the internet connection and the technical characteristics of the firewalls employed by the users of the system. Currently there is no mechanism in place to measure average response time of the system for users in the Member States that could give an indication on possible limitations caused by slow internet connection or software deficiencies.

Another dimension of reliability of TRACES is the question of possible fraud/security deficiencies of the system that would allow unauthorised parties to access data stored in the system or even change it. No major problems in this respect were reported so far and measures seem to have been taken to prevent unauthorised access, such as regular changing of passwords. An additional precaution taken is to locate the TRACES server in the Data Centre of the Commission, so that the system is protected at a similar standard than other Commission networks. Also, backup and failover systems are available to save data and provide continued service in case of server breakdown.

Some serious concerns were raised during the stakeholder interviews, which have impact on the effectiveness of the system:

- *Significant flaws with the statistical and search functions:* Users expressed their dissatisfaction with the operation of the statistical function/reporting system and the search engine. This reportedly leads in some instances for the need to filter relevant data manually, which involves increased administrative burden and may cause time delays in tracing.

- *Incidence of incorrect data in TRACES:* Some users expressed their concern that incorrect data can stay in the system for a long time because it is tricky to find where and how to change it and even stated that it "is difficult to record true information in some cases, because of software functionality. Therefore users have to record same wrong information in order to complete data entry". Additional criticism was received related to the accuracy of legal information provided by TRACES.

- *Lack of data fields for relevant information:* Also it was criticised that TRACES did not provide specific fields containing necessary information (e.g. detailed specifications and descriptions of rejected consignments, collection dates for bull semen).

- *Lack of filtering of notification messages and problems with timing of messages:* Users noted that notification messages were not filtered according to type of BIP, leading to a possible overload of irrelevant messages. Also, notifications concerning rejected consignments were received at the time of rejection by the BIP, but not at the time of re-export. In the case of a port the consignment may be stored in a warehouse for some time, and re-export of a rejected consignment may be weeks or months later. This seems to lead to a limitation of the practical value of the TRACES notification message (and some users rely rather on RASFF or separate

[89] Including software improvement. Also, efforts are reported to be under way to improve the server speed through the clusterisation of TRACES to allow parallel processing.

[90] Type of server: SUN V 880 58CPU-32 Gb°, Operating system: Unix Solaris V 9, Architecture: Sun cluster

[91] In May 2006 a total of 8297 users connected to the system, the largest user groups being local veterinary units (4512), custom agents (1778), Border Inspection Posts (785) and economic operators (715). The total number of registered users is approximately twice as high. All data provided by DG SANCO.

notification systems such as a system operated by the ports of Rotterdam, Antwerp and Hamburg than on TRACES for this purpose).

The number of complaints received indicates the significance of these issues and requires, according to the opinion of the evaluation team, further in-depth analysis. It has, however, to be noted that many users also agreed that TRACES has considerably improved since its introduction and some problems that are specified above (such as the lack of reporting tools) that potentially reduce effectiveness of the system are currently in the process of being addressed, i.e. relevant tools are under development.

6.5.2.3. Efficiency

Traceability, identification and labelling rules

No comprehensive study specifically relating to the cost-effectiveness of EU-traceability, identification and labelling requirements was available. However, a particular element of the food chain, the meat supply chain, has been analysed qualitatively by a study of the University of Wageningen in 2003[92]. It concluded that the potential benefits of traceability systems for producers in meat supply chains include: (1) increased transparency; (2) reduced risk of liability claims; (3) more effective recalls; (4) more effective logistics; and (5) enhanced control of livestock epidemics. Potential costs of traceability systems are: (1) implementation (i.e., less flexible, transforming processes, need for extra resources); and (2) maintenance. To analyse the impact of traceability requirements on the food chain more quantitative analysis is needed. Some stakeholders expressed their concern that such an analysis would be required and that especially the aspect deserved attention whether the burden on EU operators from traceability requirements was proportionate to the burden placed on non-EU producers of similar goods and their importers.

IT systems ANIMO/TRACES

An appropriate network and access level to TRACES is essential for an efficient operation of TRACES (***criteria d***). This is relevant both to authorities of Member States and third countries that are involved in trade with live animals and products of animal origin movements as well as to the operators implicated. All member states have access to TRACES as well as 5 third countries (Switzerland, Norway, Iceland, Andorra, San Marino). With the introduction of TRACES version 2, a module for export certificates to the EU is presently available. It is intended to be used by third countries. This is seen not only as a way to prevent fraud (limiting falsified third country export certificates) but also as a way to ease data transfer from third countries to the TRACES server, allowing the BIP of entry to retrieve the data regarding a specific consignment and use it to transfer data into the CVED, so as to reduce the administrative burden. Another advantage is that the authority of the third country receives immediately the information, if the consignment is rejected at the border. Whether these efficiency improvements can be reached depends on the degree to which third countries will make use of the system. Some expression of interest of third countries to have access to TRACES have already reached the Commission (e.g., from Chile).

In principle, two user groups of TRACES have to be differentiated: officials working in competent authorities, local veterinary units and BIPs; and economic operators (such as shipping agents, traders). Stakeholders expressed to a large extent satisfaction with the accessibility of TRACES for officials, with only a small minority (of less than 10%) expressing dissatisfaction. On the other hand, the situation is different for economic operators. As the survey results illustrate (Question 6.3, **Annex 2**), less than half of respondents to this particular question expressed a positive view of accessibility for operators, whereas roughly one third of respondents find operator access to TRACES not satisfactory

[92] Meuwissen, Miranda et. al (2003). *Traceability and Certification in Meat Supply Chains*. Journal of Agribusiness 21, 2: 167-181.

or fairly unsatisfactory. Operator access to TRACES varies by MS, preventing efficiency gains for authorities that can be achieved by sharing the workload of feeding data into the systems with all parties involved.

An efficient operation of TRACES is essential in order to quickly and effectively trace animals and animal products and it is therefore important that this system does not impose unnecessary administrative and technical burdens (***criteria f***). Performance in relation to this criterion has received the most severe criticisms from stakeholders. Stakeholders are nearly evenly split in assessing the degree of administrative and technical burden for users, with the number of respondents assessing the burden as satisfactory being roughly similar to the number of respondents assessing the level of burden as unsatisfactory. The assessment was even slightly more negative with respect to the user-friendliness of TRACES (Question 6.3, **Annex 2**). This assessment was also shared by a significant number of stakeholders during the interviews, underlining that there are a significant number of TRACES users that are not satisfied with the user interface and other elements of the system.

The more detailed analysis of the survey results shows a significant difference of opinion between different user groups regarding user-friendliness. A majority of national authorities and EU institutions that responded to this question are satisfied, whereas a clear majority of operators and their representative associations is fairly unsatisfied. Although the number of respondents per user group is rather low (15 operators and 32 authorities), this difference seems to be significant, as authorities are currently the main user of the system and have more experience and training in its use, whereas economic operators currently are only participating to a lesser extent.

A more detailed analysis of user concerns can be based on comments received during interviews and in the questionnaire:

> *1. Web-based application*: TRACES is a web-based application developed with the idea that users enter data online which leads to an immediate exchange of information that can be necessary for quick tracing of information. As such, it is necessary for users to be signed onto the internet in order to enter and exchange data. As has been pointed out before, several comments from stakeholders expressed dissatisfaction with the speed at which TRACES operates, which has led the Commission to work on increasing server capacity. Another related measure is the development of an offline-tool that will allow users to enter the first page of the CVED offline and transfer the data later to the server.
>
> *2. General design of TRACES not from user perspective:* Several stakeholders see TRACES as a complicated program that leads to data errors and time-consuming strains on human resources. In this view TRACES is perceived as having been developed from an administrative perspective rather than from a user point of view. Complaints were related to long, complicated procedures for data entry and the lack of guidance for users and, as has been pointed out before, insufficient search and filter functionalities. Without thorough training use of TRACES was seen as hardly possible, therefore more self-explanatory features were desired.

When interpreting these concerns it has to be taken into account that negative assessments of user-friendliness may have very different sources and secondary, interfering factors may be partly to blame. For example, users that already have a well-working system may be inclined to have a negative view just because the new system is not similar to the old system. Of course, also design flaws and deficiencies in practical testing with users may be responsible. This issue deserves detailed analysis with user panels, as a perceived administrative and technical burden by a significant group of users may in itself cause significant problems that not only impact on the efficiency of the TRACES system, but also endanger the effectiveness of TRACES in crisis situations. Some actors can withhold their participation in the system, which already seems to have occurred in some instances. This would mean a risk of having incomplete data sets that could cause significant problems for tracing purposes.

6.5.2.4. Added value

Regulating traceability, identification and labelling requirements at EU level provides significant added value in terms of preventing the distortion of competition and allowing for tracing across MS' borders in crisis situations based on common rules and standards. At the technical level, it is obvious from the results of the evaluation that there is a potential added value – both in terms of increased traceability as well as in a potential reduction of administrative burdens – of creating a framework of interoperability for national identification databases. So far this has not been achieved and there seems to be need for renewed EU action on this issue. The IT system TRACES has the potential to provide significant added value for Member States and the Commission if it reaches its objective of becoming the single window for all veterinary matters in the framework of imports and intra-Community trade.

6.5.3. Overall conclusions

In terms of reaching the ultimate objective of traceability, animal identification and labelling, namely ensuring animal health and food safety in particular in crisis situations (***criteria a, b***) there has been significant progress being made during the evaluation period. Experiences from animal health and feed related crises have been assessed and conclusions have been drawn that led to the road map described in the "White Paper on Food Safety" and the subsequent overhaul of related legislation. Several aspects of the new Community framework are still in the process of being developed, e.g. new legislation regarding feed labelling. Results of the evaluation indicate that the area of traceability of feedingstuffs remains an area of concern that continues to deserve attention at the legislative and implementation level. In general, for the legal framework to be effective a coherent level of implementation at MS level is required. The results of the evaluation indicate that there is a need for further monitoring of the implementation of traceability requirements at MS level and continued support to MS to address deficiencies in the implementation of traceability requirements.

Some significant progress has also been made in developing the IT-infrastructure for tracing of live animals and products of animal origin through developing the concept of the Community wide IT system with centralised processing, TRACES. This clearly has the potential to provide significantly improved services compared to its predecessor, ANIMO. The complexity of the tasks involved and the multi-lingual approach taken posed significant challenges to the developer and the general level of operation TRACES has reached can already be seen as a large success in itself, especially given the relatively short time of operation. A high level of acceptance from users and a high level of data accuracy is a prerequisite for an effective and efficient computerised network for tracing purposes. Some progress in improving TRACES seems already to have taken place, leading to some revisions in the new TRACES version 2. Substantial efforts to address other deficiencies perceived by users (analysed in the previous sections) are needed in future, as is the additional training of users.

6.5.4. Issues for the future

Stakeholders were asked how the EU traceability/identification rules should be developed and improved in future to ensure effective animal health risk management. A clear priority for stakeholders is the further development of the IT infrastructure for identification and traceability, and more specifically the improvement of both TRACES and national identification databases and their interoperability. Electronic identification and improvement of rules for identification/traceability are also relatively often mentioned (by about 40% of survey respondents answering this question). These priorities are in line with results from interviews conducted and the main issues and identified by the evaluation could be further specified as follows:

<u>Community framework for traceability, identification and labelling</u>

After having consolidated the legal framework for traceability there is a need to monitor the implementation of traceability requirements and their effectiveness to identify possible weaknesses.

Reporting requirements of Member States can provide the necessary information, and it seems to be important that sufficient guidance is provided to MS to reach a consistent set of data that can be evaluated at Community level. A specific focus of Community monitoring could be the implementation of feed related traceability requirements and further steps could be taken to support a Community wide introduction of relevant quality assurance systems that are already applied by operators in some Member States.

It may also be considered to improve monitoring of the enforcement of traceability requirements in third countries that export to the Community. Although third countries also have to apply traceability rules, in practice this may not always be enforced. For some products of animal origin imported from third countries the origin "remains in the dark", as one statement from a stakeholder put it. A situation where traceability requirements are mainly enforced in the EU without ensuring that similar traceability requirements are in practice applied for imports from third countries is perceived as weakening in the long run the competitive position of EU producers. Several stakeholders proposed to monitor cost-effectiveness of traceability requirements. It could be considered by the Commission to develop methodological tools in this respect.

Use of electronic identification

Appropriate measures have to be taken to reach a more consistent application across the Community to safeguard appropriate traceability and prevent distortion of competition. Adopting integrated electronic systems for EU procedures applied in animal movement could offer the following advantages:

- Improvement in traceability of animals, because of improved procedures and possibility for automated cross-checks
- Decrease of administrative burden

It could be expected that introducing electronic identification would stimulate unified system of databases to reduce inputting data by hand when animals move between Member States. This could possibly also increase the compliance with existing requirements. Electronic identification was seen by a significant number of stakeholders as an appropriate tool to be employed in the future, if electronic identification requirements are differentiated by species (as discussed below under issues for the future, **Issue B**). From the farmer perspective it is important to make electronic identification beneficial to the operation of the farm and thus encouraging the use of the system. Farmers would likely to be more motivated if a new system saves duplication of procedures, is compatible with other potential applications, and is of direct use such as in returning management information. Generally, it seems that stakeholders would prefer the introduction of electronic identification on a voluntary basis first which could then gradually become compulsory. However, other stakeholders are of the opinion that the transition to a uniformly applied system throughout the EU needs to be quick and a long transition period with different systems in place should be avoided. A major concern of stakeholder is that electronic identification systems need to be compatible between MS.

Improved Community IT infrastructure for tracing purposes

This evaluation has identified the need to further consolidate the Community IT infrastructure for tracing purposes. For the short to mid-term the following needs have been identified:

- The need to continue and intensify training of users. A special focus on training of operators may be considered, as operators seem to have little practical experience with the system while assessing it rather sceptically.
- The need to improve data accuracy and user-friendliness of TRACES. The following improvement could be considered:

Improvements at the technical level:

- Set up an application that will be installed in every Member State to test on a daily basis the response time of the system for users located in different Member States (as already intended by the Commission).
- Analyse in-depth possible deficiencies of the TRACES software and of the technical infrastructure of TRACES both at the central level (Community server) and at the user/MS level to better understand perceived weaknesses of the system in terms of speed;
- Focus activities on improving the current functions of the systems, including user interface, search functions/filters and reporting tools for tracing purposes before introducing new modules;
- Perform additional tests of TRACES to simulate tracing under crises conditions;
- Introduce a limited number of free text fields for selected issues, e.g. regarding details of rejected consignments;

Improvements regarding user feedback and behaviour:

- Conduct user panels of different user groups (e.g. Large/small BIPs, LVU, central authorities, economic operators), to understand the reasons for differences in the perception of user-friendliness;
- Perform comparative assessments of the perception of users regarding usability of the TRACES user interface compared to the user interfaces of comparable systems in place in some Member States to provide a more objective basis for a possible review of the TRACES user interface;
- Set up a monitoring tool to regularly and systematically monitor user satisfaction (e.g. a representative online user-panel);
- Regularly and systematically monitor the usage rate of TRACES in Member States, i.e. compare the number of consignments registered in TRACES to the number of relevant consignments registered in national systems.

- Users also requested improved interoperability of TRACES with existing national systems used in some MS/large BIPs. The technical feasibility for this deserves detailed scrutiny, including the possibility of integrating MS systems into TRACES. The advantage of this approach would be that existing national systems provide added value to their users (integration in national IT-structure). Any approach that requires users to enter data in two parallel systems has the potential to endanger the effectiveness of the system, as this would almost certainly lead to a lack of interest in one of the two systems. First steps undertaken by DG SANCO in this direction could be continued and there is a need to evaluate how the envisaged functionalities of TRACES that require online connection with users could be supported by the existing MS-systems. Relevant questions are whether a harmonised data exchange protocol allowing a direct communication of the server of the MS systems with the TRACES server could guarantee the synchronisation of relevant data sets without significant delay and whether MS IT-systems could be adapted to support a compulsory set of minimum features of TRACES such as the centralised counting down of consignments. Therefore the following measures could be considered:

  - To improve data exchange protocols allowing interoperability for national IT-systems with TRACES;
  - To define a set of TRACES features that national systems have to support;
  - To involve MS in defining the relevant technical specifications;
  - To perform a pilot-test with one of the existing systems in place.

- There seems to be a need perceived by TRACES users to improve the accuracy of data on operators and legal information contained in TRACES. To address this need the following measures could be implemented:
  - To develop additional cross-checks to improve the data input regarding economic operators;
  - To increase the staff capacity for updating legal information at Commission level or, alternatively, consider outsourcing this task to specialised commercial providers of legal information that already provide similar services to private operators and some national authorities.

- There continues to be a need for a harmonised protocol for data exchange between national identification databases for live animals. A similar protocol could also provide the possibility of transferring data from national identification databases to TRACES.

For the medium to long term a further integration of the Community IT infrastructure could be foreseen, such as introducing electronic certification and integrating other databases into the TRACES system, e.g. databases on the animal health status etc (see issues for the future, Issue B). However, TRACES is still a rather new system that, because of the size of the network and the complexity of the task, requires significant time before all functions are fully operational and users are sufficiently trained. A decision to move towards a new stage of development of the TRACES system could therefore only be taken once TRACES has been thoroughly tested in (simulated or real) crisis situations and further feasibility analysis is done.

6.6. Research and science (EQ9)

6.6.1. Framework for the analysis

EQ9: To what extent has Community funding for research, scientific advice and laboratory networks on animal health contributed to achieving the CAHP objectives?

EQ9: Research & scientific advice
(policy areas G & H)

Objective:

- Safeguarding human and animal health by funding research, scientific advice and lab networks on AH

Implementation:

- Effectiveness
  - Cooperation between EU agencies (EFSA, EMEA, ECDC) and Commission services (DG RTD, JRC) for risk assessment and rapid networking (criterion a - see EQ7)
  - Development of new tools for prevention, monitoring and control of animal diseases (e.g. vaccines, diagnostic kits) (criterion b)
  - Laboratory network in MS: diagnostic capacity (criterion c) and data dissemination (criterion d)

6.6.2. Implementation

6.6.2.1. Effectiveness

1. Cooperation between the Commission services and Community agencies to ensure effective risk assessment and rapid networking on risks (*criterion a*)

Effective Risk Assessments:

Before 2002 and 1995, there were no independent agencies to deal with risk assessments respectively for feed additives and Veterinary Medicinal Products (VMP). In the past, this was done via expert opinions from experts working directly for the various competent DGs. So cooperation mechanisms were not an issue at that time as the experts worked directly under mandates received from the DGs.

Since 2002 and 1995, respectively the dates of establishment of EFSA and EMEA, these bodies have been responsible for risk assessment on feed and VMP, with their experts providing "Scientific Opinions" respectively to DG SANCO and DG Enterprise. EFSA covers feed as part of its mandate on the assessment of risks associated with the food chain, for which it has sole responsibility at EU level. EMEA is responsible for the evaluation and supervision of medicines for veterinary use. Risk management remains the responsibility of the European Commission and Member states.

It appears, from the outcome of our survey and interviews, that cooperation between these agencies and the Commission DGs to which they respectively report is considered to be effective in both cases even if there is room for some improvement. More specifically:

- EMEA: earlier evaluations of this agency[93] concluded that EMEA was performing appropriate risk assessment, but would assist the Commission (DG Enterprise) better in its risk management role by undertaking risk/benefit analysis. This requirement for risk/benefit analysis has now been incorporated into the legal framework via Directive 2004/28/EC of 31 March 2004 relating to VMPs[94].

- EFSA: Cooperation with DG SANCO and other bodies as well as the degree of networking were assessed in an evaluation of EFSA undertaken in 2005[95]. In commenting on these issues, and specifically in comparison with the period before the establishment of EFSA, the evaluation report noted that: "*The communication on risks has strongly improved even if… stakeholders also refer to an insufficient coordination between Risk Assessment and Risk Management that concerns EFSA, DG SANCO and the MS. In the interest of all parties involved, this calls for improved coordination among them, increased transparency of this coordination and stimulation of good practices and mutual respect. EFSA could also improve its communication in terms of clarity but it will have to continue to share visibility with the national agencies. The activities of the Communication Working group of the AF (Advisory Forum composed of delegates of the MS) are strongly appreciated as well as the system of pre-communication of press releases under embargo.*"

Since 1999, the Commission has been managing a Communicable Diseases Network for the control of these diseases. This was based on ad hoc cooperation between Member States within the legal framework of the Council and Parliament. However, as stated by the Commission itself, even if this "Network" was a first step in the right direction as no direct communication link existed officially before, "*there is a need for a substantial reinforcement of this system if the EU is to be in a position to control communicable diseases effectively*". This led to the creation of the ECDC (European Centre for Disease Prevention and Control) under Regulation EC 851/2004 of 21 April 2004. In July 2005, the ECDC came into operation and in September 2005, all relevant documents and all projects conducted previously by Commission services and relating to the fight against communicable diseases and bioterrorism were transferred to the ECDC. It is therefore, as would be expected, too early to evaluate its effectiveness. Nonetheless, of note here is the fact that one of the main reasons for the creation of the ECDC was the need for closer co-operation between Member States, the European Commission, the World Health Organisation (WHO) and affected countries around the world.

In its relevant communication at the time, DG SANCO states that "*the creation of ECDC is a further proof that the EU has the capacity to respond to the public health threat posed by bioterrorism*". DG SANCO also note that "*the establishment of C3 (Health Threat Unit) between DG SANCO and ECDC should provide a basis for sharing work in this field in combination with the MS*".

[93] Evaluation of EMEA performed by independent consultants in 2000 and 2004 (Personal communication EMEA 2005)

[94] Amending Directive 2001/82/EC on the Community code relating to veterinary medicinal products. Introduces Point 20: "*Risk/benefit balance: An evaluation of the positive therapeutic effects of the veterinary medicinal product in relation to the risks as defined above."*

[95] Bureau van Dijk Ingénieurs Conseils with Arcadia International: "Evaluation of EFSA" Final Report Contract FIN-0105; Brussels, 5 December 2005

Rapid networking on risks:

Rapid networking takes place in emergency cases which could occur in the MS related to an animal or human health risk. Systems are in place to allow a quick intervention in such emergency cases which involve the relevant department/s dealing with human or animal health or food safety issues in the different MS and the corresponding Commission DG's and EU Agencies. In terms of the role of EU agencies, this only rarely concerns EMEA but it is part of the tasks for which EFSA (in terms of a food/feed crisis) and ECDC are responsible.

As discussed above, EFSA has sole responsibility for risk assessment when this is associated with the food chain, i.e. with food and feed crises, as laid down in Decision 2004/478[96]. The newly created ECDC is responsible for identifying, assessing and communicating current and emerging threats to human health from communicable diseases. On the other hand, risk management is the responsibility of the European Commission and Member states. The Commission proposes risk management measures to the European Parliament and Council and has responsibility for crisis management and, in that capacity, decides emergency measures. If a food safety or animal health crisis arises in Europe, the role of EFSA/ECDC is to provide scientific and technical advice to support the European Commission and Member States in managing the issue. Both EFSA and the ECDC therefore play a major role in crisis prevention by identifying and evaluating emerging risks.

Within its role and mandate, EFSA has put in place a permanent Crisis Team, readily available to act. EFSA can provide necessary scientific and technical advice to a Commission crisis unit or assist the Commission-managed Rapid Alert System for Food and Feed (RASFF) with communications to Member States.

The evaluation of EFSA concluded that: "*EFSA has probably fulfilled its main role i.e. contributing to prevent a crisis, what is as such an added value. However, its preparedness for a crisis can only be partly judged as no major crisis has taken place"*.

The ECDC has created a Unit for Preparedness and Response, the main task of which is to keep track of emerging health threats inside and outside the EU, provide rapid risk assessment and coordinate a timely response to such threats. This will be done by operating an Early Warning and Response System (EWRS) and supporting outbreak missions of MS experts.

As already noted above, the effectiveness of the ECDC cannot yet be evaluated since it effectively began operations in September 2005. As the ECDC was created to provide a better response to the concerns of EU citizens in matters of health protection, it may be concluded that the previous system, which was set up in 1999, needed substantial reinforcement as stated by the Commission itself.

The issues of cooperation and effective networking between the various EU bodies involved in the CAHP are also dealt with in the context of EQ7 (chapter 7.2).

2. Development of new tools for the prevention, monitoring and control of animal diseases (*criterion b*)

The development of new tools for the prevention, monitoring and control of animal diseases (e.g. veterinary vaccines and diagnostic tests designed for specific – strategic – purposes) is part of the involvement of DG RESEARCH in the CAHP via Policy area G.

Based on the outcome of our survey and interviews, overall, it can be concluded that stakeholders consider that:

[96] Commission Decision of 29 April 2004 concerning the adoption of a general plan for food/feed crisis management.

- Over the last 10 years, EC funded research has contributed to the development of better/new products/tools to control animal diseases, as indicated by 60% of stakeholders that responded to our survey (Question 10.2, Annex 2).

- Research in the past was only partly targeting the right priorities in the field of animal health. This was mainly due to the limited budget allocated in this field, as well as the general terms and objectives of the relevant research programmes.

- Improvements in research prioritisation are now being addressed through the work of the European Technology Platform on Global Animal Health (ETPGAH), which was launched in 2004 by the animal health industry and the Commissioners for Research, Development and Health and Consumer Protection. The work performed by all stakeholders in the ETPGAH has indicated the need to define a comprehensive rational methodology to prioritise diseases within Europe and worldwide in order to set the priority framework for research into new or improved tools for disease control and to ensure the most effective use of resources and research capacity in this field. By involving all stakeholders in the definition of a Strategic Research Agenda (SRA)[97], the ETPGAH aims to better respond to policy needs in the field of animal health.

- Regarding communication and access to R&D results, our survey and interviews indicate that the dissemination of the results of the R & D undertaken could be improved. Although most of the respondents to our survey indicated that EC-funded research results are somehow communicated to relevant organisations or available to operators, only a third considered this to be fully occurring, and nearly a third could not answer the question (Questions 10.3, **Annex 2**). A key comment derived from the survey is that the information is abundant but not very easily available for stakeholders other than authorities and the research community. For the general public, the critical results do not appear to be reaching out effectively. DG RESEARCH admits, in their response to the survey, that "*Concerning communication to the public, this could be improved"*.

In the field of major animal diseases, research to control these diseases plays a large part in EU-funded projects for both notifiable as well as for non-notifiable diseases. The impact of EU funded research is illustrated in 4 areas:

1. In the field of **control of major infectious diseases**, EU funded research has contributed to increase the knowledge of diseases and pathogens (epidemiology, host-pathogen interaction, etc.), and to develop or improve tools to prevent or control them. In the 5th and 6th Framework Programmes, EU funded projects have enabled the development of research knowledge on:

    - Diagnostic tools for African and Classical Swine Fever, FMD, Avian Influenza, Tuberculosis and paratuberculosis, PMWS and Infectious Salmon Anaemia Virus.

    - Vaccines for Bluetongue, Avian Influenza, Brucellosis, CSF, Pulmonary adenomatosis of sheep, FMD and vaccination strategies for rabies in foxes.

2. Risk assessment for FMD, Bluetongue and Avian Influenza. A number of projects have been supported for **livestock genomics and genetics** in cattle (dairy and beef), small ruminants, pigs and poultry through the 5th and 6th Framework Programmes. Though many have been concerned

[97] The SRA describes the research that is recommended in order to realise the aim of the ETPGAH which is: *"To facilitate and accelerate the development and distribution of the most effective tools for controlling animal diseases of major importance to Europe and the rest of the world, thereby improving human and animal health, food safety and quality, animal welfare, and market access, contributing to achieving the Millennium Development Goals.*"

primarily with production and quality traits, these projects have also produced information on the genetic basis of the immune function. Other projects have studied the potentially negative impact on production and health traits of the scrapie control programmes (no significant impact seen to date) and produced mechanisms for measuring the impact of genetics on mastitis resistance.

Current FP6 genomics projects examine host-pathogen interactions, contribute to the pig genome project, and take a genomics approach to the physiology of the gut, mammary gland and reproductive system of selected species. These projects are, *inter alia*, likely to have an impact on the control of zoonotic diseases.

3. **The control of TSE** in bovines was achieved partly by banning the feeding of ruminant protein to ruminants. The research required to demonstrate that this was an effective control mechanism was completed prior to the establishment of the European TSE research programme when the problem was (at least apparently) largely confined to the UK.

   Research has also been conducted in the development of diagnostics, and whilst no market diagnostic has been derived directly from European funding, a great deal of groundwork was laid by EU research projects in the development of such tests.

   In the field of Community funded TSE (Transmissible Spongiform Encephalopathy) research, work was conducted collaboratively between European partners As an emerging animal disease, shared research enabled the expansion and in some cases establishment of teams in countries which had not previously conducted a large effort in this area As a potential human epidemic, collaborative research was necessary to study variant CJD as well as allied diseases which are very rare, and hence have few subjects for study.

   The control of this disease in sheep cannot however be entirely ascribed to measures taken prior to the establishment of EU TSE funding since whilst the removal of specified risk material is of importance, the understanding of transmission mechanisms and the basis of genetic resistance is also key. In addition, since the possibility that BSE exists in the sheep population cannot be excluded, the development of decontamination and detection technologies at EU level is important, also to ensure consumers that the disease is controlled. Several projects examine the development of scrapie and BSE in sheep and the impact of scrapie control programmes.

More generally, the topics of the Framework Programmes are established after a broad consultation of all stakeholders. This takes into account the recommendations of DG SANCO and EFSA, and also those of international organisations such as the OIE, FAO and the WHO. However, given the higher weight of public health within the overall research programme, the emphasis on the field of animal diseases has been progressively reduced. "*All in all research in the animal health sector has not appeared to be a priority in the EU*"; "*food safety/food-borne diseases get priority (BSE)*" are examples of comments provided in the survey.

The role of the ETPGAH in this field is expected to be crucial. The Platform is led by industry and brings together all relevant stakeholders on animal health[98] (farmers, the animal health industry, research institutions, financial institutions and regulatory authorities). The Commission (DG RTD) provides some support to the management of the platform through a specific support action. As discussed above, the objective of the ETPGAH is to define a common strategic research framework to facilitate and accelerate the development and distribution of the most effective tools for controlling animal diseases of major importance to Europe and the rest of the world. The ETPGAH will then

[98] Following a meeting of all the stakeholder organisations in February 2005 the platform was formally established with a Steering Council and Executive Board under the chairmanship of the International Federation of Animal Health (IFAH-Europe).

mobilise the public and private sectors in Europe to commit funds to implement the research through public-private partnerships.

The Platform launched its Strategic Research Agenda (SRA) in May 2006 indicating how research priorities might in future be prioritised (see also below under recommendations and options for the future). An outcome of this analysis was that relevant research is funded, but the use of research results is often impaired by market constraints. For example, the development of effective marker vaccines against exotic diseases is funded by DG RESEARCH. However, due to constrained market prospects (as discussed under chapters 6.3 and 7.1), the animal health industry is not interested to develop these products, apply for a marketing authorisation and put them on the market. The research results therefore fail to be used in the control of these diseases.

The SRA has important consequences for animal health research and is in line with the Lisbon agenda which aims to make the EU an important science and technology driven society by 2010. The recommendations in the SRA will be taken into account by the EU Commission when developing the work programme for the EU 7th Framework Programme.

The importance of research and development of new tools has also been highlighted under our conclusions and recommendation on options for the future in the context of the control and eradication programmes and surveillance mechanisms (EQ2 and EQ4, in chapters 6.3 and 6.4 respectively).

3. Capacity of the laboratory network (EU reference and national laboratories) to ensure timely and consistent diagnosis of animal diseases (and relevance of the areas covered) (*criterion c*)

According to their legal basis (SANCO/10458/2003), the main functions and duties of Community Reference Laboratories (CRL's) in the animal health sector include:

- To co-ordinate, in consultation with the European Commission, the methods employed in the Member States for diagnosis of specified animal diseases.

- To make the necessary arrangements for training or retraining of experts in laboratory diagnosis.

On the basis of our surveys and interviews, it can be concluded that the capacity of the EU reference laboratories (CRLs), coordinated and financed by DG SANCO, is adequate. The network at EU level, with reference laboratories for each important disease, and their contacts with DG SANCO appear to work.

The other partners in this network are the national laboratories. DG RESEARCH participates in financing the work of the laboratory networks in the different MS through different research programmes. The diagnostic capacity in the MS is, generally, considered as "*existing*" but in some MS the available funding, training of staff and coordination are considered to be insufficient.

A key point is the link between CRLs which are "dedicated" to one specific disease and financed and controlled by DG SANCO, and the national laboratories that deal with all diseases in a certain region. From the survey and the interviews, this collaboration is considered to be adequate in general.

This issue has also been dealt with under EQ7 (chapter 7.2.2.1), which has demonstrated a clear added value from the establishment of this network.

4. Efficiency of the reporting system/ dissemination of data of the laboratory network (including cooperation with world reference laboratories) (*criterion d*)

Reporting systems appear to be linked with the most appropriate link among all concerned partners. The dissemination of data from the different CRLs to DG SANCO seems adequate and efficient. Over the years, the position of the EU has been strengthened on the international scene, particularly in the

context of the OIE, although certain international organisations (e.g. the FAO) point out that Europe should take more of a lead in laboratory networking at an international level (this issue is also raised in the context of EQ7, chapter 7.2.2.1). Cooperation with the OIE is appreciated by most researchers and authorities in the MS, including researchers in the CRLs.

A further evaluation of the reporting system/dissemination of data will be possible once the ECDC is fully operational. Some projects are already in place, such as ETIDE (European Training for Infectious Disease Emergencies) and EPISOUTH (Network for Communicable Diseases Control in Southern Europe and Mediterranean Countries), both of which were funded by DG SANCO and in which the ECDC has taken the lead since September 2005.

6.6.2.2. Efficiency

It is important to place the amount of EU funding available for research into perspective: EU Framework Programmes (FPs) account for only for 6% of publicly funded research (globally) in EU Member States.

In response to crises, funding can be made available at short notice (e.g. for Avian flu, €10 million have been allocated in 2006 for dedicated research projects). However, support over a prolonged period has not always been sufficient, and this trend is typified by the FP6 (2002-2006) shift of focus to Food Safety.
The set up of the ETPGAH, in which all concerned stakeholders are involved, should help to mobilise the public and private sectors in Europe to commit funds to implement research, as laid down in the ETPGAH Strategic Research Agenda (SRA), through public-private partnerships. The SRA should allow the right priorities for AH research in coming years (see below under recommendations and options for the future).

Because of insufficient EU funds for research and science, interviewed stakeholders considered insufficient the amount that some areas of interest receive, if funded at all. In FP6 for example, the budget of the specific activity covering policy-oriented research under '*Policy support and anticipating scientific and technological needs*' was not sufficient to support research in topics such as tuberculosis, or role of wild animals in disease transmission, or African swine fever.

The amount of EU funded research by DG RESEARCH on Animal Health and on Food Safety in FP 4, 5 and 6 (ongoing) has amounted roughly to €230 million, spread over 13 years and 162 projects, as shown in **Table 8.**

Table 8 DG Research funding on animal health projects, 1994 to date

Framework programme / Activity:	**Amount of EU funding**
FP 4 (1994-1998): FAIR programmes: 61 projects	
Area 4 Animal Health and Welfare: 34 projects	€30 million
Area 5 Fisheries and Aquaculture: 27 projects	€14 million
FP 5 (1998-2002): Quality of Life: 66 projects	
Key action 2: control of infectious diseases: 46 projects	€50 million
Key action 5: sustainable agriculture, fisheries:20 projects	€23 million
FP 6 (2002-2006): 35 projects	
Food quality and safety: 15 projects *(a)*	€91 million
Research for policy support: 20 projects *(b)*	€22.3 million

(a) In FP6, thematic priority 5 (Food quality and safety) includes a thematic area "safer and environmentally friendly production methods and technologies and healthier foodstuffs" which is dealing with AH issues
(b) Including the call dedicated to Avian Influenza in 2006

Source: analysis of FP budgets

In the FP 4, most projects deal with new diagnostic tools and vaccines. Already then research on DIVA vaccines and diagnostics tools was in place, and this was the main objective in 10 out of 34 animal health projects.

In the FP 5, the emphasis on DIVA and new marker vaccines was even greater as more than half the projects were dealing with this approach. Some of these projects resulted in vaccine development. However, a cost benefit analysis of the research undertaken with EU funds cannot be made, since only some vaccines are on the market, while others are registered but cannot be used in the EU due to policy decisions, and for others the development was stopped as investment was not justified as long as the vaccines could not be used in the EU. Other projects resulted in the development of improved diagnostic tools.

In the ongoing FP6, the indicative budget allocated to the thematic priority Food Quality and Safety for the duration of FP6 is €753 million out of €12,438 million dedicated to the 7 thematic priorities[99]. The indicative budget allocated to the Scientific Support to Policies activities is €590 million out of which €108 million have been dedicated to the Biotechnologies, Agriculture and Food activities.

6.6.3. Overall conclusions

Community funding for research, scientific advice and laboratory networks on animal health has contributed positively to help achieve the CAHP objectives of safeguarding human and animal health. This was achieved largely by funding provided via DG RESEARCH for research projects in the Framework Programmes, and via DG SANCO for laboratory networks on animal health. Overall Community support is therefore widely appreciated for its added value and contribution to improving research on animal health in Europe and should be maintained.

It was clear from the survey and interviews that there is a need for better prioritisation in the research programmes of DG RESEARCH, a task which is now being addressed via the work of the ETPGAH and its Strategic Research Agenda.

For the near future, further research in the development of vaccines and the epidemiology of zoonotic diseases seems to be of the highest priority.

Dissemination of EC funded research activities is a critical point raised by our survey and interviews where improvements need to be made.

The Community agencies EFSA, EMEA and the more recently established ECDC provide scientific risk assessment and scientific advice on areas falling under their mandate. Although EFSA and the ECDC are relatively new organisations, they are widely acknowledged as providing highly scientific, reliable and useful input to the Commission services on which to base risk management decisions. They also endeavour to provide early identification as well as management of potentially divergent opinions on specific related scientific issues. They are considered to provide the Commission services with reliable Community risk assessments on which risk management decisions are based. Nonetheless, policy-makers have expressed the need for an additional more qualitative approach to assessing risk to provide timely information which can be used as a basis for taking rapid action.

[99] The Sixth framework programme for RTD and demonstration activities (FP6) has a total budget of €17,883 million for the period 2002-2006.

6.6.4. Recommendations and options for the future

The following issues were identified where further action is or could be taken in the future:

- One major common suggestion is that the needs of all stakeholders should be explored before defining research targets. Around two thirds of respondents to our survey indicated that redefining the prioritisation of EC funded research activities, along with increasing overall funding and improving the cooperation between the different research players, were the most important ways of improving the contribution of EC-funded research in the animal health field to achieve the CAHP objectives.

  The ETPGAH is already responding to this call by defining research targets and also establishing priorities for the coming years. It is important to note that this Platform is industry driven but supported by DG Research, which should have a positive effect on increasing cooperation between the different research players.

  After 18 months of operation, the ETPGAH has now finalised its Strategic Research Agenda (SRA), in view of the FP7 and more broadly in the context of seeking private-public partnerships to fund research. The development of the SRA was based on input and support from research institutions, universities, regulatory authorities, consumers, international organisations such as the OIE and FAO, as well as Member States through the national CVOs. A large number of stakeholders such as the veterinary pharmaceutical industry, the producers of diagnostics kits, biotechnology companies, livestock producers, MS CVOs and the veterinary profession are involved in this Platform. The SRA, planned for the next 10 to 15 years, aims to deliver new or improved tools, in particular vaccines and diagnostic kits, for the control and prevention of major animal diseases both in the EU and in the developing world. A prioritisation plan on this was set in the SRA.

- Based on the experience with BSE/TSE and more recently with AI, it is considered very important that some areas of basic research receive continuous funding. Clearly, the provision of funds sometimes needs to be rapid when facing a major crisis. But once this has been resolved, funding should be redirected or withdrawn gradually in order not to harm an established science base, the (particularly young) scientists working within it and the ability of that base to react should a new crisis arise.

- There is scope for improving the dissemination of EU funded research to a wider public.

- Scientific Advice would strengthen the achievement of CAHP objectives to protect human and animal health through increased cooperation between the established Community Agencies, EFSA and EMEA, and the newly-created Agency, ECDC.

7. Horizontal (cross-cutting) issues

7.1. Protection of human health (EQ6)

7.1.1. Framework for the analysis

EQ6: To what extent has the CAHP contributed to a high level of protection of human health?

EQ6: Protection of public heath
(policy areas E & F: measures on animal nutrition, VMPs)

Objectives:

- high level of protection of human health (from food-borne zoonoses, contaminants and residues) (criteria a and b)

Implementation:

- Effectiveness
  - Authorisation of certain feed additives (criterion c)
  - Authorisation of VMPs (criterion d) / establishment of MRLs (criterion e)
  - Commission services: crisis management of food safety scares (criterion f)
  - SANCO decision-making process (criterion g)

7.1.2. Implementation

7.1.2.1. Effectiveness

The recent (May 2005) European Union Risk Analysis Information Network (EU-RAIN)[100] conference conclusions state:

"Consumers expect food to be wholesome, nutritious and, above all, safe. However, the incidence of foodborne illness is unacceptably high with an estimated 10 to 30% of the population in industrialised countries suffering foodborne illness annually. Furthermore, numerous crises such as BSE, the illegal use of growth hormones, E. coli O157 outbreaks and dioxin contamination have adversely affected consumer trust, not only in food producers and processors, but also in government regulators. Consumer food safety concerns include contamination with disease causing micro-organisms, the use of new technologies (e.g. genetically modified (GM) foods), contamination with pesticides and the use of additives."

[100] An EU Concerted Action Project (QLK1/CT/2002/2178): Conference on "Risk Communication: The Message and Motivational Strategies", May 2005, Sweden

The following analysis examines the effectiveness of the CAHP regulatory framework in achieving a high level of protection of human health in terms of two key criteria: protection from food-borne and other zoonoses (***criterion a***); and protection from physical and chemical risks from substances used in animal feed (***criterion b***). In addition, we look at the way the Commission services have dealt with food crises (***criterion f***) and DG SANCO prioritisation of issues relating to public health (***criterion g***).

Protection from zoonotic diseases *(criterion a)*

The European Community runs a zoonoses monitoring system, covering the EU-25 (EU-15 until 2003). The legal basis on this changed in 2004, with the introduction of Directive 2003/99/EC 'on the monitoring of zoonoses and zoonotic agents'[101] and Regulation (EC) No 2160/2003 on the 'the control of Salmonella and other specific food-borne zoonotic agents', both of which came into effect in June 2004.

Directive 2003/99/EC covers: (1) the monitoring of zoonoses and zoonotic agents; (2) the monitoring of related antimicrobial resistance; (3) the epidemiological investigation of food-borne outbreaks and (4) the exchange of information relating to zoonoses and zoonotic agents. This directive aims to ensure harmonised monitoring where necessary across the EU, to allow a more consistent evaluation of the trends and sources of zoonoses and zoonotic agents.

Regulation (EC) No 2160/2003 stipulates that Community targets should be set for the reduction of the prevalence of zoonoses and zoonotic agents, in particular all salmonella types with public health significance, within 12 to 60 months from the entry into force of the Regulation. This involves the establishment of specific control measures based on targets for prevalence reduction. It is envisaged that reduction targets for all salmonella serotypes of public health significance will be set for breeding flocks of Gallus gallus, laying hens, broilers, turkeys, herds of slaughter pigs and herds of breeding pigs. Prior to setting targets, coordinated monitoring programmes are required to determine the current prevalence. Thus, a baseline study on the prevalence of salmonella in laying hens in all MS has been underway in the last few years (coordinated by EFSA) with draft results just published (presented below). In addition to the prevalence and epidemiological trends in humans, animals, feed and food, factors such as the seriousness of illness, potential economic costs, scientific advice and the existence of control measures are to be taken into account when setting targets.

Until 2005, the Community Reference Laboratory for Zoonoses (Federal Institute for Risk Assessment, Germany) was responsible for collecting information on zoonoses and zoonotic agents from individual MS (and Norway). Although national monitoring systems were not harmonised, the data provide a valuable overview of the zoonoses situation in the EU.

Since 2005, the European Food Safety Authority has been responsible for the European Community report on zoonoses, through its newly established Zoonoses Collaboration Centre. In addition to information from the annual reports submitted by MS, data from control and eradication programmes for animal diseases and zoonoses, foodstuffs control programme data and disease networks are also included.

In addition, EFSA issues scientific opinions on food-borne zoonoses via its panel on biological hazards (BIOHAZ). These include qualitative risk assessments and information on the epidemiology of diseases.

Finally, the establishment of the ECDC in 2005 will deal with the collection of data and monitoring of the situation on human diseases, including zoonoses, as discussed in chapter 7.2).

[101] Directive 2003/99/EC of the European Parliament and of the Council of 17 November 2003 on the monitoring of zoonoses and zoonotic agents, amending Council Decision 90/424/EEC and repealing Council Directive 92/117/EEC.

Salmonellosis and campylobacteriosis are the most frequently reported zoonoses.

Salmonella spp. is one of the major causes of foodborne illnesses in humans. According to the latest Community Report on Trends and Sources of Zoonoses[102] a total of 192,703 cases of human salmonellosis were reported by the 25 Member States in 2004. The data suggests that, although in recent years, salmonellosis has shown a decreasing trend[103], the number of human cases is still relatively high. Shell eggs are considered a primary source of human salmonellosis in Europe (mainly through *Salmonella Enteritidis*), with poultry meat following and pork last (for the latter, the participation of pork-associated salmonellosis in foodborne salmonellosis varies between countries or is unclear as, for most MS, data on the true contribution of pig/pork to human foodborne salmonellosis are not available).

EFSA's preliminary report on the "Analysis of the baseline study on the prevalence of Salmonella in laying hen flocks of Gallus gallus", published 14 June 2006[104], that at the global EU-level 20.3% of the large-scale laying hen holdings are bacteriologically positive for *Salmonella Enteritidis* and/or *Salmonella* Typhimurium. Specific *Salmonella Enteritidis* and/or *Salmonella* Typhimurium holding observed prevalence estimates varying largely, from a minimum of 0% to a maximum of 62.5%. The holding observed prevalence for any *Salmonella* subspecies was, in general, higher. At the global EU-level the presence of any *Salmonella* spp. was detected in 30.7% of the large-scale laying hen holdings. The range of the Member States' specific *Salmonella* spp. holding observed prevalence was also wide, from a minimum of 0% to a maximum of 79.5%. The number of positive samples in a holding varied between 1 and 7, and an important proportion of the holdings was found positive on the basis of only one or two positive samples.

Campylobacteriosis is also continuing strong with around 183,961 human cases recorded in 2004 for the EU25 (according to the latest Community Report on Trends and Sources of Zoonoses). The data suggests that there has been a general increase in reported cases over the last few years in the EU15. Poultry meat is considered to be the primary sources of infection, as it showed the highest *Campylobacter* contamination levels.

In addition, according to the same report, in 2004, *yersinia* bacteria were reported to have caused over 10,000 human cases in the EU, and the other bacterial zoonoses (listeriosis, verotoxigenic E. coli (VTEC) and brucellosis) each accounted for approximately 1,000-4,000 reported cases. The number of reported listeriosis and VTEC cases seem to be increasing, while the reported numbers of brucellosis cases indicate a decline. Listeriosis accounted for the highest number of reported fatalities (107 human deaths) in 2004. Infection from *yersinia* bacteria appears to come primarily from pigs, cattle and their products. In the case of *Listeria monocytogenes*, the cause of human listeriosis, the primary sources of infection appear to be ready-to-eat meat, dairy and fish products.

The actual number of human TB cases caused by the bovine TB bacteria is hard to estimate due to incomplete data but a total of 83 cases were reported in the EU.

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[102] Trends and sources of zoonoses, zoonotic agents and antimicrobial resistance in the EU in 2004, EFSA, February 2006. The same report for 2003 is SANCO working document 339/2005.

[103] In the old MS, since data collected until 2003 were for the EU15. The NMS reported information for the first time in 2004. The main problems in the NMS is salmonellosis, for which some countries have reported higher figures of human cases that the average in the EU15.

[104] Although the final report will not be published until October 2006, key data such as the prevalence levels of salmonella in laying hens is not foreseen as likely to change significantly with the publication of the final report which will contain the full analyses and results from the study.

In addition, BSE although of a more limited impact in terms of human fatalities/cases, had an enormous impact in raising consumer concern and consumer awareness of AH and food safety issues. Due to the fact that the BSE crisis was a different case from any other animal disease, and it has been already extensively documented, this Report does not cover this crisis in depth. Of note here is that the measures in place at the time of the BSE crisis were not considered to have been effective, both on the basis of reports at the time[105] and according to a strong public perception (reiterated in the results of our survey).

From this analysis it can be concluded that, during the evaluation period, there were gaps both in terms of the attainment of the objectives (in view of the fact that for the two most serious agents, salmonella and campylobacter, the prevalence and human cases continued to be important) and in terms of monitoring the situation. The latter gaps appear to be addressed with the introduction of new legislation that will set the basis for more harmonised controls and the setting of objectives across MS.

In the case of salmonella, the EFSA conclusions are important in the context of the implementation of the Commission Regulation on salmonella set to come into force on 1 August 2006.

Protection against physical and biological hazards from substances used in animal feed (*criterion b*),

This issue is analysed here from the perspective of the effectiveness of the legislation in place concerning the quality of feed materials and the absence of contaminants and the Community authorisation procedure for certain feed additives (***criterion c***), the Community authorisation procedure for Veterinary Medicinal Products (VMPs) (***criterion d***), and of the Community procedures for the establishment of Maximum Residue Limits (MRLs) for residues of VMPs in food of animal origin (***criterion e***).

The possible presence of residues in meat (e.g. antibiotics or hormones) is a matter of high concern for EU citizens, ranking as high as 62 on a "worry scale" from 0 to 100 (the highest cause of worry being quoted at 63!) recently constructed by Eurobarometer[106]. Concerns about residues in meat affect 68% of Europeans, of which 27% are "very worried" while concerns about pollutants such as mercury or dioxins affect 63% of Europeans, of which 26% are "very worried". This concern is confirmed by another finding of the same survey, whereby EC citizens rank the presence of "chemicals, pesticides and toxic substances" as second in the list of perceived food threats, just after straight "food poisoning".

Although not a public opinion survey, but an expert survey, our expert results also indicate that, although the marks given to CAHP are positive overall, some doubts remain concerning CAHP performance in terms of preventing contaminants or pathogens from entering the feed/food chain (Question 7.1, **Annex 2**).

[105] For example, the Court of Auditors Special Report No 19/98 on BSE concluded that financing measures taken as a result of the BSE crisis were not implemented rigorously or consistently within the MS, and that the ban on feeding ruminants with mammalian meat and bonemeal (MMBM) was not adequately monitored. The report also identified the need for the EU to develop a BSE strategy. The Court's 2001 follow up Special Report No 14/2001 found that the Commission's strategy on BSE (which by then had been developed) was basically sound, but that implementation by Member States was problematic, and inappropriate delays occurred in the adoption and implementation of key BSE control measures adopted after the crisis. For the way the crisis was handled at the time at MS level, see for example the relevant report of the BSE inquiry www.bseinquiry.gov.uk.

[106] Special Eurobarometer 238 – Risk issues , P. 15 (2005)

Veterinary Medicinal Products (VMPs):

A major human health and food safety concern in relation to VMPs is the presence of VMP residues in food of animal origin. This issue is also linked to the authorisation procedures for VMPs.

*a) Authorisation of production and distribution of VMPs (**criterion d**)*

The current authorisation system was introduced in January 1995 (Regulation 2309/93[107]) and offers three routes for authorising medicinal products:

- A "centralised" procedure, with applications made to and assessed by the European Medicines Agency (EMEA) leading to the potential granting of a Community marketing authorisation. Use of this procedure is compulsory for products derived from biotechnology (e.g. veterinary vaccines using recombinant DNA technology). On the other hand, it is optional for other innovative medicinal products and in particular for all veterinary vaccines necessary for the implementation of Community prophylactic measures against animal health diseases.

- A "decentralised" procedure. In this case, applications are made through a reporting MS chosen by the applicant, with recognition and potential granting of the authorisation followed by the other MS.

- A purely national procedure (usually the route for medicinal products marketed in one MS only).

In 2000, six years after its introduction, the system was evaluated by independent experts[108]. This evaluation has concluded that the system has contributed to the creation of a harmonised Community market in medicinal products and has provided a high degree of protection for public health and animal health. However, in the case of VMPs *"there are real concerns shared by both industry and regulators that the rules may be applied too strictly, thereby restricting the availability of potential therapies"*. This was particularly so in the veterinary sector because patterns of disease across the Community are such that many products do not have an EU-wide market to justify a centralised authorisation. It was also indicated that this concern was likely to increase with EU enlargement in May 2004.

Similarly, a Commission Communication in 2000[109] highlighted this problem, especially as on 1 January 2000 MS were required to withdraw marketing authorisations for all old VMPs intended for food-producing animals containing substances for which no MRLs had previously been set – not only these products had been on the market for many years but for certain species they represented a significant part of the available therapies. At the heart of the problem was the absence of Community MRLs for a large number of 'old' active substances used to treat certain species, but also the need to reinforce the range of new authorised VMPs especially for some 'minor' species.

[107] Council Regulation (EEC) 2309/93 laying down Community procedures or the authorisation and supervision of medicinal products for human and veterinary use and establishing a European Agency for the Evaluation of Medicinal Products.

[108] Evaluation of the operation of Community procedures for the authorisation of medicinal products, CMS Cameron McKenna and Andersen Consulting. Carried out for the European Commission DG Enterprise, in accordance with the requirements laid down in Council Regulation (EEC) 2309/93.

[109] Communication from the Council to the Council and the EP: Availability of VMPs. COM(2000)806 final of 5 December 2000.

The most recent legislation relating to the authorisation of production and distribution of VMPs[110] makes several improvements which update earlier provisions in view of the findings of the 2000 evaluation. These aim, *inter alia,* to adapt earlier legislation to the specific features of this sector, *"particularly ... to guarantee a high level of consumer protection in a context that provides adequate economic interest for the VMP industry"*. These include the requirement to establish a risk/benefit balance for each VMP applying for market entry[111], and clarifications on the definition of VMPs to ensure that so-called 'borderline' products are covered. After the Committee of VMP (CVMP) in the EMEA has evaluated the quality, safety and efficacy of a candidate VMP, and after its risk/benefit balance is considered positive by DG Enterprise, a marketing authorisation is proposed by DG Enterprise to the Council. The new framework is therefore geared to solve the problems of VMP availability in certain sectors, particularly for 'minor' uses. Whether this has occurred to date remains untested, as the Directive was only to be implemented by MS by 30 October 2005.

In view of this evolution in the legislative framework, current Community procedures to authorise VMP are generally appreciated and supported by stakeholders and MS, as suggested by our survey and interviews.

However, stakeholders specifically concerned with the production and the use of VMPs, such as veterinarians, veterinary consultants, farmers and producers of VMP - via their professional European trade associations (respectively FVE, AVEC, COPA-COGECA and IFAH-Europe/ EGGVP[112]) - stress that stringent and costly requirements to obtain a marketing authorisation continue to inhibit the development of new and innovative VMPs. This in turn could have potentially adverse consequences for animal and human health.

Our survey and interviews have confirmed once more (as was highlighted by both the independent evaluators and the Commission's communication above) that requirements to obtain a marketing authorisation for VMPs are sometimes considered excessive and may make it uneconomic to develop novel substances. This is especially the case for VMPs for 'minor' species[113], for which the market size is often too small compared to the cost of a registration dossier. These issues were also highlighted on a global animal health industry conference organised in June 2006[114]. According to industry data, during the 1196 to 2005 period, 3.5 central registrations of innovative products too place on average per year, which suggests relative limited innovation in this sector.

As vaccines, which are regulated as any other VMP, are specific to each animal species, the cost of registration versus the potential market size may also be an issue. In principle the procedures should enable safe and effective vaccines based on DIVA (Differentiation Infected and Vaccinated Animals) principles to be authorised. In this context, our interviews with veterinarian professionals indicate that authorisation decisions taken on the basis of scientific criteria are sometimes overruled by the Council of Ministers because recourse to vaccination is a matter of political decision. As stated elsewhere in

[110] Directive 2004/28/EC of the European Parliament and of the Council of 31 March 2004 amending Directive 2001/82 on the Community code relating to VMPs. Regulation (EC) No 726/2004 of the European Parliament and of the Council of 31 March 2004 laying down Community procedures for the authorisation and supervision of medicinal products for human and veterinary use and establishing the European Medicines Agency (EMEA).

[111] Article 1, paragraph h, point 20

[112] FVE: Federation of Veterinarians of Europe; AVEC: European association of Poultry Processors and Trade; COPA-COGECA: Farmers' professional organisation; IFAH: International Federation for Animal Health; EGGVP: European Group for Generic Veterinary Products.

[113] Informally, so-called MUMS (minor uses minor species).

[114] IFAH-Europe conference on innovation in the animal health industry, 28 June 2006, Brussels.

this report (EQ9 on research and science, chapter 6.6), although veterinary vaccines may be authorised in accordance with the legal framework set out above, the general prohibition of use prevailing in the Community eradication and control programmes makes industry reluctant to invest in research and development of innovative products for which market conditions are uncertain.

Furthermore, interviews with some stakeholders, such as veterinarians and farmers, suggest that the use of unauthorised VMPs can occur. Such misuse of VMPs is associated with illegal secondary markets and can result in potentially adverse consequences for public health. A practical solution to this problem is provided under Directive 2004/28/EC which has provisions for using unregistered VMPs in a particular MS, via the so-called "cascade system" which allows veterinarians to use, in exceptional cases, VMPs not registered in their MS but in another MS of the EU.

Another important issue relates to the conditions of prescription and delivery of VMPs at farm level. This issue is linked to Community procedures to authorise VMPs. Under Directive 2001/82/EC, as amended by Directive 2004/28/EC. a VMP intended for food producing animals should only be delivered under "veterinary prescription"[115]. The purpose of this provision is to ensure a better control of VMP usage and to prevent misuse, which could result in residues in products of animal origin.

Delivered VMPs will now be required to be traced under the recent "hygiene package" (Regulation (EC) 852/2004) which is enforceable since 1 January 2006. Under this regulation, primary producers in each holding must maintain a register of incoming and outgoing VMPs. They must also, together with the farm's veterinarian, adhere to a code of good practice. A convention must be established between the farmer (and his veterinarian) and the regional inspection service.

Another issue that appears to create gaps in guaranteeing food safety as well as certain inconsistencies in Internal Market provisions is the fact that, while the current regulatory framework on VMPs effectively restricts intra-EU trade of medicines that are only approved at national level, products of animal origin that are treated with these VMPs are nonetheless free to circulate in the Internal Market.

From this analysis, it can be concluded that the regulatory framework for VMP authorisation, as this has evolved in the last decade, is now considered to be largely effective. Most problems are linked to its implementation and to control on the ground, especially at farm level. The most recent legislation has introduced a number of changes that aim to address earlier problems (e.g. VMP availability especially for 'minor' uses; VMP prescription and use), but these have only recently been introduced and it is too early to obtain clear indications of their effectiveness.

*b) Maximum Residue Limits (MRLs) for residues of VMPs in food of animal origin (**criterion e**)*

The legal basis here is Council Regulation (EEC) 2377/90 laying down a Community procedure for the establishment of maximum residue limits of veterinary medicinal products in foodstuffs of animal origin, which is in place since 1990. To this end, specific measures exist to monitor certain substances and residues thereof in live animals and animal products at Member State level[116].

[115] Criteria can be established for granting exemptions to this rule. The Commission (DG ENTR) launched in February 2006 a public consultation in order to define these criteria. The formal FVE position on this is that only VMPs that comply with Directive 2004/28/EC (Article 67, a, b and c) and of which residues have no risk for public health and have no potential to cause resistance in the target organism should be exempted from this general rule.

[116] Council Directive 96/23/EC on measures to monitor certain substances and residues thereof in live animals and animal products states that Member States should draft a national residue monitoring plan for the groups of residues detailed in its Annex I, in accordance with the sampling rules and levels referred to in Annex IV of the Directive. This report is published in the SANCO website. The Directive lays down sampling levels and frequency, as well as the groups of substances to be monitored for each food commodity. Decision 97/747/EC

The use of veterinary medicinal products in food-producing animals may result in the presence of residues in foodstuffs of animal origin. Historically, in many Member States, the control of residues was based on the concept of zero residue tolerance. Withdrawal periods were calculated so that no residue could be detected using the available analytical methods. However, following developments in analytical methodology, it became possible to detect residues at ever-lower levels. With the adoption of Regulation (EEC) 2377/90, the Council provided for the establishment of maximum residue limits (MRLs) for residues of pharmacologically active substances which are used in veterinary medicinal products in respect of all the various foodstuffs of animal origin including meat of mammals, poultry, fish, milk, eggs or honey.

The primary purpose of establishing MRLs is to ensure the protection of consumers against possible harmful effects resulting from exposure to residues. Thus MRLs are to be established in accordance with general principles of safety assessment, as described in detail in a guideline[117] on the application of Annex V of Regulation (EEC) 2377/90 with a view to the demonstration of the safety of a veterinary medicinal product.

However, as the preamble to Regulation (EEC) 2377/90 recognises, the establishment of MRLs may also further a number of other objectives, in particular it should facilitate the marketing and free trade within the European Union of foodstuffs of animal origin.

A species-specific MRL is needed for each active substance and for each type of tissue/organ such as muscle, skin/fat, kidney or liver. MRL setting studies are paid by the industry and validated by the CVMP and by EMEA, after which DG Enterprise develops a risk management scheme and an authorisation proposal, including classification in either of four Annexes established under Regulation (EEC) 2377/90[118].

The cost and the complexity of dossiers to be submitted to define MRLs is generally considered to be prohibitive by the potential applicants for marketing authorisation.

It should also be noted that there appear to exist certain inconsistencies stemming from the fact that several organisations share competence on this issue. In particular, it appears that CVMP/EMEA and FEEDAP/EFSA sometimes do not use the same scientific procedures to evaluate the consumer safety of active substances and residues thereof, respectively for VMPs and feed additives. This may lead them to reach differing conclusions, as for example on acceptable daily intake (ADI) values, which is a key step in determining MRLs and thus effectively ensuring consumer protection.

EU rules on MRLs apply also to imported products of animal origin from third countries. However, there are cases where FVO reports have been critical of authorisation procedures for VMPs or the establishment of MRLs in some third countries[119]. Where divergences over MRL values lead to trade

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lays down additional rules (level and frequency of sampling) for certain animal products: milk, eggs, honey, rabbits and game.

[117] Volume 8 of EUDRALEX publications: http://ec.europa.eu/enterprise/pharmaceuticals/eudralex/vol-8/pdf/vol8_10-2005_.pdf

[118] Annex I: MRL by species and tissue/food commodity; Annex II: MRL not judged necessary for human protection; Annex III: Provisional MRL; Annex IV: no MRL fixed as the substance and residues thereof are considered too harmful for humans.

[119] For example, latest FVO Report: "Control of residues and contaminants in live animals and animal products, including controls on veterinary medicinal products" (DG SANCO/7712/2005).

implications, these have to be resolved at international level via the Codex Alimentarius, the Food Standards Agency dependent on FAO and WHO.

From this analysis, it can be concludes that:

- MRLs are an effective instrument for protecting human health from exposure to residues of substances such as VMPs or feed additives that may be found in foodstuffs of animal origin.;

- Authorisation procedures provide adequate guarantees for a sound science based approach and are an essential credibility factor but the cost and complexity of such procedures needs to be balanced with the need to maintain product innovation.

- Harmonisation of Community approaches leading to the establishment of MRLs might be useful.

Feeds and feed additives (*criterion c*):

The analysis of this criterion relates to the effectiveness of: a) the legislation in place concerning the quality of feed materials and the absence of contaminants, and b) the authorisation procedure for certain feed additives.

a) Quality of feed materials and absence of contaminants

The main policy instruments concerning the quality of the feed materials and the absence of contaminants, harmful chemicals or micro-organisms in feed and by-products, are laid down in the following legislation:

- Directive 2002/32/EC of the European Parliament and of the Council, of 7/5/2002[120], on undesirable substances in animal feed. This Directive replaced the Council Directive 1999/29/EC[121], itself a consolidation of legislation existing since 1970. This Directive was amended by three Commission Directives with up graded quality requirements: 2003/57/EC of 17/06/2003, 2003/100/EC of 31/10/2003 and 2005/8/EC of 27/1/2005. It includes maximum limits for heavy metals such as arsenic, lead, mercury and cadmium, as well as for dioxin, various mycotoxins and selected pesticides. The Directive also prohibits the dilution of contaminated feed material ;

- Commission Regulation (EC) N°199/2006[122], defining maximum levels for dioxins like PCB, which could not be set in 2002, due to a lack of sufficient data and scientific evidence at the time ;

- Commission Directive 2002/69/EC[123] and subsequent amendments, which define the sampling methods and the methods of analysis for the official control of dioxins and the determination of dioxin-like PCBs in the food stuffs, which are similar to methods used in feed stuffs ;

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[120] Directive 2002/32/EC of 26 February 2002, amending the Annexes to Council Directives 86/362/EC, 86/363/EC and 90/642/EC as regards the maximum levels of pesticides residues in and on cereals, foodstuffs of animal origin and certain products of plant origin, including fruit and vegetables respectively.

[121] Council Directive 1999/29/EC of 22 April 1998, on the undesirable substances and products in animal nutrition.

[122] Commission Regulation (EC) N°199/2006 of 8 February 2006, setting maximum levels for certain contaminants in foodstuffs as regards dioxins and dioxin-like PCBs.

[123] Commission Directive 2002/69/EC of 26 July 2002, laying down the sampling methods and the methods of analysis for the official control of dioxins.

- Council Directive 96/24/EC and 96/25/EC[124], which concerns materials allowed as feed materials. Only listed materials of a defined purity and free from defined contaminants are allowed to be mixed in feedstuffs.

The above indicates that the EU legislation aims at guaranteeing the quality of feed by establishing comprehensive lists of allowed feed materials and by defining purity levels of these in terms of maximum levels of contaminants. Since the establishment of EFSA, DG SANCO can rely on in house scientific advice about purity level specifications.

Several crises, notably the BSE case, have indicated, however, that such lists have to be continuously adapted in order to meet novel threats. For instance, as a response to the BSE crisis, the feedstuff legislation was extended to protein meal and the use of processed animal protein (meat and bone meal –MBM) in feeding stuffs given to farmed animals for human consumption was prohibited[125].

Implementation of the EU feedstuff legislation is the responsibility of MS, more specifically on national food agencies, veterinary services and national laboratories. The FVO ensures, at EU level, control of this implementation.

However, crises like the dioxin case in Belgium (2000) indicate that this regulatory framework does not automatically guarantee feed quality, nor does it always allow the source of contamination to be easily and quickly identified. Our interviews with the FVO as well as with other stakeholders in the feed/food supply chain suggest that, while the regulatory framework appears satisfactory, there are still several problems related to implementation. Thus provisions for sampling, analysis, control and monitoring which exist in the Directives do not always appear to be fully implemented. This is particularly the case, in MS where veterinary services and national food inspection services are under-resourced, or in situations where there is a high prevalence of practices such as on-farm feed mixing, where control is much less easy than on larger industrial units. This still remains a problem, particularly regarding antibiotics and residues. On large holding, farmers can sometimes take medicines directly from the pharmaceutical companies. This is also not easy to control.

It must be mentioned that quality requirements for feed produced in the EU also apply to feedstuffs imported from third countries. Countries exporting feed materials or feedstuffs to the EU have to comply with the European maximum tolerated levels of contaminants, which is not always the case. This was recently illustrated by the case of unauthorised GM in corn gluten feed imported in Ireland from the US[126].

In conclusion the above analysis highlights the fact that in spite of an improved legislative framework there are still some implementation and control weaknesses. In future, these could be addressed in various ways:

- Further development and application of traceability systems and techniques and their generalisation to animal nutrition, both in preparation and in delivery. The scale of the "dioxin scandal" which occurred in Belgium in 2000, and the difficulty faced by authorities in coming to terms with it, largely resulted from a deficit in traceability. When a similar problem occurred again

[124] Council Directive 96/24/EC and 96/25/EC of 29 April 1996, amending Directive 79/373/EC on the marketing of compound feedingstuffs.

[125] Annex IV to Regulation (EC) N° 999/2001 of the European Parliament and of the Council as regards animal nutrition. A recent Commission Regulation (EC) n° 1292/2005 of August 2005 amended Annex IV to regulation (EC) N° 999/2001 and allowed some exceptions such as the use of fishmeal for non ruminants.

[126] GM-Free Ireland Network Press Release – 28 May 2005

in 2005, the traceability and the control system which had been put in place in the interim , enabled the situation to be mastered within a few days ;

- Encouraging the responsibility of operators of the feed/food chain by actively involving them in risk management. This is exactly what the Hygiene Package is seeking to achieve. Indeed, the Hygiene Package of five Regulations and Directives, which consolidates past complex hygiene requirements scattered over 17 directives, will create a co-responsibility scheme and enforce HACCP principles as well as codes of good practice across the food /feed supply chain. Two regulations within the Hygiene Package are of particular importance here: (EC) 183/2005[127]It appears evident that a generalised use of traceability coupled with identification methods [128] will enhance the effectiveness of the HP and facilitate control of its implementation by national food agencies. In particular, under the establishment of a common health certificate for food and feed products entering the EU, imports would face less red tape;

- Improvement of controls at the borders are described in the section relating to import from third countries (for details, see Section on EQ3 – Imports from third countries).

b) Authorisation procedure for certain feed additives (including the phasing out of antibiotics, coccidiostats and histomonostats and other antimicrobials used as feed additives)

The establishment since 1970 of authorisation procedures for producing and distributing feed additives was part of measures taken, at the time, to facilitate the free circulation of products in the EC. In this context, several Directives set requirements that additives needed to meet to be authorised in the EU. Fulfilment of these requirements was largely based on results from Risk Assessment and Risk Management studies, initially carried out by experts appointed by the Directorate General for Agriculture. Since 2001 new mechanisms such as the Commission Directive 2001/79/EC amending Council Directive 87/153/EC, which sets guidelines for the assessment of additives used in animal nutrition, addresses the safety of feed additives for consumers (by setting MRLs) and for the environment (by undertaking Environmental Risk Assessments or ERAs).

Since 2003, the main relevant legislative basis has been Regulation (EC) 1831/2003 on additives for use in animal nutrition. This prescribes that DG SANCO proposes an authorisation to the Council on the basis of evaluation studies on: a) risk assessment, to be undertaken by EFSA and its experts on the "Panel on additives and products or substances used in animal feed" (FEEDAP); b) risk management, to be done by DG SANCO. Between 1970 and 2003, such evaluations were carried out by the experts of the Scientific Committee on Additives in Animal Nutrition (SCAN) and were based on a combination of RA and RM, where there was not always a clear cut separation between the two types of analysis. The resulting Opinions were not always purely science based. This is no longer the case under the current set up. A recent evaluation report on EFSA's performance[129] concluded that its conduct of risk assessments could be considered to be technically satisfactory.

[127] Regulation (EC) N° 183/2005 laying down requirements for feed hygiene ; Regulation (EC) N° 852/2004 on hygiene of foodstuffs.

[128] For example: Rapid Methods Conference, Wageningen, 24 and 25 May 2005.

[129] By Bureau Van Dijk and Arcadia International. Results also referred to in other parts of this Report.

As a specific but important problem, the potential risk of bacterial resistance to antimicrobials contained in some feed additives and in medicated premixes[130] is assessed during the pre-authorisation review process. As part of Regulation 1831/2003, antimicrobials in feed additives will no longer be authorised as from 2006, with the exception of coccidiostats and antihistomonostats. A "Phase out" period was granted to producers to enable them to empty their stocks. It may be anticipated that all responsible producers are complying with the Phase out decision.

This authorisation procedure is in general greatly appreciated and supported by interviewed stakeholders and MS. It is generally considered that the level of human health protection has significantly improved through the new procedures and guidelines in place, such as Commission Directive 2001/79/EC and Regulation (EC) 1831/2003.

From our survey and interviews, it emerges that some deficiencies are still perceived to exist in feed control measures at national level, and that the measures decided at EU level are not considered to be fully implemented in all MS.

Commission services dealing with matters which may have led to a food crisis or the perception of one, in such a way as to reduce any unnecessary disquiet (*criterion f*)

This question can be best approached by looking at how the public opinion views EC food policy management.

A Eurobarometer study on food safety [131] indicates that the confidence of Europeans in food is largely based on their confidence in EU and national food policies. Indeed:

- about 70% Europeans consider that a condition for a food product to be safe is that national controls be carried out;

- about 45% Europeans consider that a condition for a food product to be safe is that controls be carried out at EU level.

According to a recent survey by Eurobarometer [132] on citizen's views on food safety legislation in the EU, 62% Europeans agree that there are strict laws in the EU to make sure that food is safe. However, only Europeans (46%) find that food safety laws in the EU are properly enforced.

The same survey also reveals that public opinion on the progress in food safety over the past decade is divided. For 38%, food safety has improved, for 29% it has stayed about the same and an almost equivalent proportion of 28% consider that it has gotten worse. This does not convey a very strong confidence level in progress, which stands in contrast with the major policy and institutional developments achieved during this period. It indeed looks as if food crises have had a more lasting influence on public opinion than institutional progress.

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[130] Medicated premixes are considered as VMPs and as such are reviewed comprehensively under the relevant authorisation procedure, including for the potential risk of bacterial resistance. As part of its antimicrobial strategy, the CVMP (EMEA) in its Strategy on Antimicrobials 2006-2010 and Status Report on Activities on Antimicrobials recommended: a) that VMPs, including antibiotics, be delivered only under prescription by a veterinarian; b) a post-marketing antimicrobial surveillance. It is still too early to determine the effectiveness of these recent measures in controlling the potential resistance of certain bacteria to some antimicrobials and in the slowing down of antimicrobial resistance.

[131] Eurobarometer – ref.

[132] Eurobarometer. Op. cit.

The BSE crisis and the inconsistent manner in which it was initially handled by different MS, followed by other crises such as dioxin, shook consumer confidence in the way authorities at national and EU level were able to face food safety issues and preserve public health.

In the context of subsequent efforts to restore consumer confidence, EFSA was created to provide a systematic science based risk assessment contribution to food safety policy. Progressively, an entire CAHP system was developed, institutionally integrating components such as policy and regulation making, risk assessment and risk management, crisis management, inspection, research and networking. The smooth handling of more recent events, such as the last dioxin crisis in 2005 as well as the absence of any major crisis in recent years, are obviously seen by stakeholders surveyed/interviewed as signs of a significantly improved capacity of the Commission to manage elements potentially leading to crises. However, more effort should be devoted to making European citizens aware of this situation.

DG SANCO decision-making processes and prioritisation in relation to the overall risk to health (*criterion h*)

The general issue of DG SANCO decision making processes and prioritisation is addressed in detail in various other parts of this report, particularly in its section on Commission Management (EQ8).

The main comments to be added here are:

- There appears to be a general perception among the public and stakeholders that the CAHP agenda is significantly influenced by concerns not directly linked to public health and consumer issues, such as trade, industry and agriculture competitiveness or the protection of the environment. Although these concerns are accepted as perfectly legitimate, there appears to be a wish for some shift of emphasis towards public health. In this respect, good coordination between policies and institutions, notably DG SANCO and EFSA, appears to be critical. To achieve prioritisation over a range of issues, there is a need to better define risk acceptance positions, whereby the achievement of target risk levels (to be defined in terms of probability) is weighted against its cost and/or its impact on related policy areas such as trade, competitiveness, household food spending or employment. On the other hand, it is recognised that achieving consistency between animal health and human health policies is not always easy. Indeed, animal health issues can be addressed uniformly over the EU within an harmonisation approach, whereas human health is managed by quite distinctive systems (social security, financing) in each MS, requiring a coordination approach ;

- In the case of the treatment of zoonoses, it was stated by some interviewees that: a) too much effort and resources had been devoted to FMD and that: b) more emphasis should be given on preventive measures.

7.1.3. Overall conclusions

Following the evaluation of the effectiveness in terms of the above criteria, the following conclusions may be drawn.

Food-borne zoonoses (***criterion a***) continue and remain a threat for EU citizens. In addition to the continuing strong prevalence of these diseases in human cases according to the data available, it was considered by those interviewed that outbreaks of salmonella and campylobacter did not receive the necessary attention in the past. Similarly the measures in place at the time of the BSE crisis were not considered to be effective in terms of addressing public health concerns as stated in reports at the time (e.g. Court of Auditors Reports, the special UK BSE inquiry) and this was reiterated in the results of our survey and interviews. Finally, the effort to monitor these diseases has been complicated by the lack of a harmonised methodology and definitions across MS. On the other hand, protection from non food-borne zoonoses is considered to have largely been achieved.

It was generally considered that the legislative framework concerning protection against physical and biological hazards in feed, as based on risk assessments provided by Community agencies (EFSA, EMEA, and more recently the ECDC), is adequate.

A drawback may be the cost and complexity of the various procedures in place, which (compared to the size of the market in some instances) may impair industry competitiveness or limit innovation.

In practice, however, some discrepancies in implementation and enforcement of Community rules for distribution, use of VMPs, feed and feed additives and evidence of certain non compliant situations (as raised in FVO reports) and discrepancies in current legislation (e.g. free intra-EU circulation of animal products treated with VMPs authorised at national level, while the use of the VMP is only allowed at that level) would need addressing to avoid any unacceptable threat to human health.

7.1.4. Recommendations and options for the future

This evaluation shows that there is room for some improvement in some areas of the CAHP, in terms of providing a high level of protection to human health. In particular, the following orientations for improvement would be suggested:

- To keep effectively reducing zoonoses, it appears essential to manage animal health at farm level, and it would be worthwhile examining how EU policy could promote a combination of :
    - usage of the right economic incentives to stimulate farmers towards good practices, for instance by linking single farm payment to hygiene compliance and good register handling or compensation for early sickness declaration ;
    - (pilot) schemes whereby local veterinarians would actively behave as advisors to farmers;
    - preventive measures ;
    - stringent sanctions in case of patent neglect or misuse.
- Good coordination between policy areas appears to be a necessary condition for prioritisation as well as for simplification and harmonisation of the various authorisation procedures. This implies the definition of clear risk acceptance positions.

As a more general and longer term orientation, a more systematic handling of safety issues arising at farm level will become increasingly essential in managing food safety issues. The farm often remains a weak link in controlling the feed and food supply chain. This is not too easy, because of the sheer number of holdings, some of them being very small, and the diversity of farming systems in the EU. Nonetheless, technology is making rapid inroads and which should encourage, at least as a long term vision, the emergence of large scale management of feed/food chain policy issues, such as safety, compliance, trade, etc. An interesting application area for such advance would be the control of feed content and VMP use. Practically, two main development routes are open: a) farm level best practices; b) integrated farming management and control systems, including veterinary and feeding records. This could be stimulated by EC funded R&D Framework Programmes[133]. Some of these elements will be incorporated in the above mentioned Hygiene Package. However, the full extension of this philosophy would require extending IT supported CAHP management systems based on electronic identification throughout the feed/food supply chain. This is a long term vision, which will not be easy to introduce in some regions or sectors (such as remote areas, low density of veterinarian services, scattered

[133] See for instance Advantrace: a R&D proposal on advanced traceability technologies in the food chain, submitted to 6th FP by a consortium led by IFT, Wageningen (NL)

animals, low income) Promoting pilot projects might be a worthwhile EC initiative in this respect. Training of operators will also be needed.

7.2. Cooperation network with MS and other organisations (EQ7)

7.2.1. Framework for the analysis

EQ7: ***To what extent have the Commission services succeeded in setting up an effective cooperation network with Member States and other organisations operating in the animal health field within its mission, in accordance with its mandate?***

Is this cooperation in line with a sound distribution of roles and responsibilities with reference to Community added value and subsidiarity aspects?

What has been the contribution of this network towards the attainment of the CAHP objectives?

Is this network the best way to achieve a common approach and coherence?

EQ7: Co-operation with MS and other organisations

(horizontal issue)

Objective:

- Achieve a common approach, common opinions and coherence (criterion e)

Implementation:

Effectiveness

- Communication/cooperation network with the MS and other organisations operating in the animal health field (criteria a, b)
- Cooperation with international organisations and TC (criteria c)
- Involvement of external stakeholders in policy process (criterion g)
- Uniform risk assessment methodologies (criterion d)

Efficiency

- Balancing EU - MS responsibility / reducing duplication (criterion e)

Added value of EU intervention (criterion f)

7.2.2. Implementation

Figure 1 presents the different entities involved in the Community Animal Health Policy, with an indication of their mandate and date of creation where appropriate.

The following observations can be made:

- A multitude of entities are involved. Furthermore, the entity 'MS' groups 25 MS with different animal health situations and interests;
- These entities have different mandates, and various (formal or informal) interactions;

- To a considerable extent, this network is relatively new with several entities (including DG SANCO in its present form, the EFSA, and several CRLs) operational only after 2000.

The effectiveness and efficiency of the Community interventions in the animal health field are linked to the appropriate organisation, distribution of tasks, co-operation and dialogue between the various Community and national entities with a view to supporting common objectives and communicating to the external world. This issue is also linked to issues of management and communication, as discussed respectively under EQ8 (chapter 7.3) and EQ11 (chapter 7.4).

7.2.2.1. Effectiveness

In describing the effective implementation of the co-operation network, we have focussed in particular on co-operation between:

1) DG SANCO and the MS;

2) DG SANCO and EFSA.

3) EFSA and the MS. This point also covers the effective development of uniform risk assessment methodologies and possible co-operation with ECDC;

4) Community Reference Laboratories (CRLs) and national laboratories;

5) DG SANCO and stakeholders, in particular their effective involvement in the policy-making process;

6) DG SANCO and international organisations;

7) DG SANCO and third countries.

The co-operation established between SANCO and some of the other entities of **Figure 1** are also analysed under other evaluation questions, in particular EQ3 'Imports from third countries' (SANCO-OLAF), EQ6 'Protection of human health' (SANCO-EFSA-MS), EQ8 'Commission management' (SANCO-other Commission services) and EQ9 'Research and science' (SANCO-DG Research).

1) Co-operation between DG SANCO and MS

Formal co-operation between DG SANCO and representatives of MS (***criterion a***) mainly takes place during the meetings of the Standing Committee on the Food Chain and Animal Health (SCFCAH[134]), which is composed of representatives of the MS and its working groups. The section on animal health and animal welfare meets at least once a month (except in August). The purpose of these meetings is to exchange views, discuss key issues and vote draft Commission decisions. DG SANCO is also in regular contact with the national Chief Veterinary Officers (CVOs), through formal/informal CVO meetings and the exchange of official/unofficial correspondence.

[134] The SCFCAH was established following the adoption of Regulation (EC) 178/2002, which set out the general principles and requirements of food law, established the European Food Safety Authority and laid down procedures for food safety issues which included the re-organisation of the regulatory committees system. The Committee's mandate covers the entire food supply chain, ranging from animal health issues on the farm to the product that arrives on the consumer's table. It replaced the Standing Veterinary Committee, the Standing Committee on Foodstuffs, and the Standing Committee on Animal Nutrition. Animal Health and Animal Welfare is one of the 8 sections of the SCFCAH.

By and large the majority of representatives of MS that were surveyed/interviewed are satisfied with this co-operation, in that it has allowed for closer contacts and the strong collaboration in the SCFCAH has contributed to better trust and solidarity among MS over the years, especially in the case of disease outbreaks.

Nonetheless, some MS have expressed regret that the focus of the SCFCAH has been too much on routine operations that have a relatively large workload (i.e. the various texts presented for approval), at the expense of discussion on Community longer term and more strategic/tactical issues (e.g. the direction of the policy, feedback on the utility and relevance of the various measures etc.). This may have implications for the effectiveness of the current system in terms of its ability to reflect on the longer term direction and aims of the CAHP, although the committee appears to provide an appropriate forum for such a debate. There are also additional CVO meetings to provide strategic guidance and review the work of the SCFCAH.

In addition, some MS believe that, in some cases, the way legislation is drafted necessitates frequent review through the committee. For example, the original safeguard decision texts were drawn up with very strict rules that make it necessary to revise them frequently through the SCFCAH procedure. More flexible original texts would have made it possible to review only once a month, instead of every week in some cases.

The large volume of texts going through the SCFCAH has led us to examine whether there would be ways of rationalising these, especially the type of texts that are usually adopted with virtually no discussion. Our analysis in presented in the forward-looking element of the study under **Option D**.

2) Co-operation between DG SANCO and EFSA

This is examined in the context of ***criterion b*** (establishment of a network with organisations operating in the animal health field)

Regulation (EC) 178/2002 of 28 January 2002, legally establishing EFSA, clearly separates the responsibility for risk assessment, lying with EFSA, from risk management, lying with the EU institutions. The European Commission proposes legislation as well as regulatory and control measures when and where required, taking into account EFSA's advice as well as other considerations.

Most of the respondents to the survey (63%) have indicated that cooperation between EFSA and DG SANCO has been fairly to very effective (Question 8.1, **Annex 2**). EFSA is seen in particular to have played a positive role in ensuring the distinction between risk assessment and risk management. The recent evaluation of EFSA[135] also indicates an overall '*consensus that things have improved with EFSA compared with the previous system*[136]*, due to the independence of the risk assessment and the quality of the EFSA opinions*'.

At the time of this evaluation the scientific opinions on animal health by the EFSA Animal Health and Animal Welfare Panel (delivered following specific DG SANCO requests) included AI, PRRS, paratuberculosis, and Rift Valley Fever[137]. The original request for EFSA's recent scientific opinion

[135] Evaluation of EFSA, Bureau van Dijk Ingénieurs Conseil with Arcadia International, December 2005, http://www.efsa.eu.int/mboard/122/final_report_evaluation1.doc

[136] Before the creation of EFSA, DG SANCO was both in charge of risk assessment and risk management and co-operated with Reference Laboratories, CVOs and experts of the MS to discuss and justify the need for legislation.

[137] Opinion of the Scientific Panel AHAW related with the Migratory Birds and their Possible Role in the Spread of Highly Pathogenic Avian Influenza; Opinion on Mycobacterium Avium subsp. Paratubercolusis, following a trade problem

on FMD[138] did not come from DG SANCO but from DG Development, which wanted to focus on the main diseases presented in third countries such as FMD, ASF, and CSF, although DG SANCO added part of the ToR with regards to the EU import risk assessment. More recently, further requests have been submitted to EFSA for scientific assessments on animal health issues including IBR and brucellosis.

The majority of those surveyed/interviewed think that EFSA plays a positive role that needs to be reinforced and that any EU rules/standards need to be based on risk assessment/scientific opinion as delivered in particular by EFSA.

At the same time, there needs to be further clarification on the '*science-basis*' of any legislation or recommendation. Both the present evaluation and the 2005 EFSA evaluation have identified significant variations in stakeholders' definitions and/or expectations of '*objective science*'. Furthermore, there is no common opinion on the acceptable level of uncertainty in risk assessment, and there could be tensions between on the one hand risk assessment and science and, on the other, risk management and policy making.

Both evaluations also indicate the need to improve the interactions between EFSA and DG SANCO with a view to increasing the timeliness of scientific opinions. Furthermore, some EC interviewees believe that it would help policy-makers to have a more quantitative assessment of the level of risk in EFSA reports. The response of EFSA to this demand is that, if risk-assessment is strictly science-based, it is difficult for EFSA to provide a quantitative assessment. A more quantitative evaluation of risk would involve making assumptions on different scenarios that could prevail, which does not necessarily need to take place at the level of EFSA. Some EC interviewees also mentioned the scope for better interaction between EFSA and the FVO, notably for EFSA to take into account in its risk assessments the analysis of relevant Food and Veterinary Office (FVO) inspection reports where appropriate[139].

3) Development of uniform risk assessment methodologies (*criterion d*), including cooperation between EFSA and MS (*criterion a*)

Regulation 178/2002, Article 23, stipulates that one task of EFSA is '*to promote and coordinate the development of uniform risk assessment methodologies in the fields falling within its mission*', the aim being to ensure that all scientific panels within EFSA apply a coherent approach in their risk assessments.

Furthermore, Article 36 of the same regulation foresees the setting up of a network enabling close collaboration with similar bodies in the MS.

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observed in Canada; Opinion on Porcine Reproductive and Respiratory Syndrome (PRRS), following a trade problem observed in Australia; Opinion on Rift Valley Fever aiming to provide risk analysis with a view to future revision of the legislation.

[138] Opinion of the EFSA AHAW Panel related to Assessing the risk of Foot and Mouth Disease introduction into the EU from developing countries, Assessing the reduction of this risk through interventions in developing countries / regions aiming at controlling / eradicating the disease, and Tools for the control of a Foot and Mouth Disease outbreak: update on diagnostics and vaccines. Adopted on 5 February 2006.

[139] It is important to note in this context that, as stated elsewhere in this Report, FVO reports are a snapshot of the situation and therefore particular caution needs to be paid to the use of such information which can not simply be used for extrapolation from particular cases to the more general reality.

This network doe not yet exist, although its establishment is expected to make scientific cooperation between MS considerably more effective. The 2005 EFSA evaluation has concluded that: *'Currently cooperation with MS mainly takes place via the Advisory Forum[140] and its three working groups: communications, IT and scientific cooperation, a new Working group focused on scientific cooperation with national agencies: identification of common priorities, sharing of tasks, etc. When the networks provided for by Article 36 will be established, the scientific cooperation with the MS scientific bodies is expected to get more effective, with an active involvement of the Advisory Forum as foreseen in Regulation 2230/2004. […] The process is complex, requires mutual confidence and thus time. The Advisory Forum working groups are important vectors of this progress. The fact that the networks are not yet fully operational limits their contribution to European coherence, notably in communication, and to common approaches.'*

Indeed, EFSA's own management Plan for 2006 points out that this network with other competent national organisations '*will further strengthen the collaboration between EFSA and organisations in the MS enabling EFSA to network more fully with scientific institutes and organisation. […] Outsourcing will play an increasingly important role in enabling EFSA to deliver its overall remit, tasks and obligations. EFSA will also engage fully with the members of the Advisory Forum to consider which work can be undertaken by national Authorities. The Scientific Committee and Panels however will remain responsible for the full content of their opinions'*.

Finally, more collaboration is expected in future between EFSA and the European Centre for Disease Prevention and Control (ECDC), established in April 2004, but operational only since May 2005. The mission of the Centre is to help strengthen Europe's defences against infectious diseases. While the EFSA is responsible for risk assessments in relation to animal health, the ECDC is responsible for risk assessment in relation to human health. The ECDC founding regulation[141] specifies its mandate regarding risk identification and risk assessment, as follows:

- Identify and assess emerging threats to human health from communicable diseases;
- Establish, in cooperation with the MS, procedures for systematically collecting, collating and analysing information and data with a view to the identification of emerging health threats which may have mental as well as physical health consequences and which could affect the Community.

Potential co-operation between EFSA and ECDC mainly concerns zoonoses such as salmonella, AI, tuberculosis, etc. transmissible from animals to humans either through living animals or through POAO (food-borne diseases). This year, the annual data collection and reporting on zoonoses, antimicrobial resistance and food-borne outbreaks of EFSA has been conducted in close collaboration with the ECDC, with data on zoonoses cases in humans acquired from its surveillance network.

Both EFSA and ECDC have also participated at the first CVO (Chief Veterinarian Officers) – CMO (Chief Medical Officers) meeting, organised by the Commission on 22 September 2005. This meeting highlighted the importance of the co-operation between the veterinary and health authorities and services in addressing key aspects of the monitoring and control of zoonoses (AI in this case).

4) Co-operation between Community Reference Laboratories (CRL) and national laboratories

This co-operation is also examined in the context of ***criteria a*** and ***b***. The aim is the provision of harmonised diagnosis for those diseases for which Community legislation is in place. To this end, the

[140] The Advisory Forum brings together representatives of the national agencies in charge of food safety.

[141] The ECDC was established by the European Parliament and Council Regulation 851/2004 of 21 April 2004.

CRLs are responsible for the coordination of the methods employed in MS for the diagnosis of specified animal diseases. Ultimately the objective is to achieve common opinions and avoid duplication of effort across the EU (***criterion e***).

A network of 10 CRLs has been gradually established since 1992[142] to ensure technical coordination between MS national laboratories for the following diseases: African Swine fever, classical swine fever, African horse sickness, avian influenza, Newcastle disease, bluetongue, rabies, swine vesicular disease, fish diseases and diseases of bivalve molluscs. There is also one CRL on zootechnics. Additional CRLs for FMD and brucellosis have recently been designated.

Nearly 60% of the survey respondents have indicated that this has been effective. Both survey respondents and interviewees have highlighted the added value brought by such co-operation: it appears that the annual meetings of laboratories, the organisation of proficiency testing and the inter-laboratory evaluations all contribute to a valuable exchange of information and the development of common approaches. Also the confirmation of certain diseases on behalf of national laboratories improves the quality of the diagnostics and saves money, because not every country needs to have established confirmation tests for all diseases.

It seems that the work of the CRLs could further benefit from a more extended co-operation at international level. Indeed, the first meeting of the regional steering committee of the General Framework-Transboundary Animal Diseases (GF-TADS) for Europe recommends that OIE/FAO/EC Reference Laboratories and Collaborating Centres increase networking to resolve technical and research gaps, improve training in animal health, dissemination of animal health information and the exchange of scientific information, pathological material and pathogens.

5) Relation with stakeholders and their involvement in the policy-making process (*criteria b* and *g*)

DG SANCO seeks the opinion and active involvement of stakeholders through frequent stakeholders' hearings, open consultations (including as part of this evaluation) as well as the Advisory Committee on the Food Chain and Animal and Plant Health. This latter was created in August 2004, because of the need to review the consultation system, to regroup the different existing advisory committees and to improve their operation. This new group brings together key stakeholders including farmers, the food industry, retailers, and consumer organisations to advise the European Commission on food safety policy. It meets at least twice a year and consists of 36 members from EU-level associations.

Despite this, several stakeholders indicated their consultation by DG SANCO could be improved, as follows:

- Consultation at an earlier stage of the legislative process would help to ensure the better drafting of regulations, taking into account practical issues, enhancing the understanding of the measures by stakeholders, and consequently, their implementation in practice.

- More planned and scheduled co-operation would provide opportunities for discussing current issues not only when it becomes necessary but also '*in peace time'* and for being more pro-active in developing appropriate (preventive) measures.

[142] The individual CRLs have bee designated through separate Council Directives or Commission Decisions (in the case of rabies vaccination and zootechnics). The current list is summarised in Working Document SANCO/10458/2003 on 'Community Reference Laboratories within the European Union'.

6) Co-operation between DG SANCO and international organisations (*criterion c*)

DG SANCO is actively involved in the work of several international organisations, including the OIE, FAO, WTO/SPS and the WHO, with the objective of improving international co-operation on animal health and welfare, conducting joint activities or developing common approaches. DG SANCO also plays a key role in the co-ordination of common positions of the MS in these international fora. In February 2004, the Commission obtained full observer status within the OIE.

By and large the majority of respondents to the survey and of those interviewed consider co-operation between DG SANCO and the OIE to be successful, with the OIE recommendations/standards and guidelines frequently following EU MS proposals.

Nevertheless, several of those interviewed have insisted that the current good position of the EU within the OIE should not be taken for granted. In future, it is considered important to maintain and even reinforce the external policy of DG SANCO through improved financial and human resources. Currently, DG SANCO resources for external policy appear to be limited.

Some stakeholders interviewed suggest that the Commission should have a direct representation at the OIE (as is the case with other relevant international fora, notably the CODEX and the WTO/SPS), in addition to the individual membership of the MS. The argument presented is that this option would enhance the EU influence for having its standards accepted at international level as well as contribute to a greater level of compliance between OIE recommendations/standards and guidelines and EU legislation, and perhaps also a more speedy adoption of OIE recommendations/standards and guidelines (and indirectly of EU rules) by the MS.

The question of a better alignment of EU rules to OIE recommendations/standards and guidelines is further discussed in the forward-looking element of this study under **Option A**.

7) Co-operation between DG SANCO and third countries (*criterion c*)

This co-operation is more specifically covered by EQ3 on imports from third countries and, for the future, by **Option H** 'Reinforcing EU Support to Third Countries'.

In brief, there has been significant assistance provided to third countries, which was highly valued by third countries that responded to the survey of third countries. Nonetheless, our evaluation has identified scope for more co-operation in future to assist the competent authorities of these countries to assume more responsibility so as to better meet EU requirements.

7.2.2.2. Efficiency

At the beginning of the evaluation period (1995) the network presented in **Figure 1** did not exist. Its progressive development has contributed to more effective and efficient Community interventions in the animal health field, through the creation of specific entities such as the FVO, EFSA, OLAF, ECDC, CRLs etc. with precise mandates. These entities generally centralise the expertise available at EU and MS level and thereby contribute thereof to reduced duplication of work ***(criterion e)***.

Although this network is now in place and appears to be sound, it offers potential for more synergies and complementarities through improved dialogue and more interactions between the different entities.

The fact that the 25 MS have to some extent different animal health situations and interests which can affect their enforcement of EU rules is an important issue to consider in terms of the effectiveness of this network. As already indicated during the informal CVO workshop in Edinburgh in September 2005, MS need to have flexibility to implement EU rules according to their regional and local

situations. In this context, the EC would have a key role to play in verifying the appropriateness of the national measures taken and their enforcement (as is currently the case through the FVO), and in applying proportionate sanctions if required.

An issue related to the efficiency of the co-operation between the Commission and the MS or other organisations is the cost linked to the organisation of meetings in Brussels (travel costs and time spent by experts to come to Brussels) versus their benefits. In particular, while the SCFCAH procedure is overall very appreciated, several participants interviewed have mentioned the need to rationalize the number of meetings and to give experts and national representatives more time to develop opinions in advance. Finally, the screening of the different animal health measures passing through the SCFCAH has allowed us to identify some measures that could follow simpler or quicker approval channels. More detail on this is provided under the forward-looking element of the study in **Option D** on 'Rationalising committee procedures'.

7.2.2.3. Added value

The results of the survey and interviews indicate that the co-operation established between DG SANCO and the other entities is considered to have provided added value (***criterion f***). This was defined in terms of a clear allocation of tasks, reduced duplication of work, cost-savings, development of a common approach, dissemination of best practices and development of better regulations and common standards (including through more science-based legislation), as illustrated in **Table 9**.

Table 9 Main contributions of the co-operation between organisations involved in the CAHP

	Clear allocation	Reduced duplication	Cost savings	Common approach	Dissemination best practices	Better regulation
DG SANCO-MS	x	x		x	x	
DG SANCO-EFSA	x			x		x
DG SANCO-EMEA						x
DG SANCO-ECDC				x		
DG SANCO-stakeholders				x		x
DG SANCO-International organisations				x		x
DG SANCO-candidate countries				x	x	
DG SANCO-third countries				x		
CRLs-NRLs	x	x	x	x	x	

Source: FCEC survey and interviews.

Nevertheless, as mentioned above, there is scope for improvement of the dialogue and interactions between the various entities of the network in place, for more added-value through better efficiency, effectiveness and a balanced sharing of responsibilities between the Commission and the MS.

7.2.3. Overall conclusions

During last decade a structure for co-operation in the animal health field has been put in place. This network is made of a large number of entities/organisations with different mandates. The co-operation procedures established these entities appear overall to be effective. In particular:

- The SCFCAH meetings offer the appropriate forum to regularly exchange information (including dissemination of best practice), discuss and vote draft Commission decisions.

- DG SANCO is actively involved in the work of several international organisations and plays a key role in the co-ordination of the common position of MS in these international fora. The EC exerts a significant influence at the OIE, with the OIE rules frequently following the EU MS proposals.

- The existing co-operation channels between MS appear to work effectively in international organizations (OIE, WTO/SPS, Codex) and to widen the pool of expertise available.

- EFSA has played a positive role in ensuring the distinction between risk assessment and risk management. Nevertheless, the mandates on animal health from DG SANCO to EFSA have so far been limited in scope and importance.

- The creation of the CRLs and their co-operation with national laboratories avoids duplication of work, generates costs savings, contributes to the development of common approaches and improves the quality of the diagnosis at EU level.

- DG SANCO regularly consults stakeholders through stakeholder hearings and its advisory committee on the food chain and animal and plant health.

As this structure is new, it offers potential for improvements/additions in the interactions, synergies and complementarities that already exist, to achieve more coherence and a common approach in the design and implementation of the CAHP.

7.2.4. Recommendations and options for the future

Future emphasis should be on consolidating the co-operation network in place to encourage the further development of common approaches and coherence through improved dialogue and interactions. The following issues have been identified as possible avenues to explore in improving cooperation in the future:

- For DG SANCO, increase the use of EFSA as a central point of reference for risk assessment on which to base EU measures and legislation. For EFSA, further develop its expertise to be able to provide scientific opinions on time on various issues, notably through the networking of the national organisations operating in the fields within its mission.

- Further develop the collaboration between DG SANVO and the newly created ECDC, for the identification and assessment of emerging risks from zoonoses.

- Improve co-operation between DG SANCO and stakeholders, in terms of providing both parties with better opportunities to discuss issues at an earlier stage of the legislative process. Also, stakeholders regret to be consulted mainly in case of crisis and would like to be consulted on a more regular basis during peace time.

- Further examine the costs associated with the organisation of meetings (mainly in terms of expert time taken by these meetings against benefits). In this context, the use of alternatives such as videoconference or teleconference, when possible and appropriate, could be further examined.

- Rationalise the amount of texts that go through the committee procedure (SCFCAH). This issue has been further explored under the forward-looking element of this study (**Option D**).

7.3. Commission management (EQ8)

7.3.1. Framework for the analysis

EQ8: To what extent do the management systems and processes of the Commission services contribute to the effectiveness and efficiency of the Community interventions in the animal health field?

EQ8: Management systems and processes

(horizontal issue)

Objectives:
- Focus activities/resources of Commission services on AH policy priorities (criterion b)

Design:
- Definition of objectives and indicators (criterion a)

Implementation:

Effectiveness
- System for activity prioritisation and allocation of resources (criterion b)
- Monitoring system (criterion g), including use of FVO reports (criterion d)
- FVO inspections (criterion c)
- Response to questions from EU institutions or other stakeholders (criterion f)
- Internal communication (criterion e)

The analysis of EQ8 also relates to the network of organisations active in the CAHP (**Figure 1**). According to this, the structure for the design and implementation of the CAHP exists. We examine here the extent to which the different entities of this structure contribute to the appropriate management of the CAHP.

7.3.2. Implementation

7.3.2.1. Design

The Activity Based Budgeting (ABB) activity 'Food Safety, Animal Health, Animal Welfare and Plant Health' of the Health and Consumer Protection Annual Management Plan (AMP) presents the objectives, supporting actions, impact indicators and output indicators for those 4 policies. **Table 10** summarises those related to the animal health policy.

In assessing the extent to which specific and operational objectives as well as indicators for outputs, results and impacts are contained in the work programme (***criterion a***), from the analysis of the AMP it appears that:

- The definition of the CAHP objectives is not the subject of a separate document. It is rather included in the overall definition of the ABB Activity "Food Safety, Animal Health, Animal

Welfare and Plant Health" of DG SANCO. This common presentation of objectives is good in showing the way the CAHP integrates with other objectives. However it is less appropriate in providing a clear and transparent presentation of the CAHP objectives themselves.

- Specific objectives are defined for the animal health policy. Some objectives refer more to the approach followed to implement the policy (e.g. stakeholders' information, effective implementation and enforcement, the EFSA) and do not reflect specific animal health targets.

- There is no overall view of the long-term Community Animal Health Strategy.

- Output and impact indicators are defined for the actions supporting the Community Animal Health objectives.

- There is no further description on the way data are collected and treated to feed such indicators.

Table 10 Objectives, actions, impact and output indicators for the animal health policy (Health and Consumer Protection AMP 2006)

General objectives	**Food and feed safety, animal health, animal welfare and plant health**						**International relations**	
Specific objectives	To protect and raise the health status of animals, in particular food-producing animals, whilst permitting intra-Community trade and imports in accordance with appropriate health standards and international obligations.	To complete the ambitious EU food and feed safety framework together with development of the necessary implementing measures plus manage and update existing legislation, in order to protect public health whilst ensuring the functioning of the internal market.	Effective involvement of all stakeholders in the drafting process of new legislation Promote transparency by providing consumers with information on food	Effective implementation and enforcement of the EU animal health legislation	To ensure that the Community alert system in relation to animal health work properly. In case of an emerging risk, to take action to coordinate a Community response and avoid a crisis If a crisis arises, to manage it effectively and reduce as much as possible its negative effects for the European citizens	To facilitate the delivery of timely and efficient scientific advice and technical assistance by EFSA To promote a coherent working approach in the risk assessment process. To endorse a consistent approach in the risk communication process.	To enable candidate and acceding countries to be fully compliant with EU requirements by the time of accession	To promote the credibility of the EC's approach towards SPS issue in the international area; to improve bilateral and multilateral cooperation on SPS issues in order to facilitate increased trade in food products under safe conditions; to mobilise the EC's external aid instruments to assist developing countries in the SPS field.
Actions	The legislative framework and implementing measures concerning intra-community trade and the import of live animals and POAO Control and eradication of animal diseases Traceability of animals and POAO, identification of animals	Zoonoses TSE/BSE/Animal by-products	Communication with external stakeholders, including Advisory Group on the food chain and animal and plant health Dissemination of information on FVO activities and communication with external stakeholders	Development, planning and management of SANCO inspection programme Performance of and reporting on inspection Follow-up to inspections Residues in food	Management of emerging risks in animal health sector Contribution to overall SANCO risk management process (safeguards actions)	Implementing rules and procedures Relations with the Management Board and the Advisory Forum Commission SANCO/EFSA Coordination Facilitation of the risk analysis process, and coherence between EFSA and non-food scientific committees	Assist in the negotiations on animal health and ensure that candidate and acceding countries become fully aware of their obligations in this fields	To participate in the work of International Organisations Relation with third countries Imports into EU Technical assistance

	Zootechnics							
Impact indicators	Downward trend over the time of the negative impact due to the occurrence of animal diseases included in vertical veterinary legislation in the Community (targets: overall reduction of costs of possible outbreaks compared to similar experiences in the past). Increase the number/percentage of eradication programmes reaching the programmed targets.	Downward trend in the incidence of BSE in the EU. More efficient and integrated legislation on food and feed safety. Downward trend in cases of human salmonellosis in the EU.	Increased participation of stakeholders in policy development and implementation	Percentage of recommendations made in FVO reports for which a commitment by competent authorities has been received to take action Percentage of commitments for which confirmation has been received that recommended action has been completed	No impact indicator related to AH	Tracking delivery of EFSA opinion in response to Commission requests (target: 80% by date requested).	Percentage of recommendations made in FVO reports for which a commitment by acceding and candidate countries has been received to correct a deficiency Percentage of commitments for which confirmation has been given by acceding and candidate countries that recommended action has been completed.	Resolution of bilateral trade tensions on SPS issues Increased number of standards governing trade agreed in the international standard setting bodies (CODEX, IPPC, OIE).
Output indicators	None	None	Specific stakeholder consultations on new legislative proposals	At least 80% of the planned FVO inspections completed (260 planned inspections) At least 90% of the number of planned FVO inspections completed	None	None	Bilateral meetings with competent authorities, on-going verification of transportation, verification of implementation	Number of formal meetings under Veterinary Agreements with third countries Number of third countries / sectors approved for export to the EU of live animals and/or animal products

7.3.2.2. Effectiveness

The effectiveness of the management systems and processes is analysed in terms of:

1. The extent to which the current 'system' ensures that activities are prioritised and resources allocated accordingly. This point also looks at the relation between Commission services as well as with external stakeholders.

2. The use of a monitoring system to monitor performance.

3. The effectiveness of the FVO inspections and the use of FVO reports.

4. The provision of responses to questions or enquiries made by EU institutions and other stakeholders.

1. System for the prioritisation of activities and resources (*criterion b*)

The results of the interviews as well our review of relevant documentation indicate that, ideally, the system for the activity prioritisation and allocation of resources should be based on the following principles (with no order of priority):

- Measures are clearly linked to the objectives
- Measures reflect the appropriate division of responsibility between the public sector and the farming industry
- Measures are decided on the basis of risk-assessment
- Measures are proportionate
- Measures are designed in partnership with the stakeholders
- Measures are coherent with other policies
- Measures are consistent with international obligations

We assess below the performance of the CAHP during the evaluation period, in relation to each of these principles.

<u>Measures are clearly linked to the objectives:</u>

Several interviewees mentioned the lack of a general approach behind the CAHP measures, which would take into consideration the impact on animal health, animal welfare and public health. Instead, the CAHP is perceived to be a patchwork of specific actions, with insufficient visibility of the overall direction, as already discussed in other parts of this Report.

The setting of priorities has consisted of a mixture of longer-term components such as the eradication programmes or the contingency planning but also of short-term or crisis driven elements. Resources, personnel and management attention tended to follow animal health crisis with risk of reducing focus on definition of longer-term objectives and indicators. Consequently, the apparent lack of a clear and

overarching long-term strategy and of a corresponding system for the prioritisation of resources could have led to potential misallocation issues.

As a result, relevant legislation has mainly been disease specific and only more recently (after the 2000 White Paper on Food Law) has it focused on the development of basic horizontal and overarching elements (including prevention tools such as bio-security).

This lack of a more pro-active attitude must be placed into context, as DG SANCO is often confronted with emergency situations and is working with limited staff.

Measures reflect the appropriate division of responsibility between the public sector and the farming industry.

When designing the CAHP, it is important to assess and develop the distribution of responsibilities. This implies the need to examine which diseases could be a public responsibility and which could be left to the responsibility of the farming industry.

Overall, the responses to the survey and the interviews indicate that it is in the public interest to prevent the spread of highly contagious diseases and zoonoses in order to protect public health, animal health and the environment and to ensure a well functioning market in animals and animal products. On the other hand, to the extent the spread of animal diseases which can be prevented by measures taken by farmers/other industry participants or their organisations this should perhaps be their responsibility. These issues are discussed further in part II of this Report, under the pre-feasibility study on cost-sharing schemes.

Again, there is a general perception that the CAHP has not sufficiently promoted the development and implementation of preventive measures by the farming industry.

Measures are decided on the basis of risk-assessment

The scientific base for Community legislation has greatly improved after the BSE crisis but there is still room for improvement.

More generally, the borderline between risk assessment (and science) and risk management (and policy-making) is not easy to define. Furthermore, elaborating scientific opinions takes time (6 months on average for EFSA) and this may conflict with the need to develop measures very quickly in case of emergency.

This contradiction has been identified by various EU and MS stakeholders during the interviews but also more generally in various strategy papers and stakeholder positions. For example, the UK DEFRA in their 2004 Animal Health and Welfare Strategy for Great-Britain, conclude that *'Science is both a driver for policy responses and forms part of the evidence base for ensuring that policy options can be effectively determined. Assessing and providing the science capability is, however, quite complex because of the breadth, depth and sometimes speed with which it is required to deliver. Thus Government requires a science base that gives expertise that can be trusted, but which is flexible and responsive to the varying demands that may be placed upon it'*.

Measures are proportionate

Up to now there have been no structured cost/benefit analyses supporting the decision-making process. Some qualitative work has been done in the past, e.g. on the role of vaccination, but there is no broad

system to define priorities. The greater use of impact assessment (notably based on cost/benefit analysis) should bring greater rigor to this.

Measures are designed in partnership with the stakeholders

DG SANCO has a good record of stakeholder consultation before designing measures. However, the fact that the CAHP management attention tends to follow animal health crises reduces effective stakeholder involvement during peace time.

Measures are coherent with other policies

This point refers to the inter-services communication and co-operation *(criterion e)* for the definition of animal health measures that promote long-term sustainable development. The majority of respondents to the survey as well as of interviewees pointed out the lack of inter-services co-operation in the past. For example, the regulation for by-products was reported to have suffered from a lack of co-operation between DG SANCO and DG Environment.

Several Commission officials interviewed attributed this lack of coherence to a lack of sufficient cooperation between the various services of DG SANCO. However, considerable progress was achieved on this more recently with the outbreak of Avian Influenza, when a dedicated team including staff from DG SANCO Directorates A, D, C and E was set up to manage the crisis. This team meets once a week to follow the situation and to exchange information. An action plan has also been developed, which is managed by the horizontal services. This represents an improvement compared to past situations, for example during the FMD crisis.

Measures are consistent with international obligations

Consistency with international obligations has been promoted and achieved through the strong EC influence at the OIE and its active participation in international meetings. A comparison of EU rules and OIE recommendations/standards and guidelines is currently under-way internally in DG SANCO, as also discussed under EQ3 on imports from third countries (chapter 6.2).

2. Use of a monitoring system (*criterion g*)

Although the AMP defines outputs and impact indicators, Commission staff indicated these are of limited value as no clear information is provided on their achievement. In particular, the indicators define what must be measured but provide no information on how to collect relevant data (sources of information and responsible persons) and how to interpret them (what would be the criteria of success or failure).Also, a significant number of respondents to the survey (39%, Question 9.4, **Annex 2**) indicated the need to improve the EC monitoring system by using more feedback.

A notable exception would be the disease eradication programmes, for which a specific monitoring system exists, which has developed clear quantifiable indicators to measure progress and compare targets with results. Decisions have been taken accordingly in 2000 and 2002 to amend the reporting system (for MS data submission) to fit these indicators and parameters. In line with the increased focus on regions, as from 2005 (to be published in 2006), results will be presented per region for the first time (for 2004 programmes). In addition to the data submitted by the MS, the FVO reports, the audit reports and the results of the Task Force for Monitoring Eradication also provide information for a reliable internal assessment.

3. FVO inspections (*criterion c*) and the use of FVO reports (*criterion d*)

FVO inspections play a key role in verifying the implementation of the Community rules on animal health in the MS and third countries. While overall these are appreciated, there is an apparent lack of sufficient follow-up to the missions, and apart from the infraction procedure there are no readily usable or proportionate sanctions in cases where competent authorities do not implement the recommendations of the FVO report.

The approach towards the inspection of third countries has now changed from the inspection of individual establishments to the audit of the whole system (Council Decision 95/408/EC). This move is considered to be an improvement to the previous way of working by contributing better to the knowledge of the overall level of risk assigned to the third country, and by allowing the third country to develop more responsible and competent authorities and control systems (as also discussed under EQ3 on imports from third countries, chapter 6.2).

The use of FVO reports in the Commission policy and the decision-making process appears to be relatively limited at present and is therefore an issue worth pursuing. Some interviewees mentioned that FVO reports could be more useful if they would give priorities with regard to the risks and provide quantifiable indicators. Also suggestions were made to extend the scope of the FVO to include the provision of advisory services (e.g. to third countries) and the appraisal of the relevance of the legislation. Currently the position is that the objective of the FVO as laid down in its mandate is to undertake inspections, so any extension to its role and scope would imply a change to its mandate.

More generally, more effective control of the implementation of EU rules would involve actions that go beyond the FVO inspections as such, including increasing collective knowledge of emerging risks and training/awareness-raising of stakeholders and operators to understand risks. It would also involve constant-coordination and information exchange between DG SANCO, other relevant Commission services (DG AGRI, Trade, TAXUD, OLAF) and the national authorities.

4. Response to questions or enquiries made by EU institutions and other stakeholders (*criterion f*)

The Commission regularly informs the EU institutions[143] in relation to draft legislation and the progress of the implementation of animal health measures, through speaking notes, speeches, statements, etc. It also responds to a large volume of correspondence and parliamentary questions on a variety of subjects. Nevertheless, it appears that in recent years, the Animal Health Directorate has been one of the least responsive within DG SANCO in terms of providing answers to Parliamentary questions on time, although the answers themselves are considered to be of good quality.

Commission staff are also fairly active in terms of participation in stakeholders' meetings, such as international conferences, working groups, the general assemblies of European associations of stakeholders, etc.

7.3.3. Overall conclusions

Specific objectives, output and impact indicators are defined in the current AMP, but the extent to which data are collected and treated to feed the indicators and inform priorities is not clear.

[143] European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions

The CAHP management consists of a mixture of longer-term components (e.g. eradication programmes, contingency planning) and short term/crisis-driven elements. Resources, personnel and management attention tend to follow animal health crises. This appears to be the reason for the relatively weak focus on definition of longer-term objectives and targets, and may undermine the effective stakeholder involvement and commitment to the policy as well as creating uncertainty for operators and the public administration.

There is no evidence of a systematic appraisal of the efficiency of past EC interventions. Overall, during the evaluation period, DG SANCO has not subjected the policy and legislative process to systematic impact assessment[144] nor to any systematic cost/benefit or cost/effectiveness analysis.

The scientific basis for Community legislation, as delivered by EFSA, has improved, although this is currently not the only source for science-based Community legislation.

FVO inspections are considered to be very thorough but the follow-up of recommendations made is relatively weak.

There is no structured and systematic feedback from the different organisations involved in the definition, implementation and enforcement of the CAHP (MS, stakeholders, DG SANCO, other DGs, EFSA, ECDC, EMEA, OLAF, etc).

The above identified deficiencies must be put in context. Since the mid 1990s, i.e. the start of the evaluation period, the EU has progressed enormously in setting up the current structures and systems. Consequently, many of the gaps can be attributed to the fact that this is a relatively new structure which will inevitably need improvements at both strategic and operational level.

7.3.4. Recommendations and options for the future

Improvements to the current system would include the following:

- Develop a culture providing better strategic guidance, ex-ante impact assessment of legislation and performance review/feedback across the various institutions involved in the CAHP management. Examples that already point to best practice in this direction are the FVO's decision to have annual meetings to prepare and review performance and prepare an annual strategy; and the work of the Task Force on control and eradication programmes.

- Develop a clear and transparent CAHP strategy at EU level, accompanied by a communication strategy. Encourage the quick and appropriate implementation of the Community animal health measures by defining clear targets, timetables and indicators.

- Follow-up and take into account the conclusions and recommendations of FVO inspections, including for the use of more proportionate sanctions for non-compliance to EU rules.

[144] The history of the introduction of impact assessments in the Commission and DG SANCO is as follows: 1) the White Paper on European Governance of 2001 (COM (2001) 428) introduces the concept of *Impact Assessment*; 2) the Commission makes a communication on impact assessment in June 2002 (COM 2002/276) and develops the first Commission guidelines for impact assessment (updated afterwards); 3) DG SANCO develops guidelines for the preparation of a SANCO Scoping Paper, effective since July 2005, whose Part 1 focuses on impact assessments.

- Improve the monitoring system by defining what type of information/data are necessary, and the format/frequency of collection. On the basis of this information/data, a series of real performance indicators could be developed in the future to give an objective assessment of the achievements of the CAHP.

- Continue to promote the early consultation of other Commission services and stakeholders before the drafting of any legislation, to ensure simple, effective and applicable legislation.

7.4. Communication towards stakeholders/consumers (EQ11)

7.4.1. Framework for the analysis

EQ11: To what extent does the current CAHP address the needs of stakeholders and the EU citizens?

Are there areas where changes are necessary concerning objectives, scope, management systems or processes?

EQ11: Communication towards stakeholders/consumers
(horizontal issue)

Objectives:
- Acceptance of CAHP (criterion b)

Implementation:
- communication and dissemination strategy towards interested parties and the public at large (criterion a)
- CAHP is risk based and proportionate (criterion c)
- CAHP takes account of the animal welfare rules (criterion d)
- CAHP takes account and gives support to environmental objectives (criterion e)

The analysis of EQ11, which looks at the conditions for an appropriate communication strategy on animal health issues, is also linked to the structures presented in **Figure 1**.

7.4.2. Implementation

The fact that consumer organisations have not felt confident/ competent or have simply not been available to answer the survey questionnaire or to respond to our request for an interview may suggest

that the complex and varied CAHP issues are not well understood or not readily understandable by these organisations, which often lack the expertise required to follow the complexity of the issues.

This first observation supports the need for a clear and transparent animal health strategy at EU level accompanied by a strong communication strategy.

Communication and dissemination strategy towards interested parties and the public at large (*criterion a*)

In addition to the formal publication of all legislation produced by the Commission services, the current Commission communication and dissemination strategy on animal health mainly consists of the following elements:

- Production of a range of press releases and other publications.
- Frequent participation of Commission staff in international seminars, workshops and meetings, including the presentation of papers.
- Updating and development of the DG SANCO website, providing information on activity related to the different animal health matters: Live animals; Semen, ova and embryos; Animal products, Animal diseases; Identification and Zootechnics.
- The chronology of some disease outbreaks in the Community and subsequent follow-up work.
- Reports of the SCFCAH meetings, regularly published on the web and provided to the European Parliament.
- Information and details of staging points, assembly centres, quarantine facilities or centres for importation of birds, semen collection centres and embryos collection teams, and Third Country establishments that have been approved for imports into the EU.
- Information in the General guidance for Third Country authorities on the procedures to be followed when importing live animals and animal products into the European Union.
- Weekly updated information concerning the animal health situation in the Community with the listing of notifications of animal diseases confirmed through the Animal Disease Notification System (ADNS).

The results of the survey (Question 12.1, **Annex 2**) indicate that 68% of respondents are satisfied with the Commission's information and dissemination activity related to the CAHP. This percentage decreases to 54% if we consider the representatives of consumers and operators only (sub-group made of the EU associations/federations and the national representatives of the consumers, industry, farmers and animal welfare). Main areas of dissatisfaction for this sub-group are the information on the control and eradication of animal diseases (42% dissatisfied) and information on the monitoring and surveillance of exotic diseases and new emerging risks (33% dissatisfied).

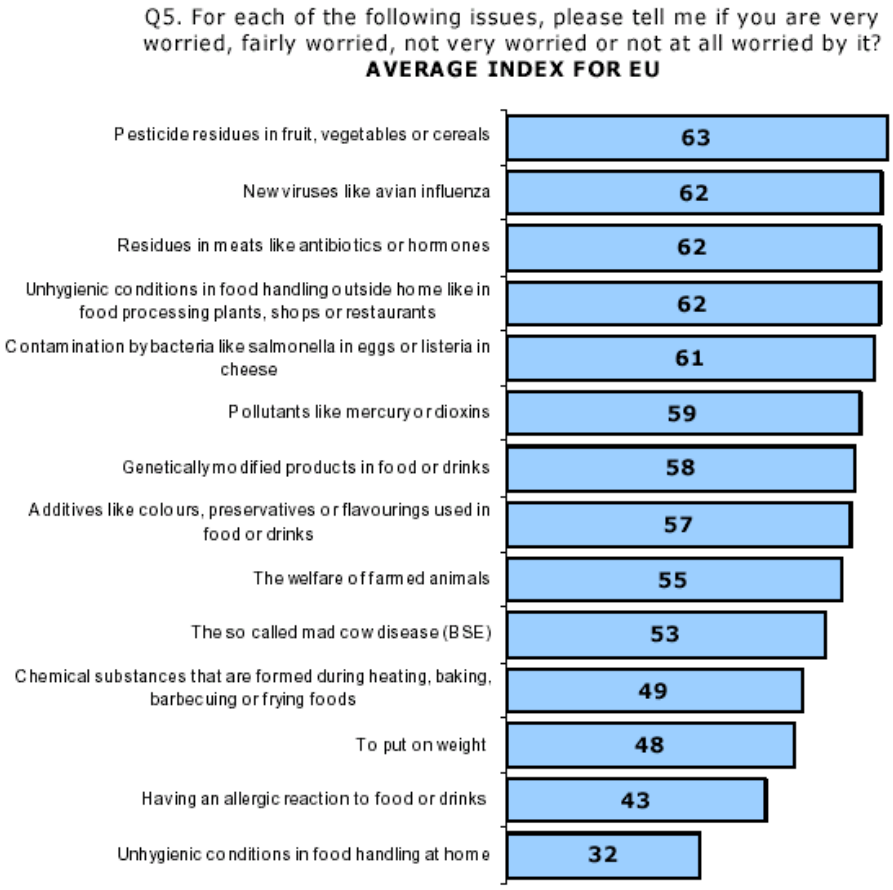
In terms of the type of information that really matters to consumers/citizens, the Eurobarometer survey on Risk Issues, published in February 2006, provides valuable insights on consumers' perception of risk related to food safety, as follows:

- There is a high level of awareness of EU food safety regulations (61% of respondents);

- Nearly 1 in 2 (48% of respondents) agree that public authorities in the EU do a good job in informing people about risks related to food;

- Consumers tend to worry most about risks caused by external factors over which they have little or no control. As illustrated in **Figure 12**, over 60% of respondents are worried about new viruses such as avian influenza (62%), residues in meats like antibiotics or hormones (62%), food hygiene (outside the home) (62%), contamination of food by bacteria like salmonella in eggs or listeria in cheese (61%). On the other hand, BSE is no longer a top concern (53%).

Figure 12 European consumers' perception of risk on various food safety issues



Note: Percentages indicated are those that have responded they are very worried or fairly worried.

Source: Special Eurobarometer on Risk Issues, Executive Summary on Food Safety, February 2006

The opinion of stakeholders on the appropriateness of such dissemination and communication strategy distinguishes between **routine communication** and **communication in case of crisis**:

1. Routine communication

The majority of stakeholders surveyed/interviewed believe that the way legislation is presented makes it difficult to identify which piece of legislation is applicable to them. Legal texts are often perceived to be too complicated, nearly unreadable, so that a guidance system is often needed.

In its preliminary position paper on the CAHP available on the DG SANCO website[145], the European Livestock and Meat Trading Union (UECBV) mentioned the need to improve the information provided on a regular basis about the animal health situation in the EU, in particular for the diseases with an important impact on trade among MS and with third countries. Currently, the Commission publishes a weekly update of animal disease outbreaks in the EU, based on notifications received through the ADNS system. The UECBV states that "*such report is not fully useful for the operators, because detailed information is missing on the localisation and on the main characteristics of the outbreaks. The publication, for instance, of a monthly report listing the main features of the outbreaks, the main measures taken and a map indicating the localisation of such events would be extremely helpful. An update on the situation of the diseases subject to control and eradication programmes in the EU would also be very useful*". This information, together with appropriate information on the health measures taken in case of crisis, would contribute to better transparency towards third countries.

Furthermore, it appears that DG SANCO lacks time (due to limited resources, and the urgency of the situation in some cases) to properly explain the reasoning behind its actions, resulting sometimes to adverse interpretation by the media and overreaction by the public. The Commission could be more pro-active to overcome such problems; by taking action that goes beyond the publication of press releases alone. Building stakeholders and consumers confidence on a solid basis is an important longer term objective, as their confidence can rapidly be undermined in response to (often unconfirmed, contradictory and irrelevant) information provided by the media.

On the issue of residues of veterinary medicines, the BEUC is of the opinion that "*monitoring results ... should be published regularly in order to inform consumers, with special attention to be paid to multiple residues from all possible applications, including pharmacological active feed additives. Also, a strict precautionary approach must be applied to residues in food of animal origin imported from third countries*" [146] These issues are of concern also to other NGOs active in the food safety and environment fields (e.g. WWF, Friends of the Earth etc.).

2. Communication in case of crisis

Stakeholders generally acknowledge that the information disseminated by the Commission in case of crisis has improved in recent years.

At EC and national levels, several institutions are expected to communicate in case of disease outbreak: the Commission, the EFSA, the ECDC, the national ministry, the national food safety agency, etc. Ensuring a coherent message from all organisations involved is important for keeping consumers/citizens' confidence.

[145] http://ec.europa.eu/comm/food/animal/diseases/strategy/theirviews_en.htm

[146] BEUC comments on the EU reflection Paper on residues in foodstuffs of animal origin, BEUC/X/014/2004, 10 May 2004

Good communication on risk to stakeholders/consumers is also of utmost importance, as wrong public perception of risk may force the regulator to take unjustified or disproportionate (in relation to the real risk) measures in case of crisis.

The use of the appropriate channel of communication is also important. The 2006 Eurobarometer on Risk Issues provides interesting information on consumers' exposure to media coverage on food-related health issues and their most trusted information sources, as follows:

- Media reports on food safety reach a vast majority of citizens. Nevertheless, over 40% of people either ignore stories they hear in the media about a type of food being unsafe/bad for health, or worry but do nothing.

- Consumer groups, physicians and scientists, are the most trusted sources when it comes to providing information about food risks, followed by public authorities. The media generates a fairly low level of trust while, as found in other consumer research, economic operators are cited as being amongst the least trusted sources.

The extent to which the CAHP addresses the needs of stakeholders and EU citizens is further analysed by examining the extent to which it is risk-based and proportionate and takes account of other concerns of interest such as the animal welfare and the environment:

CAHP is risk based and proportionate (*criterion c*)

The various animal health crises of the past decade (BSE, dioxin crisis, outbreaks of salmonella) led many consumers to question the safety and quality of their food and can be said to have created a crisis of confidence. The Commission took several initiatives to restore this, most notably the elaboration of the White Paper on Food safety (foreseeing the creation of the EFSA) and the adoption of the Farm to Fork approach.

The Eurobarometer survey on Risk Issues, published in February 2006, provides valuable insights on consumers' perception of risk related to food safety, as follows:

- Nearly 6 out of 10 (58% of respondents) agree that public authorities' decisions re food risks are science-based

- 1 in 2 (54% of respondents) agree that public authorities take citizens' concerns about health risks very seriously, although some scepticism exists regarding prioritisation between consumer health and commercial interests.

On the other hand, during our interviews, several stakeholders indicated the need to re-assess risks on a regular basis, and to avoid maintaining strict rules when the risk has reduced or disappeared. For example, current legislation on bovine traceability was largely made during the BSE crisis and was developed according to the worse case scenario. The situation has changed since that time so that strict rules would be applied only to countries still having problems with BSE, and no more to MS free of the disease. The costs of compliance to traceability requirements for stakeholders of MS that are free of BSE are high and are perceived to be disproportionate to the risk.

Similarly, some stakeholders highlighted that the EC still has a more precautionary approach to intra-Community trade than to third country imports, which is not perceived to be proportionate to the risk.

CAHP takes account of animal welfare rules (*criterion d*)

Animal health and animal welfare are highly correlated, i.e. animal well-being contributes to their welfare. Certain aspects of the livestock economy and organisation of the market, such as free trade of animals and long distance transport, correlate negatively with both concepts.

The concept of 'animal welfare' is more recent than that of 'animal health'. The original Community animal health legislation was developed when there was less awareness and indeed concern about animal welfare issues. Since the beginning of the evaluation period the coordination between the two concepts has evolved positively, especially in recent years. For example, a steering group with representatives of both relevant DG SANCO Directorates has been established for the elaboration of the recent Action Plan on Animal Welfare and both aspects are discussed in one AHAW Scientific Committee.

There is still nonetheless some lack of coherence between animal welfare and other EU policies, for example the existence of EU export subsidies for live animals under the CAP during the evaluation period may have encouraged their long distance transport which is seen as negatively affecting their welfare (as well as potentially increasing risk exposure to animal diseases, as discussed under EQ1 and EQ3).

Our survey indicated that almost two thirds (63%) of respondents felt that the CAHP did take sufficient account of animal welfare issues, but the interviews highlighted the need to increase operators' and consumers' understanding of animal health and animal welfare links and of the external effects linked to the trade in live animals.

Increasing consumer awareness and pressure to take more into account animal welfare issues will mean a need to make all EU policies more consistent in this regard. According to the 2005 Eurobarometer survey on consumers' attitudes towards the welfare of farmed animals, 74% of European consumers believe they can influence the welfare of farmed animals by their purchasing behaviour, 57% claim they are prepared to pay more for food sourced from more animal welfare friendly systems but they would also like these product be more readily identifiable (e.g. through labelling).

CAHP takes account and gives support to environmental objectives (*criterion e*)

Only about half of the respondents to our survey found that the CAHP sufficiently took into account environmental and sustainability objectives. Furthermore, our discussions revealed a number of areas where animal health policies do not sufficiently take into account environmental objectives. While by definition the two policies aim to serve different objectives and the interactions between them are highly complex, respondents nonetheless considered there is a need for greater inter-play between the two policy areas.

Coming to the type of potential interactions that exist between the two policies, a distinction can be drawn between animal health measures taken in ordinary day-to-day operations and 'peacetime' situations, and those measures that are taken at times of crisis.

In terms of the former, it was noted during interviews that by resulting in a transfer of funds from low-risk to high-risk areas, the CAHP is considered to indirectly contribute to the maintenance of these areas. Higher risk areas are usually identified to be the high density areas, in that when there is a disease outbreak the risk of spread is higher and therefore the economic impact. Various disease outbreaks have indeed resulted in significant fund transfers to such areas (e.g. the CSF outbreak according to the 2000 Court of Auditors Report on CSF). High animal density areas have adverse

effects on the environment especially in terms of soil and water pollution. There is significant literature on the environmental implications of high density areas[147], including that drawn in the context of the implementation of the Nitrates Directive. This demonstrates the type of pressures that can be caused by the concentration of livestock in certain regions in terms of nitrogen supply[148]. Issues of adverse environmental implications of intensive farming are already dealt with under EU environmental legislation, notably the Integrated Pollution Prevention and Control (IPPC) Directive which covers poultry and pig farms over a certain livestock density[149].

In terms of crisis situations, some of the measures taken under the CAHP (notably mass culling) have potential adverse environmental consequences from the disposal of animal by-products, including the potential impact of disposal routes on groundwater and of emissions on air quality[150]. Some stakeholders have expressed doubts on the extent to which current animal by-products legislation (Regulation 1774/2002)[151] sufficiently addresses environmental aspects or that the interplay with

[147] The more direct environmental impact of the Common Agricultural Policy (CAP) in relation to such areas has been analysed extensively in the recent evaluation of the Common Market Organisation for pigs, poultry and eggs, carried out by Agra CEAS Consulting for DG AGRI (http://ec.europa.eu/agriculture/eval/reports/pig_poultry_egg/index_en.htm).

[148] E.g. latest report on the implementation of the Nitrates Directive, especially map III on p. 11 and map IV bis: http://ec.europa.eu/environment/water/water-nitrates/91_676_eec_en.pdf

[149] Council Directive 96/61/EC of 24 September 1996 concerning integrated pollution prevention and control. Article 1 and Annex 1 include intensive livestock farms (defines as in excess of 40,000 poultry, 2,000 pigs and 750 sows), as well as larger capacity slaughterhouses, processing plants and installations for the disposal or recycling of animal carcasses and animal by-products.

[150] See for example "The environmental impact of the foot and mouth disease outbreak", UK Environment Agency, Foot and Mouth Task Force, 2002. The report examines the main potential pressures on the environment due to the outbreak, including: the disposal of about six million animal carcasses, two-thirds from disease control and one-third from welfare cull, amounting to some 600,000 tonnes (nearly half of which was either burnt or buried on farms, about a fifth was rendered and the remaining went to mass burial); the disposal of pyre ash; the use and disposal of large amounts of disinfectant; alternative outlets or storage facilities for wastes normally applied to land. The report concludes that due to prior extensive consultations between the relevant stakeholders including the Environment Agency on the hierarchy of disposal methods, environmental impacts were largely contained, although these could have been potentially extensive.

[151] Regulation (EC) 1774/2002 of the European Parliament and the Council laying down health rules concerning animal by-products not intended for human consumption, adopted on 3 October 2002. Adopted after some of the biggest crises the EU has faced, this Regulation is a major component of the Commission strategy to combat and eradicate feed-borne crises such as BSE, FMD, CSF and dioxin contamination (the use of certain animal by-products in animal feed can spread diseases or chemical contaminants). It is thus key to the exclusion of dead animals and other materials from the feed chain and to the safe processing and disposal of over 16 million tonnes of animal by-products produced in the EU each year. Apart from the direct animal/public health effects when inappropriately used in feed, animal by-products can pose a threat to animal and human health via the environment if not properly disposed of. Under Regulation 1774/2202, only materials derived from animal declared fit for human consumption following veterinary inspection may be used for the production of feeds, while clear rules are set out on what must and may be done with the excluded animal materials. The Regulation introduced incineration and co-incineration as outlets for animal by-products and, for certain categories of material, permitted composting and biogas production. Latest implementing legislation in this field includes Commission Regulation (EC) 92/2005 implementing Regulation (EC) 1774/2002 as regards means of disposal or uses of animal by-products and amending its Annex VI as regards biogas transformation and processing of rendered fat, as amended by Commission Regulation (EC) 2067/2005 with regards to alternative means of disposal and use of animal by-products.

environmental waste legislation is sufficiently understood, as also indicated in the latest Commission report on the implementation of Regulation 1774/2002[152]. Although there is no evidence at present that such environmental consequences are systematically assessed at Community level, they are expected to be more important the more the CAHP has to intervene with such measures. On the other hand, a more preventive CAHP as suggested in this Report could be expected to reduce the need for such measures. It is interesting to note nonetheless that, while potentially severe, these impacts are only considered to be relatively small and short-term when compared to the overall long-term pressures caused by farming practices in general. This was, for example, a key conclusion of the environmental impact assessment of the UK FMD outbreak by the UK Environment Agency.

It can therefore be concluded that the CAHP has not contributed to the attainment of environmental objectives. By focussing more on preventive measures in future, this may contribute to reducing animal densities and the spread of outbreaks, which in its turn can have beneficial effects on the environment.

There is a need to increase the understanding of the complex interactions between the animal health and environmental policies. This can be promoted through more research and analysis of the environmental effects of key items of animal health legislation (environmental impact assessments are already a step to this direction). Also, through improved consultation/dialogue between the Commission services in charge of the two policies (i.e. DG SANCO and DG Environment). To this end, future possible revisions of animal health legislation with significant environmental consequences should take these more systematically into account. This relates in particular to a) legislation that relates to emissions from facilities, and b) legislation encouraging particular animal by-product uses that may be less or more environmentally favourable according to the environmental waste management hierarchy as laid down in Community environmental policy and legislation (Directive 2006/12/EC (Waste Framework Directive) and the Thematic Strategy on the prevention and recycling of waste (COM 2005 666)).

More generally, there is an issue of clarifying the application of the 'polluter-pays' principle, as laid down in environmental legislation and EC Treaties, in the application of animal health measures that have environmental consequences.

7.4.3. Overall conclusions

Stakeholders and consumers ask for a CAHP that is risk based and proportionate that takes into account other objectives of concern to them and that is adequately communicated so that they themselves and the external world have trust in the measures decided on and implemented.

Overall, they believe that EU animal health measures have contributed to increased confidence and greater food safety.

Nevertheless, some measures that are proportionate in a crisis situation may become exaggerated when the risk has reduced or disappeared. Also wrong/misguided public perception of risk may force

[152] Report from the Commission to the European Parliament and the Council on the measures taken by Member States to ensure compliance with Regulation (EC) 1774/2005 of the European Parliament and the Council of 3 October 2002 laying down health rules concerning animal by-products not intended for human consumption. The Reports states that there is a need to clarify the relationship between veterinary and waste legislation applicable to animal by-products.

regulators to take disproportionate measures (as has largely been the case for example with the BSE crisis).

In recent years, new processes have encouraged the consideration of both animal health and animal welfare aspects when developing new measures. A dedicated team has been set up for the elaboration of the Animal Welfare Action Plan and both aspects are discussed in one AHAW Scientific Committee. Also, there is increasing support for high animal health and high animal welfare standards that add value to the primary production chain. Nevertheless, operators and consumers need to better understand the animal health and animal welfare value chain and the potential adverse effects created by excessive trade in live animals.

More generally, there is an asymmetry of stakeholder capability of representation in terms of consumer/citizen interest groups across the board of European policy development, particularly where these relate to the provision of public goods (such as public health). This trend appears to be repeated in the case of food safety and AH/AW policy, which is perhaps reflected in the fact that the evaluation team had not had a significant response from consumer groups. Other DGs involved in the provision of public goods (e.g. DG Environment, DG Development, DG Education & Culture) have addressed this issue through the provision of funding to NGOs active in these fields, to promote their operation and participation into the public policy debate and actions to encourage wider awareness-raising for the general public. An evaluation undertaken in 2005 for the DG ENV scheme[153] has revealed that such action can have significant results in improving a more balanced participation by all interest groups into the policy debate and formulation.

The current communication and dissemination strategy of the Commission on the CAHP is quite extensive and uses various channels (publications, participation to meetings, websites, etc). It reflects the overall CAHP design, in the sense that it concerns mainly specific animal health problems and the measures taken, but with no communication on the overall direction of the CAHP.

Current routine communications, while useful, could be further structured and processed for the benefit of the operators. For example, this could be done through providing further explanation and guidance on the legal texts to enable the operator to identify what is relevant, or through more systematic presentation of data and information on the various animal disease outbreaks.

The information disseminated by the Commission in case of crisis has improved in recent years. Further improvements could nonetheless be introduced, for example in providing more information on the background and reasoning for the action taken in case of crisis.

7.4.4. Recommendations and options for the future

The following points have been identified where improvements could be made in future:

- Develop a clear and transparent animal health strategy at EU level accompanied by a strong communication strategy (as also discussed under EQ8).

- Improve the co-operation between the various European and national entities required to communicate in case of animal health crises, to ensure a coherent message to the stakeholders and consumers.

[153] Agra CEAS Consulting: "Evaluation of the implementation of the Community action programme promoting NGO's primarily active in the field of environmental protection (Decision 466/2002/EC), June 2005.

- Further explain to stakeholders and consumers the rationale behind the CAHP measures, to avoid overreaction in case of crisis.

- Make better use of health professionals to understand risks. This is particularly important in view of the fact that these seem to be the most trusted sources for providing information about food risks (followed by public authorities).

- Regularly re-assess risk to avoid imposing unjustified rules (and costs) on producers/stakeholders (which are ultimately also to the detriment of consumers).

- Improve presentation of legal texts (including their consolidation) to ensure quick and easy access of operators/stakeholders to the legislation of concern. This may include website improvements, with comprehensive relevant information for all interested parties (with selective authorised access), checklists, manuals and a forum for Q & A.

- Improve the information provided on a regular basis about the animal health situation in the EU with detailed information on the localisation and on the main characteristics of the outbreaks. This would contribute to better transparency and improved trust from trading partners from other MS and third countries.

- Further improve the coherence between Animal Health and Animal Welfare rules. Make the new Animal Health strategy complementary to the Animal Welfare Action Plan and vice versa.

- Improve cooperation and communication between the various Commission services for the attainment of coherent objectives between the various policies, such as for the environment and agriculture (farming practices, bio-diversity, control of environmental pollution etc).

- Improve participation of currently under-represented interest groups (consumers/citizens) in the policy debate on animal health and food safety, including through the provision of financial support to relevant European NGOs. Such schemes currently exist in the context of other policies related to the provision of public goods that are managed by other DGs. The financial support provided in these cases has been found to be crucial for encouraging a more open public debate and public confidence in European policy-making.

7.5. Internal coherence and external consistency of the CAHP (EQ12)

7.5.1. Framework for the analysis

EQ12: ***To what extent does the intervention logic, objectives and activities linked to CAHP support or possibly conflict with those of other current EU policies***

To what extent are the elements of CAHP's intervention logic internally complementary, mutually supportive and consistent?

How successful has CAHP been in promoting the necessary coherence and complementarity between the different EU policies in collaboration with the Commission and Member States?

EQ12: Internal & external coherence/complementarity

(horizontal issue)

Objectives:

- Internally coherent hierarchy of CAHP objectives (criterion c)
- Externally consistent with other EU objectives (criterion a)

Intervention logic:

- Internal: see EQ8 and conclusions (criterion c)
- External (CAP): farmer responsibility, cross-compliance, prevention incentives, intensive production areas, rural development (criterion b)
- External (other): competitiveness and 'better regulation' objectives (EU), external relations policy including aid (TCs) (criteria a and d)

7.5.2. Overall conclusions

In examining whether the CAHP objectives are internally and externally consistent it is important to bear in mind how the policy and hence the objectives have evolved. As outlined in chapter 5.1, due to its evolution the current CAHP appears to be a series of linked and interrelated policy actions rather than a single policy framework. The policy has gone a long way since its early stages of development in the early 1960s when it was subsumed to the requirements of agricultural policy as part of the CAP and largely managed by national Ministries of Agriculture.

Major factors that have shaped the policy in the last 10 years include the completion of the Internal Market (1 January 1993), the reaction to major outbreaks of animal diseases and to rising public concern on the Community approach to food safety issues and the protection of animal and public health, scientific and technological developments, successive reforms of the CAP, the implementation

of the URAA and the SPS agreement[154], EU enlargement, and rising public awareness and demand for the related public goods including public health, the protection of the environment and animal welfare.

This analysis has led to the development of the intervention logic for the past policy

Against this background, it is instructive to examine the response to the survey question of whether the CAHP was considered to be consistent with four other European policies of relevance to animal health policy: the CAP (***criterion b***), trade policy and EU international obligations, public health and food safety, and the Lisbon strategy (***criterion a***).

Results (Question 2.7, **Annex 2**) clearly indicate that while, as would perhaps be expected over two thirds (71%) of those responding to this question considered the policy to be internally consistent with public health and food safety objectives, some 60% felt it was consistent with trade policy and the EU's international obligations and 55% considered it to be consistent with the CAP. More importantly perhaps this perception of consistency was reversed when stakeholders were asked whether the CAHP was consistent with the Lisbon Agenda and some 56% considered it was not. This result appears to reflect the underlying tension between the need to remain internationally competitive in terms of costs and at the same time invest on maintaining a high animal health status within the EU. On the other hand, it can also be interpreted as a lack of sufficient focus in the past policy on actions that could have prevented costly disease outbreaks. This latter point has been highlighted throughout the evaluation, and points to the need for more prevention strategies including the improvement of on-farm bio-security (as discussed under **Option G** of the forward-looking element of the study.

The issue of consistency with other policy objectives notably on animal welfare and environmental protection has been dealt with under EQ 11 (chapter 7.4), where it was concluded that some incoherence can be found.

The issue of balance of effort in controls between legal and illegal activities is dealt with under EQ3 (chapter 6.2), where it is concluded that this is at present unsatisfactory and that more needs to be done in targeting illegal activities (as discussed also under **Option E**).

The issue of coherence with the EU external relation policy is also discussed in the context of imports from third countries (EQ3), where it is concluded (on the basis of results from the third country survey) that the EU animal health measures and procedures for imports appear to have had a beneficial effect on third countries upgrading their standards and structures. Nonetheless, high EU standards may pose a difficulty for certain developing countries to comply with and the EU could do more in this area to provide assistance to third countries to improve their structures and competence (as discussed under **Option H**).

The issue of internal coherence in the hierarchy of the established objectives (***criterion c***) has been dealt with under EQ8 (chapter 7.3), where is concluded that although specific objectives, output and impact indicators are defined in the current AMP, the extent to which these are monitored to inform priorities and objectives in the implementing animal health legislation is not clear.

The issue of the quality of dialogue within Commission services, with MS and stakeholders (***criterion d***) has already been addressed in the context of EQ7, EQ8 and EQ11 (chapters 7.2, 7.3, 7.4, respectively). There is currently an increasing debate on the issue of "better regulation" across the EU institutions, and how this could be achieved. For example, in its Communication on the Lisbon

[154] The Uruguay Round on Agriculture (URAA), and the Sanitary and Phytosanitary Agreement (SPS).

Process in February 2005, the Commission acknowledged that the regulatory climate must improve" (COM(2005)24); subsequently, in March 2005, the Commission issued a further Communication on "better regulation for growth and jobs in the EU" (COM(2005)97). Improving stakeholder participation, especially for currently relatively under-represented groups such consumers and EU citizens, is a complementary way of achieving this. The fact that in many cases, the problems identified were attributed to weak MS enforcement of the current legislation, points to the need to strive for simplified rules/better regulation and a more balanced stakeholder participation in the policy-making process.

7.5.3. Recommendations and options for the future

With possible further trade liberalisation as a result of the current Doha Round of WTO trade negotiations, it seems likely that there will be an increase in trade in meat and meat products which will result in greater risks for the animal health status within the EU. Thus there will be a continuing tension between trade policy objectives and animal health objectives which as is highlighted in the analysis under EQ 3 will increase the need for more risk-based approach to border inspections as well as for shifting responsibility and improving risk management at TC level (via training and knowledge sharing). These issues are further addressed under **Option E** and **Option H**, respectively, of the forward-looking element of this study.

In order to promote competitiveness and better regulation there is a need to simplify policy management and have implementable legislation, including through rationalisation of committee procedures (as discussed under **Option D** of the forward-looking element of the study) and alignment to international rules (OIE, WTO) (**Option A**).

The need to place more emphasis on prevention as a more cost-effective way to addressing animal health and animal welfare issues longer term is highlighted by our conclusions to the various EQs. This also fits with the Lisbon objectives of increasing competitiveness and minimising economic losses. Accordingly the scope for supporting on farm bio-security measures has been examined further under **Option G**.

Another issue that fits with the Lisbon agenda of improving the competitiveness of EU operators related to EU exports and the scope for improving the framework for EU exports to third countries by defining export conditions at EU level (as examined under **Option F**).

8. Overarching issues

8.1. Financial issues

EQ10:

a ***To what extent are the financial instrument and the amount of available funds at EU level adapted to the needs addressed by the CAHP?***

b ***Based on the experience gained in some Member States, can "insurance schemes" or other similar financial schemes covering direct and/or indirect costs be considered as viable options to prevent major financial risks for the Member States or for the Community budget?***

c ***Where they exist, have they led farmers to take more responsibilities in the prevention and resolution of animal health crises?***

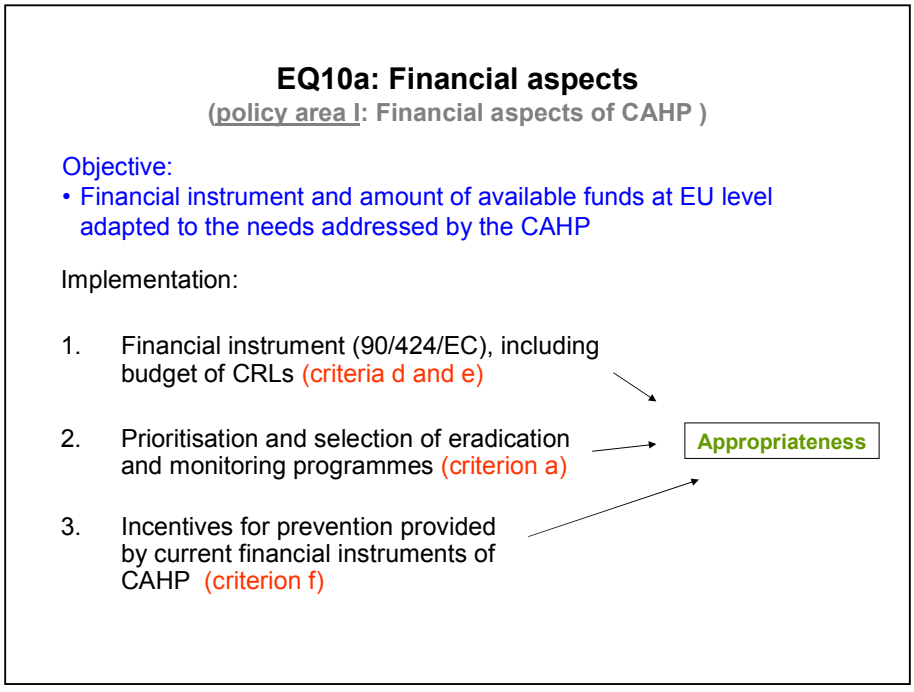
8.1.1. Appropriateness of CAHP budget (Decision 90/424/EEC) (EQ10a)

EQ10:

a ***To what extent are the financial instrument and the amount of available funds at EU level adapted to the needs addressed by the CAHP?***

b ***Based on the experience gained in some Member States, can "insurance schemes" or other similar financial schemes covering direct and/or indirect costs be considered as viable options to prevent major financial risks for the Member States or for the Community budget?***

c ***Where they exist, have they led farmers to take more responsibilities in the prevention and resolution of animal health crises?***



8.1.2. Appropriateness of CAHP budget (Decision 90/424/EEC) (EQ10a)

This section focuses on the financial framework of the CAHP and more specifically on the appropriateness of the present financial instrument and options for the future. The basic legislation here is laid down in Council Decision 90/424/EEC of 26 June 1990, on expenditure in the veterinary field[155]. The evaluation has focussed mainly on examining expenditure under Decision 90/424/EEC, in line with the ToR, but where appropriate reference is also made to other expenditure from other funds committed on animal health measures during the evaluation period.

Council Decision 90/424/EEC brings together all Community financial measures for animal diseases which involve compulsory Community Financing. It is composed of 3 budget lines:

17.0401: Eradication and monitoring programmes

17.0403: Emergency fund for veterinary complaints and other diseases

17.0402: Other measures in the veterinary, animal welfare and PH field

Total expenditure under the 3 budget lines of Decision 90/424/EEC for 2001 to 2005 is provided in **Table 11**. For earlier years it has not been possible to collect comparable data.

Table 11 Total budget on veterinary measures under Decision 90/424/EEC

	Budget line	**2001**	**2002**	**2003**	**2004**	**2005**
	Total budget veterinary measures	562,943,030	254,383,684	280,316,396	344,403,580	219,850,366
17.0401	Eradication and monitoring programmes	110,700,000	161,006,000	134,881,976	146,935,000	200,623,719
17.0403	Emergency fund for veterinary complaints and other diseases	447,112,910	50,854,668	137,555,211	187,665,000	4,835,834
17.0402	Other measures in vet, animal welfare and PH field	5,130,120	7,946,687	7,879,209	9,803,580	14,390,813
	Budget line	**2001**	**2002**	**2003**	**2004**	**2005**
	Total budget veterinary measures	100.0%	100.0%	100.0%	100.0%	100.0%
17.0401	Eradication and monitoring programmes	19.7%	73.2%	48.1%	42.7%	91.3%
17.0403	Emergency fund for veterinary complaints and other diseases	79.4%	38.9%	49.1%	54.5%	2.2%
17.0402	Other measures in vet, animal welfare and PH field	0.9%	3.6%	2.8%	2.8%	6.5%

Note: Figures given are on the basis of committed expenditure

[155] The ToR refer to Decision 90/424 as the 'Veterinary Fund'. Discussions with DG Budget representatives have confirmed that, formally speaking, only budget line 17.0403 constitutes a Fund as such.

The appropriateness of Decision 90/424/EEC in the context of **budget line 17.0401** has been examined in more detail under the analysis of the eradication and monitoring programmes in chapter 6.3.

From this analysis it can be concluded that this budget line generally has provided the right instrument for financing these programmes and the co-financing principle has provided the right approach to targeting animal diseases at Community level (***criteria a*** and ***b***). However, there is scope to address certain efficiency and added value issues. In particular there would be scope to re-consider the appropriateness of the allocation of the funding between diseases (such as the large share taken by BSE/TSE monitoring when the prevalence of the disease is not at a peak). Also, the use of this funding mainly/exclusively for diseases that are of high EU priority (in terms of the need for EU coordination of actions to target these diseases) could be examined. In practice, out of a total 26 diseases included in the Annex of the legal basis (Council Decision 90/424/EEC), only 13 diseases have received Community co-funding during 1995-2005. For the rest, it may be more appropriate and more efficient to target the diseases at regional/local level. This issue is discussed further under EQ10b/c in the pre-feasibility study on cost-sharing schemes (Part II of this Report).

In order to improve the overall programme prioritisation, selection and performance (***criterion a***), the system of programming and financing is already under review (as described in more detail in chapter 6.3). Of note here is that in future multi-annual programming will be the general approach to eradication, control and monitoring of animal diseases as well as zoonoses co-financed by Community funds. Also, the funding aims to concentrate on diseases with an impact on public health (such as BSE/TSEs, brucellosis, rabies and bovine TB), followed by diseases on former list A of the OIE or with vertical Community legislation on controls in place (including SVD, ASF, CSF and bluetongue), with diseases in the former OIE list B coming last (such as Aujesky's or bovine leucosis). To this end, the financial instrument (Council Decision 90/424/EEC) is to be revised shortly to allow for the implementation of multi-annual programming.

Additionally, it is foreseen that a "*detailed and verifiable audit trail*" be established and that Member States meet the requirement that "*financial data should be split according to the activities planned and performed with a clear mention of each unitary cost*"[156]. It is also intended that "*as a consequence of the supervisory activity, financial adjustment or sanctions may be imposed on the Member States*". The ongoing review of the financial instrument therefore intends to increase accountability of the MS and strengthen performance-oriented funding in the area of animal health (***criterion b***).

The appropriateness of Decision 90/424/EEC in the context of financing emergency measures in the event of livestock epidemics (**budget line 17.0403**) is discussed under EQ10b/c in chapter 3.3, Part II of this Report. The key issue assessed is how the Commission currently deals with crises from a budgetary point of view, and the effect/appropriateness of current co-financing rates. Of note here is the fact that this budget line tends to absorb a high proportion of the overall funding available, depending on the year. As the overall expenditure on emergency measures can actually be higher because in exceptional crises additional money can be provided from uncommitted funds under the EAGGF, this means that in certain years expenditure on emergency measures dwarfs all expenditure committed on non-emergency measures by Decision 90/424/EEC. In addition, both the committed budget and final expenditure (including funds committed under Decision 90/424/EEC) has fluctuated significantly year-on-year because of the crises. This suggests that Community funding and expenditure has been more focussed on emergency actions rather than prevention (***criterion f***). Also,

156 Multi-annual programmes for animal disease and zoonoses eradication, control and monitoring. SANCO/10414/2004 final, 5/09/04.

there is an obvious transfer of funds from low-risk to high-risk areas which at the moment does not appear to provide an incentive for sufficiently preventing/controlling risk in high-risk areas.

In terms of the funding available to CRLs to implement their tasks (***criterion f***), neither the interviews nor the survey have yielded any specific comments on this, except the comment that it might be helpful to have a discussion between MS and the Commission on the issue of what items of expenditure are co-financed.

8.1.3. Cost-sharing schemes (EQ10b+c)

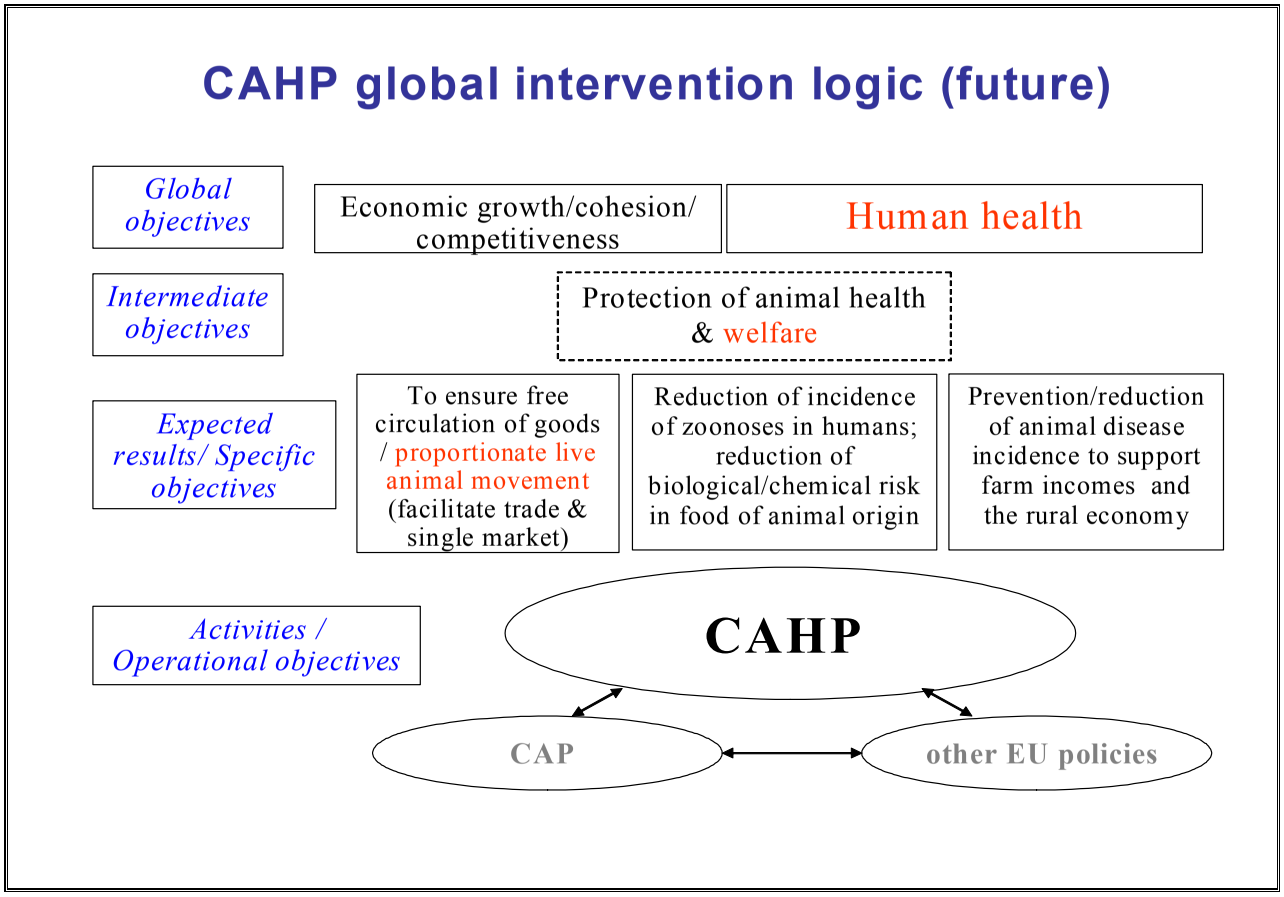
The analysis of cost-sharing schemes is presented in Part II of this Report.

8.2. Intervention logic (future)

In line with the analysis and conclusions from the evaluation of the past policy during 1995-2004, and the identified gaps and inconsistencies, a new intervention logic is proposed for the future strategy on the CAHP. This is presented in **Figure 13**.

The changes introduced compared to the past intervention logic (**Figure 2**) reflect the gradual shift in emphasis over the decade from a pre-occupation with the need to encourage and facilitate internal trade and economic growth towards a greater focus on public health as well as the issues of animal welfare and environmental protection.

Figure 13 CAHP: global intervention logic (future)



Note: **the heading "other EU policies" includes (not in any specific order): research, enterprise and industry, customs, internal market, environment, external relations, trade, development.**

8.3. Key conclusions

Overall, the evaluation results have confirmed that significant progress has been made during last decade in the various areas covered by the CAHP. Furthermore, the policy has come to be increasingly accepted by Member States as well as third countries.

It is important to note that the CAHP has historically developed as a set of interrelated policy actions rather than a single coherent policy framework. In many areas this remains the case to date.

Some weaknesses of the current system appear to be inherent. There will, for example, always be some tension between the trade/ commercial objectives and the human/animal health objectives which are at the core of this policy area. In trying to strike the right balance, a problem has been that human health was not always unambiguously prioritised in the past.

Beyond this potential conflict of objectives, a key difficulty appears to lie in the policy design as such. Animal health, which now comes under food chain safety provisions, has a harmonised policy framework across the EU. On the other hand, human health, which comes under public health policies, is still largely managed by different systems in each MS which, at present, are only subject to some coordination. There is therefore a structural incoherence in the design of these two complementary policy areas.

A reflection of these inconsistencies is the observation that the CAHP has largely been a policy that has evolved out of large crises, rather than being pro-active and prevention-driven. Related to this, impact assessment or evaluation of individual measures has not been systematically carried out in the past.

Consistency could be reinforced by adopting an integrated risk management approach to address this policy area in the future, as discussed in the next chapter.

9. Key recommendations

9.1. Overall recommendations

9.1.1. At strategic level

Our evaluation has revealed that there is scope for the CAHP to be seen as an integrated risk management strategy focussing on pro-active measures, particularly the prevention of diseases with high EU relevance, and providing the right incentives to this end at all levels. This would need to involve a shift in the emphasis of overall objectives towards human health, which would be reflected in raising this to the top level in the future intervention logic.

In the context of a future strategy, it would be important to clarify the following two issues:

- Who has the primary responsibility?
- What is the level of acceptable risk?

Furthermore, an incentive-oriented approach would be needed at all levels. The evaluation has indicated that there appears to be a need to develop a harmonised framework for a more balanced sharing of responsibilities and costs amongst operators, and that this could be reflected in their involvement in the decision-making process. A more balanced distribution of responsibilities and costs could also contribute to improving the coherence of the CAHP with other EU policies (e.g. environment, CAP). These issues are discussed further under the pre-feasibility study on cost-sharing schemes (Part II of the Report).

To this end the study has generally highlighted the need to promote a wider culture of bio-security amongst operators (*inter alia* by highlighting benefits and improving training) and the veterinary profession.

In designing the right policy interventions and tools, cost-effectiveness analysis would be an essential pre-requisite to improving the prioritisation of CAHP spending. More science based risk assessment and management would also be required, involving where possible an HACCP type of approach to identify priorities for EU risk management including for designing the prevention and eradication programmes, and FVO inspections.

9.1.2. At the level of specific policy areas and procedures

The evaluation team has identified a range of concrete options for the future, which were discussed with stakeholders and authorities during the interviews. Results of our analysis are presented per option in the following sections. It should be noted that these concrete options complement the more general recommendations made under each policy theme and evaluation question in the previous detailed sections of this report.

At EU level, there appears to be a need for a more proportionate approach to address intra-EU live animal movement, by improving the balance between the various objectives (promoting AH status, guaranteeing trade and growth, safeguarding animal welfare), so as to minimise risk (**Option C)**. Also, there is a need to improve/harmonise implementation at MS level, including through electronification

of procedures (**Option B**), and for promoting bio-security *inter alia* through the support of measures taken at farm level (**Option G**).

In the context of the EU's interaction with the rest of the world, with trade liberalisation and in anticipation of more trade and therefore greater risk exposure, there is a need for a more risk-based approach to border inspections (**Option E)**, for improving risk management at TC level (via training and knowledge sharing) (**Option H**), and for increasing the transparency of EU rules and procedures (including through further alignment to OIE recommendations/standards and guidelines, **Option A)**.

At the same time, it is important to strive for the maintenance and improvement of the competitiveness of EU operators both in the domestic and international markets, so as to meet the Lisbon strategy objectives. To this end, there is a need to simplify and have implementable legislation, including through the rationalisation of committee procedures (**Option D)** and further alignment to international standards and guidelines (OIE, WTO) (**Option A**). Finally, there may also be the possibility of improving the framework for EU exports to third countries through a more coordinated definition of EU export requirements (**Option F**).

The feasibility, advantages and disadvantages of each of these options for the future has been pursued further with the stakeholders and authorities interviewed during the evaluation, and the results are presented in the following sections.

9.2. Recommended options for the future discussed with stakeholders

As already indicated, the options below, which correspond to the recommendations at the level of specific policy areas have been presented and discussed during the interviews undertaken in the context of the evaluation. These options for the future were identified as a result of the earlier findings of the evaluation (up to the Interim phase) and do not reflect any particular source.

The options have been numbered to facilitate reference; this does not reflect an order of importance or any other priority:

A. Further alignment of EU legislation to OIE recommendations/standards and guidelines.

B. Adopting integrated electronic systems for EU procedures applied in animal movement

- **B.1 Animal identification**
- **B.2 Electronic certification (movement of live animals)**
- **B.3 Data integration into a larger system linked to animal health status**

C. Improving intra-Community trade in live animals

D. Rationalising committee procedures

E. Targeting illegal imports/fraud

F. Harmonising EU export requirements

G. Supporting on-farm bio-security measures

H Reinforcing EU support to third countries

- **H.1 Peer reviews in third countries**.
- **H.2 Specialist technical experts in the EU Delegations**.
- **H.3 Pool of technical/specialist experts**.

9.2.1. Further alignment of EU legislation to OIE recommendations/standards and guidelines

	A. Further alignment of EU legislation to OIE recommendations/standards and guidelines.
Description	As a member of the OIE and the WTO/SPS the EU is already largely basing its legislation on OIE recommendations/standards and guidelines. The question here is whether there are areas where the EU could improve its alignment/convergence to OIE recommendations/standards and guidelines, at least in the areas where such standards/guidelines exist at OIE level (e.g. disease status, imports, quality and evaluation of Veterinary Services) The exception would be issues where the EU has its own opinion that is based on scientific principles and is not maintained without sufficient scientific evidence, as laid down in the WTO SPS Agreement. In such cases, the EU could have its own specific legislation.
Fits Future Strategy goals/	Simplification of legislative basis. Co-ordination of EU actions at international level. Ultimately, the objective is to improve EU competitiveness in world markets.
Feasibility (a)	Following a specific recommendation by the evaluation team in the Inception Report, a technical comparison of the OIE recommendations/standards and guidelines and EU legislation is currently under way. This is being carried out internally within DG SANCO. To date, the comparison has revealed that there are significant areas of overlap, but there are also areas for which EU legislation exists although there are no OIE recommendations/standards and guidelines. The results of this work could not feed into our analysis, as they were not formally available within the timeframe of the evaluation. A number of issues appear to undermine the feasibility of this option. <u>At a technical level:</u> • A potential issue is that the OIE provides recommendations, standards and guidelines, not rules. Hence there is always scope for open interpretation and deviation, not just by the EU but also by other OIE member countries. • Another issue may be the definition of science and acceptance of the body that delivers it. Although in theory science should be accepted by all, in practice scientific opinions tend to vary between scientists according to the methodology followed. • There may also be potential complications from the fact that some of the current standards may need updating.

	A. Further alignment of EU legislation to OIE recommendations/standards and guidelines.
	<u>At a political level:</u> • The EU does not participate as an entity to the OIE, but as 25 MS. This has implications for decision-making at EU level, the representation of European stakeholders at OIE level, and even the acceptance of scientific opinions provided by the different national bodies. • There is significant evidence that most OIE member countries 'pick and choose' OIE recommendations/standards and guidelines with consequent significant deviation in interpretation and potential distortion in international competition.
Advantages	• With regard to imports, the EU would be able to better defend its position vis-à-vis its trading partners. • The EU would improve its negotiating strength on matters relating to exports.
Disadvantages	• The EU may risk losing flexibility to draft legislation for issues of particular interest (e.g. BSE), unless it maintains the right to do so on its own scientific basis. • With evidence at present pointing to possible significant deviations from the OIE recommendations/standards and guidelines by many of the EU's trading partners, an improved alignment of EU rules to these guidelines may risk undermining EU competitiveness in international trade.
Acceptance	Overall, it is generally accepted that this option has major advantages, notably in terms of facilitating the EU position vis-à-vis its trading partners. It is therefore widely accepted that it should be pursued in matters of international trade, provided that OIE recommendations/standards and guidelines are respected by all member countries. Thus, at the same time, stakeholders widely agree that the EU should endeavour to ensure that other members of the OIE align their legislation and practice to the OIE recommendations/standards and guidelines. For domestic matters of particular interest to the EU, it would be prudent for the EU to maintain a margin of manoeuvre, as long as this is science-based. The role of EFSA as a European authority in delivering scientific opinions is crucial here. However, there may a also be a case for relying on scientific opinions from other European bodies, e.g. the EMEA.
Needs for further assessment	*Further work needs to be undertaken towards establishing the technical and/or political feasibility of this option. In particular this should involve a formal comparison of EU rules and OIE recommendations/standards and guidelines to establish potential areas where further convergence/alignment should be sought.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.2. Adopting integrated electronic systems for EU procedures applied in animal movement

	B. Adopting integrated electronic systems for EU procedures applied in animal movement
Description	A prerequisite for effective traceability of live animals is a system of unique and secure animal identification and databases recording the animals/herds belonging to a specific holding and movements between holdings and between Member States. Currently, individual identification, e.g. for bovine animals, is achieved via a paper based system of animal passports and holding registers combined with national identification databases that are not compatible between Member States. Traceability for live animal transport is achieved via a paper based certification system in combination with TRACES, the Community TRAde Control and Expert System. The gradual introduction of electronic identification, which will be compulsory for sheep and goats beginning in 2008, raises the question how in the mid to long-term the different elements of the traceability system for live animals can be combined and an integrated electronic system can be developed. The potential for achieving such an integrated system was examined by means of reviewing the following options: B.1 Introduction of electronic identification (with particular focus on bovine animals) on either a voluntary (short to medium term) or compulsory basis (longer term). B.2 Introduction of electronic certification to replace paper certification for the movement of live animals. B.3 Creation of a wider, integrated electronic system, with a unified database encompassing all elements of the current set up under certification, animal identification, and animal health (AH) status.
Fits Future Strategy goals/	Integrating electronic systems for EU procedures applied in animal movement Reduction of administrative burden Improving effectiveness and the speed at which traceability of animals is accomplished Developing better risk control
Feasibility (a)	*B.1 Introduction of electronic identification:* The feasibility of this option at a technical level: • It would be difficult to introduce compulsory electronic identification in the short term due to the expected investment costs for transponders, readers and related IT infrastructure. • The feasibility of introduction of electronic identification (EI) depends on the animal species. It can be considered to be specifically feasible for bovine animals, where the life cycle is longer than for other animals and the

	B. Adopting integrated electronic systems for EU procedures applied in animal movement
	value of the animal is high compared to the costs for electronic identification. • Currently, there are different levels of implementation /enforcement of identification requirements in different Member States, also depending on size structure of holdings. Differences in implementation levels could in some cases even increase, as specifically small-scale livestock producers may be reluctant to introduce EI. The reason for this is that the ratio of potential benefits for farm management to investment costs to is likely to decrease with farm size. On the other hand, in the medium to long term electronic identification could be expected to stimulate the creation of unified database systems to reduce data inputting by hand when animals move between Member States. At a political level: • There may be reluctance amongst several MS to introduce compulsory EI, because of the size structure of their agricultural holdings, which significantly impacts on potential benefits (see above). *B.2 Introduction of electronic certification to replace paper certification for the movement of live animals.* The feasibility of this option at a technical level: • Electronic certification is generally considered to be technically feasible. However, the TRACES system would need to be modified accordingly (e.g. electronic signature needed). At this time there is only password protection provided. This could be solved, but it would, however, require time for technical development and resources. • If implemented properly, an electronic system would be likely to be more fraud-proof than a paper based version, especially compared to the potential for fraud related to import certificates from third countries. Several stakeholders indicated that there is some evidence relating to fraudulent use of paper certificates. • It could be expected that with adequate financial/technical resources the reliability of an electronic certification system could be safeguarded. At a political level: • The option is generally related to the support of the Member States. *B.3 Creation of a wider, integrated electronic system, with a unified database encompassing all elements of the current set up under certification, animal identification, animal health (AH) status.* The feasibility of this option at a technical level: • Feasibility depends on the level of integration of electronic systems targeted.

	B. Adopting integrated electronic systems for EU procedures applied in animal movement
	• Major elements of the current traceability system regarding live animals are identification databases that are implemented at the Member State level. It appears feasible to develop a harmonised data exchange protocol that would lead to interoperability of different databases, at least regarding the minimum data set that is required by legislation. • If a system of electronic identification were in place, the integration of data streams generated with EI to MS identification databases and TRACES seems to be technically feasible in the medium to long term. • Stakeholders considered the integration of other databases into the system (such as regarding AH-status) theoretically to be a good idea but the feasibility of this option is questioned at the moment. There are some national systems that are already integrated and an EU-wide system could perhaps be based on one of these. Most stakeholders seem to believe that it would be most feasible if a system could be based on improving linkages to current national systems rather than on fully integrated systems. • Integration of other databases into TRACES could only be considered feasible once TRACES is fully operational, existing features are well tested and the system is fully accepted by users. As this is not the case for all MS at present, it seems to be the most feasible approach to create interoperability of TRACES in a first stage with existing national databases in use at BIPs in several countries (to register imported live animals and POAO). In parallel, an integration of national identification data-bases through a data exchange protocol could be implemented, with the aim of linking both integrated systems as early as technically feasible. At a political level: • Integration of systems could raise a number of issues that are politically sensitive, such as which information could be stored/shared/used by which party involved. Attitudes with respect to these issues are likely to differ between MS.
Advantages	In general, adopting integrated electronic systems for EU procedures applied in animal movement offer the following advantages: • Improvement in traceability of animals, because of improved procedures and possibility for automated cross-checks • Decrease of administrative burden • Eliminate current problems with paper based systems and incompatible databases.

	B. Adopting integrated electronic systems for EU procedures applied in animal movement
	Specifically to B.1 • Could possibly eliminate current problems with broken ear tags • Perhaps positive impact on animal welfare if EI were to lead to reduced waiting time for administrative procedures during live animal transport Specifically to B.2. • Decrease in fraud Specifically to B.3 • Providing better risk control tools and analysis
Disadvantages	Specifically to B.1 • EI may be perceived as being relatively expensive for some species. Specifically to B.2 • Potential for technical failures that would increase administrative burden and slow down traceability. Specifically to B.3 • Risk of data overload of the system and that increasing complexity creates problems regarding reliability and data security.
Acceptance	It is generally accepted that adopting integrated electronic systems could be necessary in the future and would lead to better traceability and reduction of administrative burden for operators. From the farmer perspective it is important to make these systems beneficial to the operation of the farm and thus encouraging the use of the systems. Farmers would likely to be more motivated if a new system saves duplication of procedures, is compatible with other potential applications, and is of direct use such as in returning management information. Specifically to B.1 Generally, it seems that stakeholders would prefer the introduction of electronic identification differentiated by species and would also prefer the introduction of EI on a voluntary basis first which could then gradually become compulsory. However, other stakeholders are of the opinion that the transition to a uniformly applied system throughout the EU needs to be quick and a long transition period with different systems in place should be avoided. A major concern of stakeholders is that EI systems need to be compatible between MS.

	B. Adopting integrated electronic systems for EU procedures applied in animal movement
	Specifically to B.2 There is discussion about whether electronic certification would prevent fraud but the majority seem to agree that fraud will decrease. Nonetheless, there was certain concern whether this option would make the procedures safer and more reliable than the current paper form. It is generally accepted that this would have to be applied across the EU as a whole in order to achieve an effective system. Going from paper certification towards electronic certification will need time. It was suggested that a paper copy of the basic information should be maintained, at least in the first stage, but should not be sent (electronic exchange of information only). Specifically to B.3 Generally, there is broad acceptance of the option of the creation of a wider, integrated electronic system, with a unified database encompassing all elements of the current set up under certification, animal identification, animal health (AH) status (considered as an ideal especially with respect to the possibility of linkages to animal health status). However, most stakeholders are very concerned about the effectiveness of such a system in practice. Many anticipate that it will create many more problems and it will be nearly impossible to implement an effective system. On the other hand, there was strong support from stakeholders for the linking of the national identification databases of different Member States to reduce the administrative burden for live animal trade.
Needs for further assessment	*All integration efforts have to be subject of a detailed technical feasibility study/impact assessment, as there are certain risks of integrating electronic systems for EU procedures applied in animal movement (e.g. data overload, security issues) that require further technical analysis. Apart from exploring technical and financial feasibility in detail, the analysis would specifically have to focus on how different requirements for different animal species would impact on traceability and how integrated systems could take into account different levels of implementation and integration in the MS.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.3. Improving intra-Community trade in live animals

	C. Improving intra-Community trade in live animals.
Description	There are two issues under this heading: 1) As has been outlined in detail in the analysis in relation to EQ1 the amelioration of the conditions for intra-community trade for live animals still faces some difficulties. Differences in certificates issued by national authorities necessitate the issue of multiple certificates when an animal is traded between MS. This can undermine both the effectiveness and efficiency of certification. An improvement of the certification system may be achieved by replacing the current system with electronic certification (as outlined in **Option B.2**). 2) In this context it was also noted by a number of stakeholders that it remained an important objective to reduce trade in live animals to a minimum and to replace it – where possible - by free trade of safer products such as semen, ova, embryos or meat.
Fits Future Strategy goals/	Electronic certification if implemented effectively would provide potential gains in the effectiveness (reduction in illegal trade flows) and efficiency of certification and hence an amelioration of trade conditions Reduction in the volume of cross border live animal movements will tend to reduce potential AH risks arising from such trade flows
Feasibility (a)	<u>On a technical level</u> • In order to realise an amelioration in trade conditions relating to live animals (as is the case for animal products), there would be a need to integrate data into a larger EU wide system linked to animal health status (see **Option B.3**). This would require major technical progress in terms of achieving interoperability of national databases and is therefore only likely to be achievable in the medium to long term. <u>On a political level</u> • It was accepted amongst a significant number but not all stakeholders and relevant authorities that trade in live animals should be kept to a minimum. This suggests there is not as yet a uniformity of views on this issue.
Advantages	The above suggestions have been identified to offer the following advantages: • The introduction of electronic identification/certification and of an integrated data system would facilitate free trade in live animals and would help simplify intra-community trade for administrative staff as well as for traders. • A balanced approach would take economic interests into account while keeping trade in live animals within Europe to a minimum and thereby reduce the potential risk of spreading infectious diseases. Furthermore, this would

	C. Improving intra-Community trade in live animals.
	contribute to better animal welfare.
Disadvantages	Unless the electronic systems put in place are designed extremely carefully and then work effectively there is a risk that trade conditions could deteriorate. There may be an adverse economic impact from reducing live animal trade.
Acceptance	As for **Options B.1-3** above. There is widespread acceptance of the idea that a move to electronic certification would constitute a desirable objective but it was noted that this required major efforts at a technical level. The idea of reducing trade in live animals to a minimum is supported by a number of stakeholders but others emphasise the economic need for such trade to take place.
Needs for further assessment	*The technical issues of a potential move to electronic certification need to be studied in detail. Further discussion on the right balance between facilitating free intra-community trade in live animals and the objective of preventing the spread of animal diseases is also required.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.4. Rationalising Committee procedures

	D. Rationalising Committee procedures[157]
Description	Is it necessary to pass all texts relating to the field of animal health through the Committee (SCFCAH) procedure? Can some texts go through other, simpler/faster channels/procedures?
Fits Future Strategy goals/	Simplification of the legislative processes by rationalising the high number of texts passing through the SCFCAH.
Feasibility (a)	Rationalising committee procedures would be easily feasible for the Commission for decisions that are: • Specific to one MS and for which the other MS have no interest; • Of a technical or administrative nature, including those Decisions authorising financing to which the MS is already entitled. Alternative procedures would be: • A *simplified procedure*, according to which the EC decides alone and informs MS by written procedure in advance of the SCFCAH. If no objections are received by a certain deadline, the Commission Decision will be agreed in the next SCFCAH as an 'A-point' without being formally presented, discussed and voted. • *Not use the SCFCAH* and let the EC decide alone. **Table 1** summarises the categories of Commission Decisions for which alternative procedures could be used.
Advantages	• The SCFCAH meetings would focus on the EC Decisions for which the MS have a key interest. • The responsibility of the MS and of the EC would be increased for the decisions of real concern to them. • The simplified procedure still provides for informing all MS and allowing them to react if needed. • The management of the lists (e.g. of BIPS etc.) would be simplified.
Disadvantages	• The comitology procedure makes decision-making transparent as it is formally agreed on by all MS. The above alternatives could possibly reduce

[157] This question relates only to what goes into the procedure, not the procedure itself, which was reviewed in 1999.

	D. Rationalising Committee procedures[157]
	transparency and be a source of conflict between MS or between MS and Commission.
Acceptance	Overall, it seems that MS would accept the rationalisation of the Committee procedures, on the condition that it does not concern subjects of key interest to them.
Needs for further assessment	'Comitology' is a sensitive issue, so the participants to the SCFCAH meetings would need to validate the proposals made at point 'feasibility' above. In addition, the Commission legal services would need to be consulted in depth about the legal implications of rationalising this process. There are a number of measures for which the different interviewees had no common opinion on the possible use of alternative procedures, with strong arguments expressed both in favour and against. These measures, and the arguments expressed, are summarised in **Table 2**. The feasibility of using an alternative procedure in these cases should be further analysed e.g. by looking at the frequency of reaction by the various MS to these categories of draft Commission Decisions. Currently, no data are readily available that would allow the evaluation team to undertake any further analysis on this within the scope of this project.

(a) Feasibility established by the evaluation team in a two-step analysis: 1) the screening of the Community veterinary legislation and the identification of the Commission Decisions that could possibly follow alternative procedures, 2) the submission of results of the first step to 4 participants to SCFCAH meetings (1 high-level Commission staff and 3 representatives of MS). More generally, the question of 'Rationalising committee procedures' was submitted to the majority of partners/stakeholders interviewed.

Table 1: Commission Decisions for which alternative procedures could be used

Category of Commission Decision	Alternative procedure	Comment
Commission Decisions specific to one MS		
Approval of contingency plans	Not use the SCFCAH and let the EC decide alone	The MS concerned are best placed to propose measures. In practice, other MS never react.
Technical or administrative decisions		
Approval of lists: lists of establishments, BIPs agreed for veterinary checks, laboratories, embryo collection teams, semen collection centres	Not use the SCFCAH and let the EC decide alone	For each MS, lists would be accessible through a hyperlink posted on the DG SANCO website.
Authorisation of laboratories to check the effectiveness of vaccination against rabies	Not use the SCFCAH and let the EC decide alone	Technical management
Recognition of fully operational character of national databases	Not use the SCFCAH and let the EC decide alone	Technical management
Recognition of the system for identification and registration of animals	Simplified procedure	Technical management
Financing of MS protection measures[158]	Simplified procedure	The MS is entitled to the financing if it follows the rules.
Financial aid for the operation of certain CRLs	Simplified procedure	This concerns a limited budget but MS have an interest in these decisions.
Purchase by the Community of antigens or vaccines	Simplified procedure	This concerns a limited budget but MS have an interest in these decisions.

[158] The current Committee procedure is maintained for the financial contribution to the eradication and control measures, which the MS are not entitled to in advance. The MS can apply for a financial contribution but this may or may not be granted depending on the priorities and budgetary limits.

Table 2: Arguments for and against use of alternative procedures

Category of Commission Decision	Alternative procedure	Arguments
Transitional measures for accession to Member States	Simplified procedure	**In favour:** Other MS do not have the background to react. In practice, they generally do not react. **Against:** Derogation to the rule is a sensitive subject that is a source of discussion in the SCFCAH.
Commission decision aiming to e.g. extend the maximum period laid down for the application of ear tags or to grant derogation on the identification and registration of animals	Simplified procedure	**In favour:** Decisions related to the individual MS. In practice, other MS generally do not react. **Against:** Derogation to the rule is a sensitive subject that is a source of discussion in the SCFCAH.
Approval of eradication, control and monitoring programmes: plans for eradication, schemes for the withdrawal of fish in infected farms, national scrapie control programmes, monitoring plans for the detection of residues, plans for the monitoring and control of salmonella	Simplified procedure	**In favour:** The MS concerned is the best placed to propose measures. The approval looks at the fulfilment of EC pre-defined rules, what is the task of the Commission and not of the other MS **Against:** Eradication, control programmes are a significant draw on EU funds and should be peer reviewed by MS. However, a simplified procedure could be used for the monitoring plans for the detection of residues and possibly for the monitoring and control of salmonella.
Establishment of disease-free status of certain MS and regions of MS, establishing the status of a specific MS as regards a specific disease	Simplified procedure	**In favour:** Other MS do not have the background to react In practice, they generally do not react. **Against:** There are very significant trade effects linked to such decisions. MS react in practice.
Commission decisions designating a new antigen bank, detailing the distribution of reserves between antigen banks, restocking the vaccine Community Bank, granting temporary access to Community reserves of antigens	Not use the SCFCAH and let the EC decide alone	**In favour:** These decisions refer to technical management and are not of a political nature **Against:** Member States have a strong interest. For example, if the Commission were to give up antigens then needed by a MS they would be criticised, even if the risk assessment was sound.
Financing of publication, CD-ROM, surveys, studies, impact assessment evaluations, etc	Not use the SCFCAH and let the EC decide alone.	**In favour**: Not a 'political decision' requiring the vote of the MS **Against:** These decisions are important parts of better regulation. MS should be informed and SCFCAH is a good place to do this.

9.2.5. Targeting illegal (commercial) imports/fraud

	E. Targeting illegal (commercial) imports/fraud
Description	Illegal commercial import of live animals/SOE and animal products is a major issue for the EU posing great potential risks in relation to animal and public health. For various reasons (outlined under EQ3), the various legislative measures in place for border controls (including veterinary checks, customs controls and police activity) appear to have been only partly effective in preventing illegal imports. Increasing and reinforcing BIP controls is one way of targeting illegal trade. More generally, this issue has explored in what ways the EU can best address illegal trade and combat fraud.
Fits Future Strategy goals/	Reduction of AH and PH risk from illegal imports/fraud Rationalisation and streamlining of border controls across the EU Increased transparency and improved trade conditions for the economic operators involved in legitimate trade Efficiency gains for national/EU administrations involved
Feasibility (a)	From our analysis of this issue, based on research and interviews with relevant authorities/stakeholders as well as the results of the survey, it appears that simply reinforcing BIP controls would not be sufficient. A global approach appears to be necessary for addressing illegal trade. This includes action in the following areas: *1 Emphasis on risk analysis and profiling for risk-based border controls:* • The principle is that risk parameters for risk based checks can be drawn from previous fraud cases. • The risk analysis would draw in methodology, expertise and data from existing relevant Community risks analysis tools, including OLAF's Anti-Fraud Information System (AFIS), DG TAXUD's customs risk information exchange network, and EFSA's risk assessments. • Similar systems for quick real-time information exchange need to be built at the level of veterinary checks between BIPs. • The FVO could provide useful input into this process through more systematic benchmarking of best practice amongst BIPs. • In order to detect smuggling and locate risk provenance (country/region), it would be possible to use the TRACES system as a tool. However, the technical scope of TRACES for such a use would have to be assessed.

	E. Targeting illegal (commercial) imports/fraud
	• In practice, risk analysis would provide a flexible basis for physical checks, decided and reviewed periodically (e.g. once a week) to focus controls onto the highest risk. This could apply in addition to the standard and prescribed fixed percentage of minimum routine checks (but reduced from what is currently the case). **The background to this option is discussed in Chapter 6.2.4.** *2 Strengthening cooperation between customs authorities and veterinary services:* • This can be addressed in various ways at both Community and national levels. • DG SANCO and DG TAXUD can work together in closer cooperation to address gaps in veterinary and customs legislation, with a view to the impending review of the Customs Code and implementing provisions, especially as this process is seeking to develop a systematic risk analysis framework for customs procedures. • The development of a standardised framework for risk management that was started in 2002 and is currently on-going under the DG TAXUD Customs 2007 initiative could provide a useful methodological parallel for DG SANCO's efforts in this area. • Customs and veterinary authorities at MS/local level could be encouraged to cooperate more closely, especially as such cooperation has yielded excellent results in recent years in terms of detecting illegal trade. **The background to this option is discussed in Chapter 6.2.4.** *3 Improving the operation of BIP resources:* The standard of facilities in BIPs has generally significantly improved in recent years. In order to harmonise the standard and quality of controls across all BIPs, there appears to be further scope for the following improvements: • Infrastructure improvements, as this currently tends to vary considerably between BIPs, including particularly scanning equipment, intelligent information systems, and X-ray tools. • More training, on a regular basis, to update BIP staff on the latest developments and legislation in place.
Advantages	• Generally, reinforcement and harmonisation of border controls and improvement of resources would help to make them more effective in terms of increasing the likelihood of detecting illegal imports/fraud. This may lead to improved prevention of the animal health risks and public health hazards that are associated with imports from third countries. • A systematic risk based approach, linking customs and veterinary risk analysis,

	E. Targeting illegal (commercial) imports/fraud
	would maximise the effectiveness of controls. Controls could then focus on high risk origins, animals and products. • Efficiency gains, in that controls can be targeted where they are most needed: high risk areas and weakest elements in the system.
Disadvantages	Although illegal trade constitutes an important risk for the introduction of animal and public health hazards in the Community, and there are cases where this has led to devastating economic effects for Community operators and MS (e.g. FMD), to date there is no systematic assessment of the extent of this risk. It is therefore difficult to draw conclusions on the cost-benefit of the measures to be taken, on which to base any decisions to invest in these measures.
Acceptance	Strong support for a global approach to targeting illegal trade, as part of a wider risk management framework for the Community. By taking stronger measures here the public authorities would signal their commitment to a high animal health status and this in turn would mean that operators in the EU would themselves be more encouraged to maintain this status. Widely accepted that simply reinforcing BIP infrastructure and staff training, although essential, will not in themselves provide the solution to improving the conduct of checks or assisting in any move to a risk based approach and therefore targeting illegal trade more effectively.
Needs for further assessment	*Development of a global risk profiling approach for imports from third countries needs to be further studied in terms of the various components of risk.* *The cost-effectiveness of any measures to be taken needs to be assessed, which would require a more quantitative assessment of the extent of the risk (and therefore of the potential benefits from adoption of these measures).* *The TRACES system could provide support for detection of smuggling. However, its capacity to do this in its present form is questionable and therefore would need further assessment.* *The use of current systems (e.g. OLAF's Anti-Fraud Information System (AFIS), DG TAXUD's customs risk information exchange network, EFSA, FVO, national databases) for the purpose of risk analysis in the sector of imports of POAO and live animals needs to be further examined. One of the main issues would be to assess how this could be achieved and whether an interconnection would be sufficient and feasible. Another issue is how these systems might need to be extended/adjusted to fit this role.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.6. Negotiating export conditions at Community level

	F. Negotiating export conditions at Community level
Description	Currently, EU export issues fall entirely under MS responsibility. The only exception is the case of certain third countries where common EU export requirements are specifically defined in bilateral veterinary or SPS agreements[159]. In order to achieve an EU Animal Health Policy that is externally consistent with other EU objectives, the EU could move to common export requirements defined at EU level.
Fits Future Strategy goals/	Harmonisation of AH requirements in the context of Community exports
Feasibility (a)	At a technical level: • One of the main obstacles to harmonising export requirements is the fact that the Commission has no mandate to negotiate export requirements (unless in the case where a provision on export conditions is specifically laid down in veterinary agreements with certain third countries. • Therefore, another framework would have to be found in which MS could reach agreement on common requirements. • The first example of such a process was the case of the EU-Russia export certificate. However, it was noted by stakeholders that it remains crucial to involve the appropriate experts (not only veterinarians as appears to have been the case for the EU-Russian export certificate) during negotiation in order to have a well balanced outcome. • Developing a common export certificate may be difficult, since the disease situation may differ substantially between MS.
Advantages	The above suggestions may offer the following advantages: • Common requirements would facilitate negotiations with third countries. • With common export requirements, EU AH standards may acquire a stronger presence/weight in international markets.
Disadvantages	The above suggestions may offer the following disadvantages: • MS have different potentially competing commercial/trade interests and may therefore not share the same trade objectives. Therefore, a common export

[159] Including Chile, Mexico, USA, Canada, New Zealand, Switzerland, and EFTA countries. These agreements are presented in the DG SANCO website: http://ec.europa.eu/food/international/trade/agreements_en.htm

	F. Negotiating export conditions at Community level
	certificate would reduce the negotiating power at MS level.
Acceptance	This issue appears to be very controversial amongst stakeholders as well as MS. A minimum agreement could perhaps be found by establishing some common standards for export but giving room to MS to require more if they have suitable evidence.
Needs for further assessment	*This issue would need further discussion with MS and other stakeholders.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.7. Supporting on-farm bio-security measures

	G. Supporting on-farm bio-security measures
Description	To what extent can measures to improve animal health status on-farm be funded by existing funds? What type of measures could be applied in this context?
Fits Future Strategy goals/	Emphasis on disease prevention for a more sustainable CAHP in the long term. Increase farmer responsibility and participation in the policy.
Feasibility (a)	Potential funds to finance and promote on-farm bio-security measures appear to be the following: • Rural Development programmes (RDPs): Veterinary plans submitted under the 'Food Quality and Animal Welfare' measure of the RDPs could also provide a potential framework for such funding. However, it has to be taken into account that these measures are optional, and their implementation varies a lot between MS and relies on the willingness and commitment of stakeholders/authorities at the regional and local level (bottom-up approach). • Cross Compliance (CC): the possibility of linking on-farm bio-security measures to this financial instrument of the CAP was also examined. It was concluded that its effectiveness is limited since not all livestock sectors/farmers are covered by it (e.g. not applicable in the pigs and poultry sector). Furthermore, since direct payments in the CAP are to be significantly reduced and eventually phased out in the long-run, it is doubtful whether this is a sustainable way of financing bio-security. • At a national level, MS could even boost more RD funding by introducing voluntary modulation on top of compulsory up to max. 25% of modulation. It could be possible to link placing on the market of products of animal origin to an official approval of the holding. Future criteria for approved holdings could be: disease free status, bio-security measures, approved veterinary control of the farms. In general, it is important to make sure that such instruments are compatible with WTO as well as state aids rules. Whichever tool is used, farmers and veterinarians would need further training.
Advantages	Bio-security measures on-farm level play an important preventive role within the AH policy by improving the AH status on the farm as well as preventing outbreak and dissemination of animal diseases. By linking current RD measures and/or CAP measures (CC), we would support a more sustainable livestock economy. Bio-security measures could be the basis for an insurance system based on cost-sharing.

	G. Supporting on-farm bio-security measures
Disadvantages	WTO / state aid compatibility issues. For further development of this policy, it has to be taken into account that any funding for on-farm bio-security measures will have to align with the WTO rules (fit into the Green-Box), as well as EU rules on state aids (currently in the process of revision).
Acceptance	It is by and large accepted by most of the stakeholders that on-farm bio-security measures are an important prevention tool in the context of a wider EU prevention strategy.
Needs for further assessment	*WTO and state aid compatibility of on-farm bio-security measures will have to be analysed further.* *Potential tools for financing on-farm bio-security measures such as RD schemes will have to be analysed further.* *Risk management tools for farmers and risk elements would have to be further addressed One key point that needs to be assessed in this context is to establish the level of risk associated with different types of production systems and species (e.g. intensive production, extensive production, high density stocks).*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

9.2.8. Technical assistance for third countries

	H. Assistance for third countries in the form of: 1) peer review, 2) appointment of specialist technical experts in the EU Delegations 3) creation of a pool of technical/specialist experts
Description	For third countries it is often difficult to comply with the rules and regulations for import approval set up by the EU and to prepare for FVO inspections (Source: survey of third countries and FVO inspection team). They often lack basic facilities and infrastructure. This is mainly due to a lack of technical experts in the third countries and in the EU Delegations. The discussion presented here has examined whether the EU could assist third countries in their efforts to meet the European standards through: H.1 Carrying out peer reviews in third countries H.2 Appointment of specialist technical experts in the EU Delegations H.3 Creation of a pool of technical/specialist experts These options could be used in conjunction or separately.
Fits Future Strategy goals/	Help third countries align with EU import requirements (EU standards for AH and AW) Develop animal health conditions and the efficiency of the local authorities in third countries Reduce AH risk of imports from third countries
Feasibility (a)	*H.1 Peer reviews:* At a technical level: • Peer reviews are generally considered to be human resource intensive, so they should be seen as a tool for the medium to long term. It is important to be careful with planning these reviews, so as to maintain participants' interest in this process longer term. • There could be different categories of peer review, depending on third country needs. For example, a first level of peer review would be to identify priorities; a second level would be to actively support the third country. • Peer reviews could be carried out either separately, as a complementary tool to FVO inspections, or in closer cooperation with the FVO, for example by mixed teams composed of FVO inspectors and EU/MS technical experts, or by special teams built within the FVO. For the two latter options, the mandate of the FVO which is at present only to do inspections would have to change so that the FVO could also provide advisory services.

	H. Assistance for third countries in the form of: 1) peer review, 2) appointment of specialist technical experts in the EU Delegations 3) creation of a pool of technical/specialist experts
	H.2 Appointment of technical experts in the EU Delegations: At a technical level: • The appointment of such staff would be at regional rather than national level in order to represent the wider region. Consideration needs to be given on which regions would best be targeted. The network of EU Delegations is very wide and could possibly host any preferred location, although a number of Delegations have a regional status or are more particularly entrusted with handling regional matters and could therefore be privileged for this task. More posts could be created longer term if the need arises. At a political level: • The option is related to the reform of the Commission's External Services that has strengthened the role and status of Delegations of the European Commission in third countries. In order to fulfil the tasks related to the objectives of DG SANCO and the FVO inspections satisfactorily, job descriptions, time and resources available would have to be adjusted. *H.3 Creation of a pool of technical/specialist experts:* At a technical level: • The Technical Assistance and Information Exchange Instrument (TAIEX[160]), introduced and run by DG Enlargement for TA in Central and Eastern Europe, could provide a model for the development of such a pool. • An issue is how these experts would be selected. Framework contracts allow rapid recruitment and mobilisation of available funds for development aid, but the quality of the experts that are sometimes offered has emerged as an issue. It could be possible to design a mechanism by which DG AIDCO and/or Delegations recruit a limited number of such experts, by way of derogation from current rules regarding open competition, provided the appropriate conditions are set to ensure transparency and meritocracy in the selection process. In all cases (H.1, H.2 and H.3), technical veterinary experts could be provided by the various Commission Services (DG RELEX and DG SANCO, in particular the

[160] TAIEX is the Technical Assistance and Information Exchange Instrument of the Institution Building unit of DG Enlargement of the European Commission. Its aim is to provide the New Member States, Candidate Countries, and the administrations of the Western Balkans, with short-term technical assistance, in line with the overall policy objectives of the European Commission, and in the field of approximation, application and enforcement of EU legislation.

	H. Assistance for third countries in the form of: 1) peer review, 2) appointment of specialist technical experts in the EU Delegations 3) creation of a pool of technical/specialist experts
	FVO), as well as MS competent authorities.
Advantages	The above suggestions have been identified to offer the following advantages: • Generally, provide support to the third country authorities (e.g. during the approval procedure) • Technical assistance would generally also help third countries direct EU aid funds to the most important and appropriate investments to be undertaken e.g. the establishment of basic facilities and infrastructure. The lack of these latter facilities is still a major problem in many third countries with important export potential to the EU. • In the case of H.2 and H.3, the created network of specialist experts could provide a cost-effective platform for extending coverage in the medium to longer term **to include more general SPS measures** rather than animal health alone. This appears to be particularly appropriate in the context of the evolution of the Hygiene Package, and the application of EC Regulation 822/2004 which will increase the similarity in the approach of AH to general SPS measures. In the case of H.2 in particular (appointment of technical experts in EU Delegations) the following advantages have been identified: • Access to local sources of information (both formal and informal) enables a better contribution to risk analysis and/or controls. • Direct and regular contacts with local competent authorities helps to better prepare and organise FVO missions, and to provide much needed feedback. • Direct link with Delegations in a region may contribute positively through personal knowledge of Delegation staff, knowledge of development and economic cooperation. In the case of H.3 in particular (creation of a pool of technical /specialist experts), the following advantages have been identified:: • Such a pool would be readily available to visit third countries to provide technical assistance (as is currently the case under the TAIEX system). • The Commission can react fast without having to go through lengthier tender procedures to identify and employ the necessary experts. • The pool of experts could be used by the Commission services in consultation with the receiving third country, so that third countries can make a choice that fits their real needs (as currently done under AIDCO projects)
Disadvantages	None identified.

	H. Assistance for third countries in the form of: 1) peer review, 2) appointment of specialist technical experts in the EU Delegations 3) creation of a pool of technical/specialist experts
Acceptance	These issues were raised during several interviews, especially with the Commission's SPS group, and met with wide acceptance by the Commission and MS services interviewed. The three options (H.1, H.2 and H.3) can be used in conjunction or can be introduced in separate steps. Ultimately, if all options became available, there would be significant synergies between them and this would maximise their effectiveness.
Needs for further assessment	*The exact modalities for the introduction of peer reviews in third countries and/or the appointment of special technical experts in EU Delegations and/or the creation of a pool of technical specialist experts would need to be studied further.* *In particular, the level of financial and human resources needed would have to be assessed.* *It also has to be assessed whether the scope of the specialists should be widened to SPS issues, since the parallels between general SPS measures with animal health seem to increase.* *Also, any Commission initiatives may need to be coordinated with those of other international institutions, e.g. WTO or donors e.g. World Bank etc., to avoid duplication of effort.*

(a) Feasibility established by the evaluation team on the basis of the views of stakeholders (interviews and surveys)

Annex 1

Cross-reference table: evaluation parameters

Annex 1

Cross-reference table: evaluation parameters

Evaluation Q	**Policy Area**	**CVO workshop theme**	**Criteria**	*Correspondence/synergies with other EQs/criteria*												
EQ1	A	B	10	a	b	c	d	e	f	g	h	I	j			
EQ2	C (endemic diseases)	A	4	a	b	c	d									
	EQ1															
EQ3	B	C	13	a	b	c	d	e	f	g	h	I	j	k	l	m
							EQ4/c								*EQ4 EQ5*	*EQ4 EQ5*
EQ4	C (exotic diseases)	A	8	a	b	c	d	e	f	g	h					
	EQ3															
EQ5	D	A	6	a	b	c	d	e	f							
	EQ6															
EQ6	E, F, (C)	A	7	a	b	c	d	e	f	g						
	EQ2, EQ4, EQ5, EQ11			*EQ2 EQ11*					*EQ4/d*							
EQ7	horizontal/meta	D	7	a	b	c	d	e	f	g						
										EQ11						
EQ8	horizontal/meta	(all)	8	a	b	c	d	e	f	g	h					
EQ9	G, H	D	4	a	b	c	d									
	EQ6(F) EQ7			*EQ6(F) EQ7*		*EQ6(F) EQ7*	*EQ6(F) EQ7*									
EQ10	I, (C)	E	6	a	b	c	d	e	f							
	EQ2 EQ4						*EQ9*	*EQ9*								
EQ11	horizontal/meta	D	5	a	b	c	d	e								
	EQ1 EQ2 EQ3 EQ4															
EQ12	horizontal/meta	(all)	8	a	b	c	d	e	f	g	h					
TOTAL	**TOTAL**	**TOTAL**	**TOTAL**													
12	**9 + horizontal/meta**	**5**	**86**													

Evaluation Questions:	
EQ1	To what extent have Community rules for intra-Community trade in animals and their products, including the principle of "regionalisation" due to the presence of animal diseases, contributed to the functioning of the Single Market?
EQ2	To what extent has CAHP ensured consistent actions to control and eradicate major animal diseases? To what extent have these actions led to an improvement in animal health status across the EU?
EQ3	To what extent has the Community import regime prevented the introduction of animal diseases? To what extent was this efficient in terms of the financial and human resources deployed?
EQ4	To what extent have Community requirements for disease monitoring and surveillance ensured a rapid detection and reaction to exotic diseases and new emerging risks to animal and human health in the EU?
EQ5	To what extent are Community rules on the traceability of animals, their products, their feed, relevant? To what extent have they contributed to give effective animal health risk management tools?
EQ6	To what extent has CAHP contributed to a high level of protection of human health?
EQ7	To what extent have the Commission services succeeded in setting up an effective cooperation network with Member States and other organisations operating in the animal health field within its mission, in accordance with its mandate?
	Is this cooperation in line with a sound distribution of roles and responsibilities with reference to Community added value and subsidiarity aspects?
	What has been the contribution of this network towards the attainment of the CAHP objectives?
	Is this network the best way to achieve a common approach and coherence?
EQ8	To what extent do the management systems and processes of the Commission services contribute to the effectiveness and efficiency of the Community interventions in the animal health field?
EQ9	To what extent has Community funding for research, scientific advice and laboratory networks on animal health contributed to achieving the CAHP objectives?
EQ10	To what extent are the financial instrument and the amount of available funds at EU level adapted to the needs addressed by the CAHP?
	Insurance schemes: Based on the experience gained in some Member States, can "insurance schemes" or other similar financial schemes covering direct and/or indirect costs be considered as viable options to prevent major financial risks for the Member States or for the Community budget? Where they exist, have they led farmers to take more responsibilities in the prevention and resolution of animal health crises?
EQ11	To what extent does the current CAHP address the needs of stakeholders and the EU citizens? Are there areas where changes are necessary concerning objectives, scope, management systems or processes?
EQ12	To what extent does the intervention logic, objectives and activities linked to CAHP support or possibly conflict with those of other current EU policies?
	To what extent are the elements of CAHP's intervention logic internally complementary, mutually supportive and consistent?
	How successful has CAHP been in promoting the necessary coherence and complementarity between the different EU policies in collaboration with the Commission and Member States?
Policy Areas:	
A	Preventive AH measures on **intra-Community trade** of live animals, semen ova and embryos and placing on the market of products of animal origin
B	Preventive animal health measures on **imports from third countries** (live animals, animal products, semen ova and embryos)
C	Programmes for the control, eradication and monitoring of certain animal diseases that are present in areas of the Community
	Measures to control the spread of exotic animal diseases
	Animal Disease Notification System (ADNS)
D	Animal identification: measures to guarantee the traceability of the animals (including ANIMO/TRACES)
E	Measures on animal nutrition, feed additives and residues thereof
F	Veterinary Medicinal products and residues thereof in foodstuffs of animal origin
G	Multi-annual Framework Programmes (FP) (FP6 during 2002-04)
H	Scientific advice by EFSA and the European Medicines Agency (EMEA)
I	Community financial contribution to the Member States
	Risk financing/ insurance schemes
Horizontal/meta evaluation issues:	
EQ7	cooperation between the Commission and MS
EQ8	management by the Commission services
EQ11	addressing needs of stakeholders/public
EQ12	coherence with other EU policies

Annex 2

Results of the general survey of MS

RESULTS OF THE GENERAL SURVEY

Introduction:

The survey results present the answers provided to the 55 closed questions of the survey questionnaire. The analysis of the comments to these close questions and the one of the open questions have been made during the global analysis of the evaluation questions.

For each question, statisticial results are given as a percentage of the number of respondents to the question. This number of respondents varies according to the type of question, as respondents were not obliged to answer all questions.

Identification data - Country		
	Number of answers	%
Austria	5	4,39
Belgium	3	2,63
Cyprus	1	0,88
Czech Republic	2	1,75
Denmark	2	1,75
Estonia	2	1,75
Finland	16	14,04
France	9	7,89
Germany	8	7,02
Greece	2	1,75
Hungary	3	2,63
Ireland	3	2,63
Italy	2	1,75
Latvia	0	0,00
Lithuania	2	1,75
Luxemburg	1	0,88
Malta	0	0,00
Netherlands	2	1,75
Poland	1	0,88
Portugal	0	0,00
Slovakia	1	0,88
Slovenia	2	1,75
Spain	4	3,51
Sweden	7	6,14
United Kingdom	6	5,26
Europe	29	25,44
International	1	0,88
Sum	**114**	100,00

Identification data - Type of organisation		
	Number of answers	%
DG SANCO	15	13,16
Other DG	5	4,39
Other EU institution	0	0,00
EU agency	0	0,00
Community Reference Laboratory	2	1,75
International organisation	1	0,88
EU association/federation	7	6,14
National laboratory/Veterinary institute/Research Institute	14	12,28
National industry representative	25	21,93
National consumer representative	3	2,63
Local/national authority (incl. vet. services)	34	29,82
Other	6	5,26
National farmer representative	2	1,75
Sum	**114**	100,00

Other:
Animal welfare representatives (2)
Semen center (1)
National Agency for Food Safety (1)
Wildlife representative (1)
Leavy board (1)

SECTION 1 - INTRA-COMMUNITY TRADE

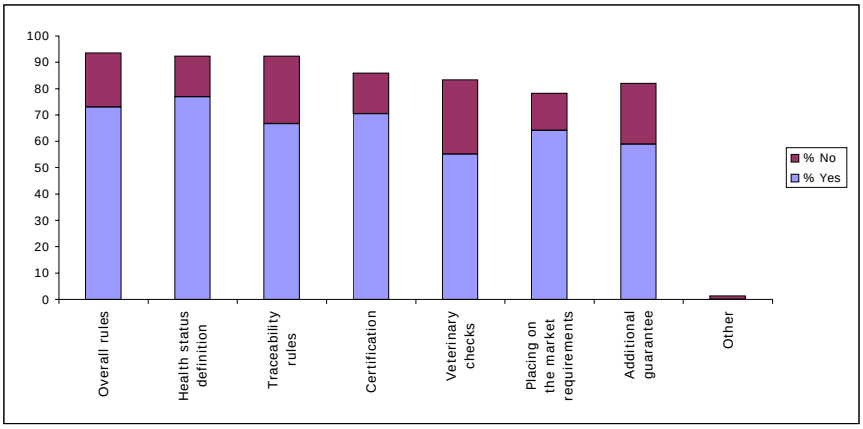
1.1. During the last 10 years, have the animal health rules for intra-Community trade been effective in a) contributing to the prevention of animal disease spread caused by movements of animals and animal products, and b) ensuring the free circulation of live animals, SOE and animal products within the EU?

Preventing the spread of animal diseases

Number of answers		%
Overall rules		
Yes	57	73,08
No	16	20,51
Sum	**73**	
Do not know	5	
Health status definition		
Yes	60	76,92
No	12	15,38
Sum	**72**	
Do not know	6	
Traceability rules		
Yes	52	66,67
No	20	25,64
Sum	**72**	
Do not know	6	
Certification		
Yes	55	70,51
No	12	15,38
Sum	**67**	
Do not know	10	
Veterinary checks		
Yes	43	55,13
No	22	28,21
Sum	**65**	
Do not know	11	
Placing on the market requirements		
Yes	50	64,10
No	11	14,10
Sum	**61**	
Do not know	15	
Additional guarantee		
Yes	46	58,97
No	18	23,08
Sum	**64**	
Do not know	11	
Other		
Yes	0	0,00
No	1	1,28
Sum	**1**	
Do not know	0	

	% Yes	% No	N
Overall rules	73,08	20,51	73
Health status definition	76,92	15,38	72
Traceability rules	66,67	25,64	72
Certification	70,51	15,38	67
Veterinary checks	55,13	28,21	65
Placing on the market requirements	64,10	14,10	61
Additional guarantee	58,97	23,08	64
Other	0,00	1,28	1

Number of respondents: ***78***



Other = early warning

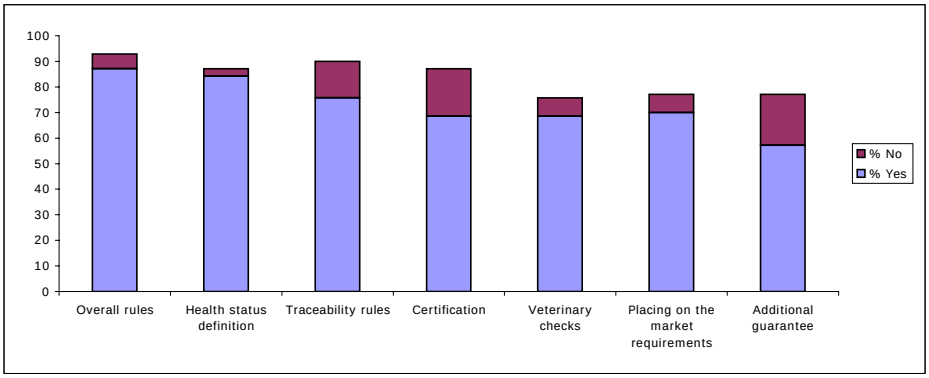
1.1. During the last 10 years, have the animal health rules for intra-Community trade been effective in a) contributing to the prevention of animal disease spread caused by movements of animals and animal products, and b) ensuring the free circulation of live animals, SOE and animal products within the EU?

Ensuring the free circulation in live animals / SOE / animal products

Number of respondents		%
Overall rules		
Yes	61	87,14
No	4	5,71
Sum	**65**	
Do not know	10	
Health status definition		
Yes	59	84,29
No	2	2,86
Sum	**61**	
Do not know	11	
Traceability rules		
Yes	53	75,71
No	10	14,29
Sum	**63**	90,00
Do not know	9	
Certification		
Yes	48	68,57
No	13	18,57
Sum	**61**	
Do not know	10	
Veterinary checks		
Yes	48	68,57
No	5	7,14
Sum	**53**	
Do not know	17	
Placing on the market requirements		
Yes	49	70,00
No	5	7,14
Sum	**54**	
Do not know	16	
Additional guarantee		
Yes	40	57,14
No	14	20,00
Sum	**54**	
Do not know	12	

	% Yes	*% No*	*N*
Overall rules	87,14	5,71	65
Health status definition	84,29	2,86	61
Traceability rules	75,71	14,29	63
Certification	68,57	18,57	61
Veterinary checks	68,57	7,14	53
Placing on the market requirements	70,00	7,14	54
Additional guarantee	57,14	20,00	54

Number of respondents: ***70***



1.2. During the last 10 years, has the amount of EU funding (e.g. ANIMO system, training) made available for measures related to animal health rules for intra-Community trade been appropriate in addressing the needs?

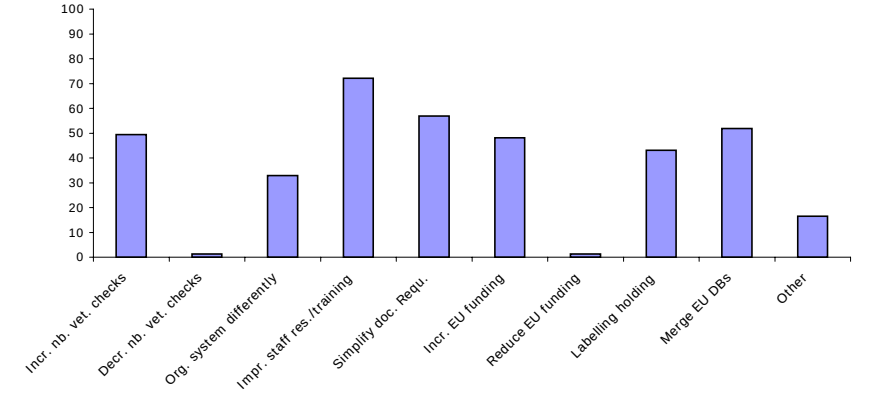
Number of answers		%
Not at all	1	1,72
Not much	9	15,52
Partly	42	72,41
Fully	6	10,34
Sum	**58**	100,00
Do not know	20	

1.3. What should be done in future at EU/MS level to ensure that animal health rules make a greater contribution to improved and safe intra-Community trade in live animals, SOE, and animal products?

Number of respondents	**79**

Answers		
		%
Increase number of veterinary checks	39	49,37
Decrease number of veterinary checks	1	1,27
Organise current system differently	26	32,91
Improve staff resources/training for national authorities	57	72,15
Simplify documentation requirements	45	56,96
Increase EU fundings	38	48,10
Reduce EU fundings	1	1,27
Labelling the holding	34	43,04
Merge all databases at EU level	41	51,90
Other	13	16,46

Incr. nb. vet. checks	**49,37**
Decr. nb. vet. checks	**1,27**
Org. system differently	**32,91**
Impr. staff res./training	**72,15**
Simplify doc. Requ.	**56,96**
Incr. EU funding	**48,10**
Reduce EU funding	**1,27**
Labelling holding	**43,04**
Merge EU DBs	**51,90**
Other	**16,46**



Other

Improve the national databases and the exchange of information between Member States (4)

Take more into account additional guarantees/improve the system of additional guarantees (3)

Encourage preventive measures, good agricultural / animal husbandry practices; create incentives (3)

Harmonize circulation conditions within each MS and between MS (other than the veterinary check prior to shipment) (2)

Discourage free trade of live animals (1)

Ensure / codify a risk-based approach of checks, share results from each MS (1)

Improve the surveillance systems on EU-level, e.g. Transport (1)

Harmonise the training of staff (1)

SECTION 2 - IMPORTS FROM THIRD COUNTRIES

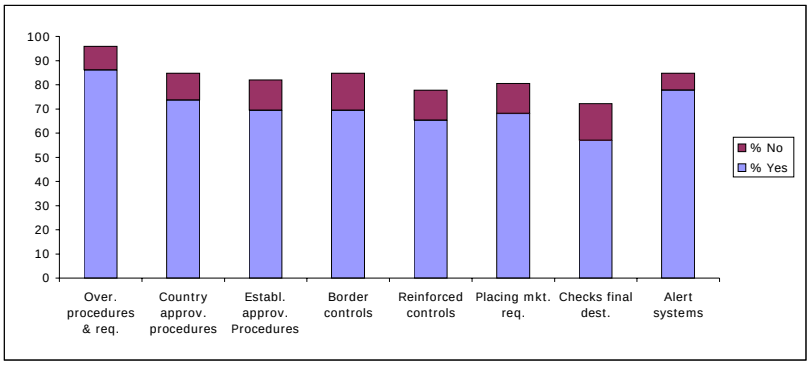
2.1. During the last 10 years, have the animal health procedures and requirements for commercial imports of live animals/SOE/animal products been effective in preventing the entry of a) infectious diseases, and b) foodborne diseases into the EU?

Infectious diseases

Number of answers		%
Overall procedures & requirements		
Yes	62	86,11
No	7	9,72
Sum	**69**	
Do not know	4	
Country approval procedures		
Yes	53	73,61
No	8	11,11
Sum	**61**	
Do not know	11	
Establishment approval procedures		
Yes	50	69,44
No	9	12,50
Sum	**59**	
Do not know	11	
Border controls - BIPs		
Yes	50	69,44
No	11	15,28
Sum	**61**	
Do not know	10	
Reinforced controls		
Yes	47	65,28
No	9	12,50
Sum	**56**	
Do not know	16	
Placing on the market requirements		
Yes	49	68,06
No	9	12,50
Sum	**58**	
Do not know	14	
Checks at final destination		
Yes	41	56,94
No	11	15,28
Sum	**52**	
Do not know	18	
Alert systems		
Yes	56	77,78
No	5	6,94
Sum	**61**	
Do not know	11	

	% Yes	*% No*	*N*
Over. procedures & req.	86,11	9,72	69
Country approv. procedures	73,61	11,11	61
Establ. approv. Procedures	69,44	12,50	59
Border controls	69,44	15,28	61
Reinforced controls	65,28	12,50	56
Placing mkt. req.	68,06	12,50	58
Checks final dest.	56,94	15,28	52
Alert systems	77,78	6,94	61

Number of respondents	***72***



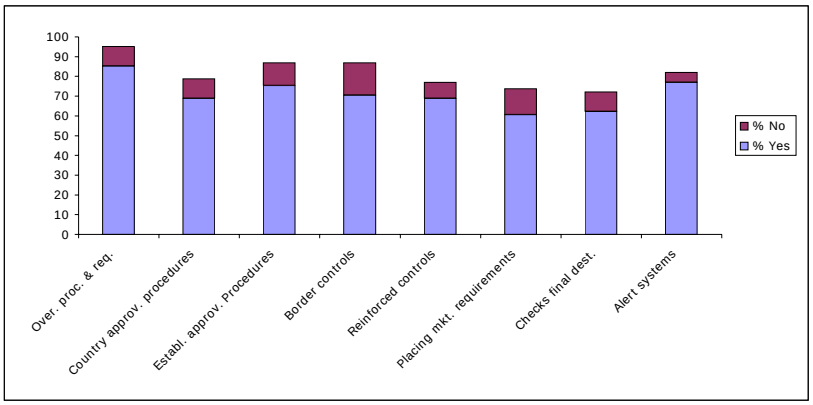
2.1. During the last 10 years, have the animal health procedures and requirements for commercial imports of live animals/SOE/animal products been effective in preventing the entry of a) infectious diseases, and b) foodborne diseases into the EU?

Foodborne diseases

Number of answers		%
Overall procedures & requirements		
Yes	52	85,25
No	6	9,84
Sum	**58**	
Do not know	11	
Country approval procedures		
Yes	42	68,85
No	6	9,84
Sum	**48**	
Do not know	18	
Establishment approval procedures		
Yes	46	75,41
No	7	11,48
Sum	**53**	
Do not know	14	
Border controls - BIPs		
Yes	43	70,49
No	10	16,39
Sum	**53**	
Do not know	12	
Reinforced controls		
Yes	42	68,85
No	5	8,20
Sum	**47**	
Do not know	17	
Placing on the market requirements		
Yes	37	60,66
No	8	13,11
Sum	**45**	
Do not know	19	
Checks at final destination		
Yes	38	62,30
No	6	9,84
Sum	**44**	
Do not know	20	
Alert systems		
Yes	47	77,05
No	3	4,92
Sum	**50**	
Do not know	14	

	% Yes	*% No*	*N*
Over. proc. & req.	85,25	9,84	58
Country approv. procedures	68,85	9,84	48
Establ. approv. Procedures	75,41	11,48	53
Border controls	70,49	16,39	53
Reinforced controls	68,85	8,20	47
Placing mkt. requirements	60,66	13,11	45
Checks final dest.	62,30	9,84	44
Alert systems	77,05	4,92	50

Number of respondents	***61***

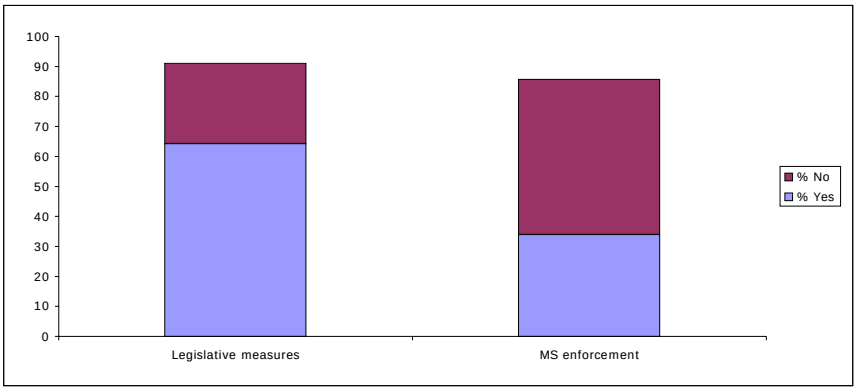


2.2. During the last 10 years, have the legislative measures for non-commercial imports and MS enforcement been effective in preventing the entry of infectious diseases by the movement of pets animals and animal products (e.g. through tourism)?

Number of answers		%
Legislative measures		
Yes	36	64,29
No	15	26,79
Sum	**51**	
Do not know	22	
MS enforcement		
Yes	19	33,93
No	29	51,79
Sum	**48**	
Do not know	25	

	% Yes	*% No*	*N*
Legislative measures	64,29	26,79	51
MS enforcement	33,93	51,79	48

Number of respondents	***56***



2.3. During the last 10 years, has the amount of EU funding (e.g. BIPS, IT systems, training) made available for measures related to animal health rules for commercial imports of live animals/SOE/animal products from third countries been appropriate in addressing the needs?

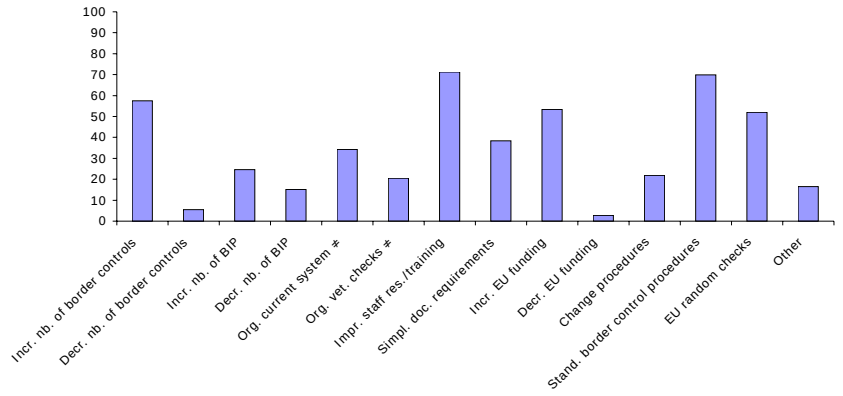
Number of answers		%
Not at all	2	4,88
Not much	10	24,39
Partly	21	51,22
Fully	8	19,51
Sum	**41**	100,00
Do not know	30	

2.4. What should be done in future at EU/MS level to prevent the entry of diseases from third countries?

Number of respondents	***73***

Number of answers		%
Increase number of border controls	42	57,53
Decrease number of border controls	4	5,48
Increase number of BIP	18	24,66
Decrease number of BIP	11	15,07
Organise current system differently	25	34,25
Organise the veterinary checks differently	15	20,55
Impr. staff res./training for nat. auth.	52	71,23
Simplify documentation requirements	28	38,36
Increase EU funding	39	53,42
Decrease EU funding	2	2,74
Change procedures for country approval	16	21,92
Standardise the border control procedures	51	69,86
Make EU random checks at borders	38	52,05
Other	12	16,44

Incr. nb. of border controls	**57,53**
Decr. nb. of border controls	**5,48**
Incr. nb. of BIP	**24,66**
Decr. nb. of BIP	**15,07**
Org. current system ≠	**34,25**
Org. vet. checks ≠	**20,55**
Impr. staff res./training	**71,23**
Simpl. doc. requirements	**38,36**
Incr. EU funding	**53,42**
Decr. EU funding	**2,74**
Change procedures	**21,92**
Stand. border control procedures	**69,86**
EU random checks	**52,05**
Other	**16,44**



Other

Harmonise the customs nomenclature and the denomination of animal products and live animals subject to veterinary controls (3).

Make a more harmonised system of controls based on article 24 of 97/78/EC (1)

Authorities should sensitise tourists from "sensible" countries (3)

Create more risk-based controls at the border. Increase risk based activities at the place of origin. Improve information gathering on emerging risks (2)

Place Commission staff at BIPS, introduce electronic certification, have more liaison with farmers an importers who know what is going on (1)

The Commission and Member States need to consider a debate and review of the purpose, levels and organisation of border checks in the light of the new Regulation (EC) No 882/2004 on Food and Feed controls which puts great emphasis on the controls carried out in third countries to move to more risk based controls. The legislation on import conditions needs to be simplified (1)

Make more inspections in third countries and safeguard measures (1)

SECTION 3 - ILLEGAL IMPORTS (EU COUNTRIES AND THIRD COUNTRIES)

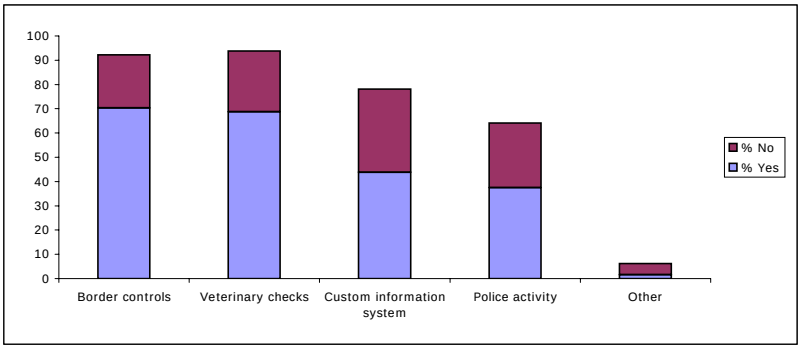
3.1. During the last 10 years, has the legislative measures been effective in preventing the illegal imports of live animals, SOE and animal products? Have the measures in place been satisfactorily enforced?

Legislative measures

Number of answers		%
Border controls		
Yes	45	70,31
No	14	21,88
Sum	**59**	
Do not know	12	
Veterinary checks		
Yes	44	68,75
No	16	25,00
Sum	**60**	
Do not know	10	
Custom information system		
Yes	28	43,75
No	22	34,38
Sum	**50**	
Do not know	20	
Police activity		
Yes	24	37,50
No	17	26,56
Sum	**41**	
Do not know	27	
Other		
Yes	1	1,56
No	3	4,69
Sum	**4**	
Do not know	0	

	% Yes	*% No*	*N*
Border controls	70,31	21,88	59
Veterinary checks	68,75	25,00	60
Custom information system	43,75	34,38	50
Police activity	37,50	26,56	41
Other	1,56	4,69	4

Number of respondents: ***64***



Other

No : sanctions, sensitize voyagers for risks
Yes: consumers information (tourists)

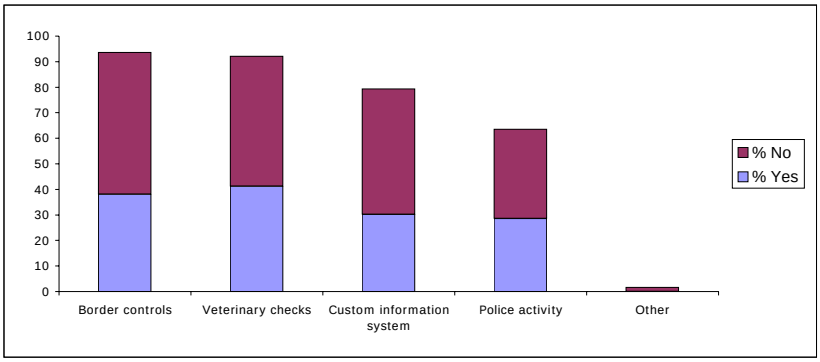
3.1. During the last 10 years, has the legislative measures been effective in preventing the illegal imports of live animals, SOE and animal products? Have the measures in place been satisfactorily enforced?

Enforcement

Number of answers		%
Border controls		
Yes	24	38,10
No	35	55,56
Sum	**59**	
Do not know	10	
Veterinary checks		
Yes	26	41,27
No	32	50,79
Sum	**58**	
Do not know	9	
Custom information system		
Yes	19	30,16
No	31	49,21
Sum	**50**	
Do not know	18	
Police activity		
Yes	18	28,57
No	22	34,92
Sum	**40**	
Do not know	24	
Other		
Yes	0	0,00
No	1	1,59
Sum	**1**	
Do not know	0	

	% Yes	*% No*	*N*
Border controls	38,10	55,56	59
Veterinary checks	41,27	50,79	58
Custom information system	30,16	49,21	50
Police activity	28,57	34,92	40
Other	0,00	1,59	1

Number of respondents: ***63***



Other

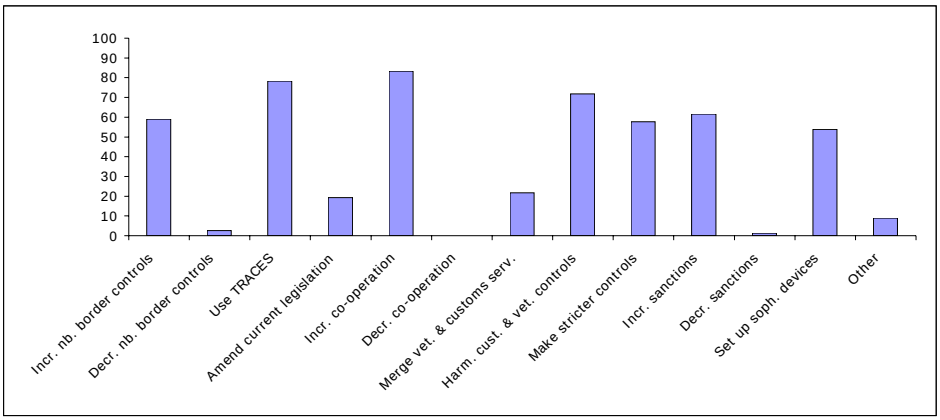
Reinforced sanctions and sensitize voyagers for risk

3.2. What should be done in future at EU/MS level to ensure that animal health rules contribute to reduce illegal imports of live animals, SOE and animal products?

Number of respondents	**78**

Number of answers		
		%
Increase number of border controls	46	58,97
Decrease number of border controls	2	2,56
Use the TRACES system to record any detected smuggling and to target	61	78,21
Amend the current legislation	15	19,23
Increase co-operation between customs & vet. services	65	83,33
Decrease co-operation between customs & vet. services	0	0,00
Merge veterinary services & customs services	17	21,79
Harmonise customs & veterinary controls	56	71,79
Make stricter controls for goods in transit	45	57,69
Increase sanctions	48	61,54
Decrease sanctions	1	1,28
Set up sophisticated devices for better controls	42	53,85
Other	7	8,97

Incr. nb. border controls	58,97
Decr. nb. border controls	2,56
Use TRACES	78,21
Amend current legislation	19,23
Incr. co-operation	83,33
Decr. co-operation	0,00
Merge vet. & customs serv.	21,79
Harm. cust. & vet. controls	71,79
Make stricter controls	57,69
Incr. sanctions	61,54
Decr. sanctions	1,28
Set up soph. devices	53,85
Other	8,97



Other

Examine possibilities to reinforce controls at the place of departure (Third country) (2)

Risk based approach. Shared intelligence. Findings inland to drive action at borders (1)

Inform tourists about the risk of illegal imports (1)

Target controls to illegal imports (1)

EU will have to think about adequate measures like “anti-bio-terrorism-act”. (1)

Make legislation more clear (1)

SECTION 4 - DISEASE ERADICATION AND MONITORING PROGRAMMES

4.1. During the last 10 years, have the EU co-funded disease eradication and monitoring programmes been effective in reducing / eradicating the targeted diseases?

	Number of answers	%
Yes	35	71,43
No	14	28,57
Sum	**49**	100,00
Do not know	0	

For the old MS, the following table considers the diseases and MS concerned by the co-funded programmes from 1995 to 2004 (Reference matrix diseases/MS provided on next page)

Responding countries: AS, BE, DK, FI, FR, DE, IE, LU, SW, GR, ES, NL, UK
Not responding countries: IT, PT

Main diseases	Disease is not controlled (EU 15)	Disease is not eradicated (EU 15)
BSE or any other slow developing disease		BE, FI, FR, ES, UK, IE
Rabies		
Bovine brucellosis		ES, UK
Ovine and caprine brucellosis (B. Melitensis)		FR, ES
Bovine tuberculosis	UK	ES, IE*,GR
African swine fever		
Swine vesicular disease		
Classical swine fever		FR
Bluetongue		FR, ES
Aujeszky's disease		B, UK, IE

** Bovine Tuberculosis is said not to be eradicated in Ireland but this MS did not participated in the co-funded programme for the eradication of this disease in the past 10 years.*

Animal disease, zoonosis and TSE eradication, monitoring or control programmes approved for co-financing by the EC in the 25 MS (1995-2004)

	AT	BE	CY	CZ	DE	DK	EE	EL	ES	FI	FR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	SE	SI	SK	UK
Bovine brucellosis			X					X	X		X			X	X					X	X		X		X
Bovine tuberculosis								X	X					X	X					X	X		X		X
Enzootic bovine leucosis							X		X					X	X		X				X	X		X	X
Contagious bovine pleuro-pneumonia									X					X							X				
DOM											X														
EHEC										X															
Ovine and caprine brucellosis			X					X	X		X			X	X						X		X		
Blue tongue									X		X			X											
African swine fever									X					X							X				
Classical swine fever	X	X		X	X						X				X	X							X	X	
Swine vesicular disease														X											
Aujeszky's disease		X			X				X			X	X		X			X	X		X			X	X
Salmonella in poultry	X	X				X					X			X	X				X					X	
Rabies	X	X		X	X					X	X			X		X	X			X			X	X	
Infectious hemato-poïetic necrosis									X	X						X					X				
Echinococcus hydatidosis								X													X				
BSE/TSE monitoring	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X		X	X		X	X	X		X
BSE/TSE eradication	X	X	X	X	X	X	X	X	X	X	X		X	X		X			X		X		X	X	X

Source: compiled by Bureau van Dijk (Food Chain Evaluation Consortium)

4.2. Do you agree with the current prioritisation of diseases and budget per disease as targeted by the programmes?

Prioritisation		
Number of answers		**%**
Appropriate	33	57,89
Not appropriate	24	42,11
Sum	**57**	100,00
Do not know	22	

Budget		
Number of answers		**%**
Appropriate	15	41,67
Too high	8	22,22
Too low	13	36,11
Sum	**36**	100,00
Do not know	40	

4.3. During the last 10 years, has the amount EU funding made available for the disease eradication and monitoring programmes been appropriate in addressing the needs?

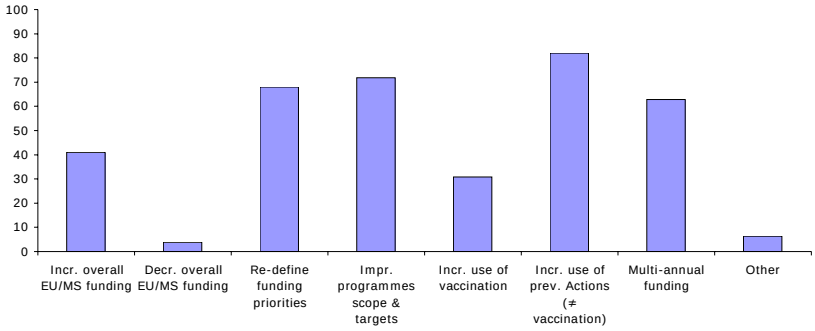
Number of answers		**%**
Not at all	1	2,00
Not much	7	14,00
Partly	37	74,00
Fully	5	10,00
Sum	**50**	100,00
Do not know	27	

4.4. What should be done in future at EU/MS level to ensure that the disease eradication and monitoring programmes contribute to improved animal health status in the Community?

Number of respondents	**78**

Number of answers		
		%
Increase overall EU/MS funding	32	41,03
Decrease overall EU/MS funding	3	3,85
Re-define funding priorities	53	67,95
Improve the scope & targets/objectives of the programmes	56	71,79
Increase the use of vaccination	24	30,77
Increase the use of preventive actions, other than vaccination	64	82,05
Multi-annual funding	49	62,82
Other	5	6,41

Incr. overall EU/MS funding	**41,03**
Decr. overall EU/MS funding	**3,85**
Re-define funding priorities	**67,95**
Impr. programmes scope & targets	**71,79**
Incr. use of vaccination	**30,77**
Incr. use of prev. Actions (≠ vaccination)	**82,05**
Multi-annual funding	**62,82**
Other	**6,41**



Other

Accept disease free regions/member states. Improve systems for additional guarantees (2)

Develop EU-standardised education and training programmes for farmers and veterinarians (state and farm veterinarians) (1)

Fund research e.g. marker vaccines. Provide business support to new EU vaccine industries and technologies. (1)

Imporve coherence between programmes (1)

SECTION 5 - CONTROL AND SURVEILLANCE OF EXOTIC DISEASES AND NEW EMERGING RISKS

5.1. During the last 10 years, have the measures in place for control & surveillance of exotic diseases and new emerging risks been effective in preventing the introduction and controlling the spread of these diseases?

Number of answers		%
Yes	41	65,08
No	22	34,92
Sum	**63**	**100,00**
Do not know	8	

Further analysis of the comments to the question:

- The control of the disease is not only the results of EU legal requirements but also of national programmes and safeguard instructions from the industry.

- In the past, introduction of exotic diseases has concerned FMD, AI, Newcastle diseases and CSF.

- FMD: the FMD epizootic in Italy, Greece and especially in the UK, France and the Netherlands in 2001 show that the measures in place were not effective to prevent its introduction. Inadequate controls on illegal livestock movements resulted in the spread of FMD. Controls have improved since then, however more could be done. The FMD epizootic was rapidly controlled in France, but not in the United Kingdom. A strengthening in human resources (veterinarians from other MS), a better identification and traceability, a faster decision-making process as far as measures to be taken are concerned, would probably have helped to limit its extension and economic consequences.

- AI: same comment for the outbreak of AI in the Netherlands, Belgium and Germany in 2003. Migrating wild birds are difficult to prevent from introducing AI, unless susceptible birds are kept indoors.

- Newcastle: there has been one case of Newcastle disease in Finland in 2004 that was quickly contained. It was thought to originate from wild bird. The measures laid down in the EU legislation for combating ND were in these cases sufficient to prevent the disease from spreading forward.

- CSF: a risk assessment on the spread of CSF within Finland indicates that an outbreak would most of the times be restricted to only a few holdings. The prevention of the introduction of CSF has been improved with the new legislation of 2001.

- Bluetongue: this disease is not yet under control. The epidemiology is largely determined by the vector Culicoides that show unpredictable prevalence and capacity to introduce/spread Bluetongue.

- ASF will remain difficult to control without a vaccine (West Africa is wide open to ASF).

- Rinderpest: the decision of the Commission to reign back the 'pace' programme with rinderpest still present in the Somali ecosystem has the potential to let the disease re-establish.

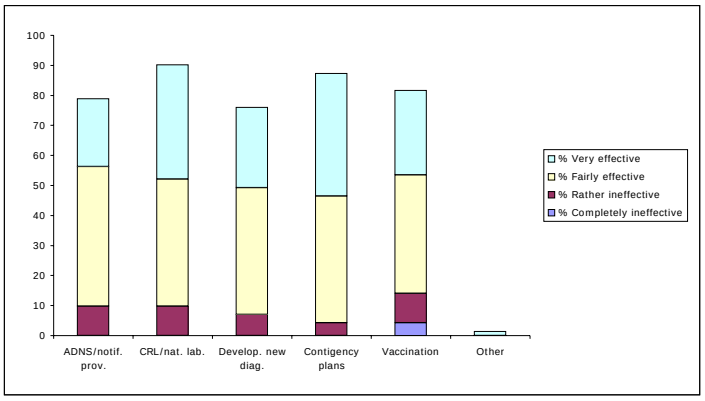
There is a need to be better prepared for crisis actions, a need for an emergency fund in Commission which can be easily and quickly accessed, a need to set up crisis units to respond to a particular problem, as well as a need for a crisis room in DG SANCO with the relevant equipment etc. as DG RELEX appear to have.

5.2. How effective have the following been in preventing the introduction and/or controlling the spread of exotic diseases?

Number of answers		%
ADNS/notification provisions		
Completely ineffective	0	0,00
Rather ineffective	7	9,86
Fairly effective	33	46,48
Very effective	16	22,54
Sum	**56**	
Do not know	13	
CRLs/national laboratories		
Completely ineffective	0	0,00
Rather ineffective	7	9,86
Fairly effective	30	42,25
Very effective	27	38,03
Sum	**64**	
Do not know	6	
Development of new diagnostic tests		
Completely ineffective	0	0,00
Rather ineffective	5	7,04
Fairly effective	30	42,25
Very effective	19	26,76
Sum	**54**	
Do not know	15	
Contingency plans		
Completely ineffective	0	0,00
Rather ineffective	3	4,23
Fairly effective	30	42,25
Very effective	29	40,85
Sum	**62**	
Do not know	8	
Vaccination where available & allowed		
Completely ineffective	3	4,23
Rather ineffective	7	9,86
Fairly effective	28	39,44
Very effective	20	28,17
Sum	**58**	
Do not know	10	
Other		
Completely ineffective	0	0,00
Rather ineffective	0	0,00
Fairly effective	0	0,00
Very effective	1	1,41
Sum	**1**	
Do not know	1	

	% Completely ineffective	*% Rather ineffective*	*% Fairly effective*	*% Very effective*	*N*
ADNS/notif. prov.	0,00	9,86	46,48	22,54	56
CRL/nat. lab.	0,00	9,86	42,25	38,03	64
Develop. new diag.	0,00	7,04	42,25	26,76	54
Contigency plans	0,00	4,23	42,25	40,85	62
Vaccination	4,23	9,86	39,44	28,17	58
Other	0,00	0,00	0,00	1,41	1

Number of respondents	***71***



5.3. During the last 10 years, has the amount of EU funding made available been appropriate in addressing the needs?

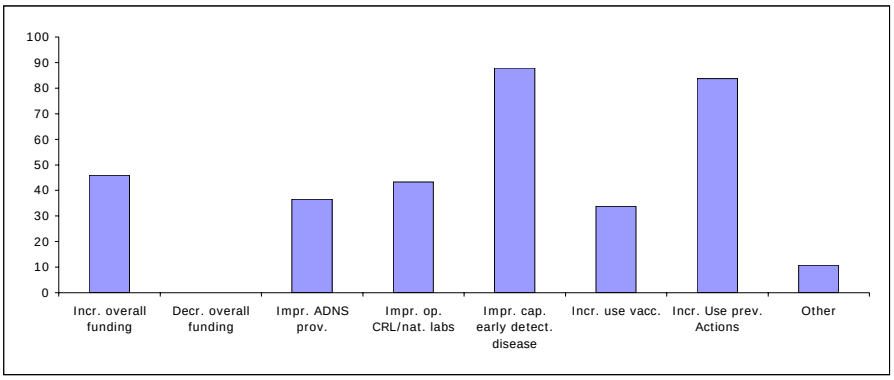
Number of answers		%
Not at all	1	2,22
Not much	6	13,33
Partly	26	57,78
Fully	12	26,67
Sum	**45**	100,00
Do not know	28	

5.4. What should be done in future at EU/MS level to ensure that the measures contribute to containing the spread of exotic diseases in the Community?

Number of respondents	**74**

Answers		
		%
Increase overall funding	34	45,95
Decrease overall funding	0	0,00
Improve ADNS/notification provisions	27	36,49
Improve the operation of CRL's/national laboratories	32	43,24
Improve capability for early detection of disease	65	87,84
Increase the use of vaccination	25	33,78
Increase the use of preventive actions, other than vaccination	62	83,78
Other	8	10,81

Incr. overall funding	**45,95**
Decr. overall funding	**0,00**
Impr. ADNS prov.	**36,49**
Impr. op. CRL/nat. labs	**43,24**
Impr. cap. early detect. disease	**87,84**
Incr. use vacc.	**33,78**
Incr. Use prev. Actions	**83,78**
Other	**10,81**



Other

Develop actions in third countries, create a 'buffer zone' if needed (3)
Surveillance and control of animal diseases in wildlife (1)
Increase the public awareness of the diseases and risks, directing the trade of livestock to use more safe practices (semen, embryos) (1)
Increase preventive measures (1)
Improve knowledge management on emerging risks (1)
Improve communication and the share of knowledge (1)

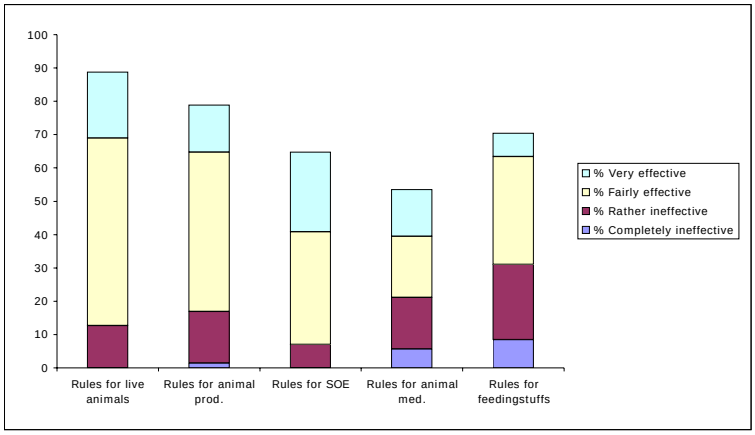
SECTION 6 - TRACEABILITY / IDENTIFICATION

6.1. How effective have the EU identification, registration and traceability rules for live animals, animal products and livestock inputs (SOE, medicines, feedingstuffs) been in ensuring animal health and food safety, in particular in crisis situations and for the detection of illegal trade or imports?

Number of answers		%
Rules for live animals		
Completely ineffective	0	0,00
Rather ineffective	9	12,68
Fairly effective	40	56,34
Very effective	14	19,72
Sum	**63**	
Do not know	7	
Rules for animal products		
Completely ineffective	1	1,41
Rather ineffective	11	15,49
Fairly effective	34	47,89
Very effective	10	14,08
Sum	**56**	
Do not know	15	
Rules for SOE		
Completely ineffective	0	0,00
Rather ineffective	5	7,04
Fairly effective	24	33,80
Very effective	17	23,94
Sum	**46**	
Do not know	20	
Rules for animal medicines		
Completely ineffective	4	5,63
Rather ineffective	11	15,49
Fairly effective	13	18,31
Very effective	10	14,08
Sum	**38**	
Do not know	31	
Rules for feedingstuffs		
Completely ineffective	6	8,45
Rather ineffective	16	22,54
Fairly effective	23	32,39
Very effective	5	7,04
Sum	**50**	
Do not know	21	

	% Completely ineffective	*% Rather ineffective*	*% Fairly effective*	*% Very effective*	*N*
Rules for live animals	0,00	12,68	56,34	19,72	63
Rules for animal prod.	1,41	15,49	47,89	14,08	56
Rules for SOE	0,00	7,04	33,80	23,94	46
Rules for animal med.	5,63	15,49	18,31	14,08	38
Rules for feedingstuffs	8,45	22,54	32,39	7,04	50

Number of respondents	**71**

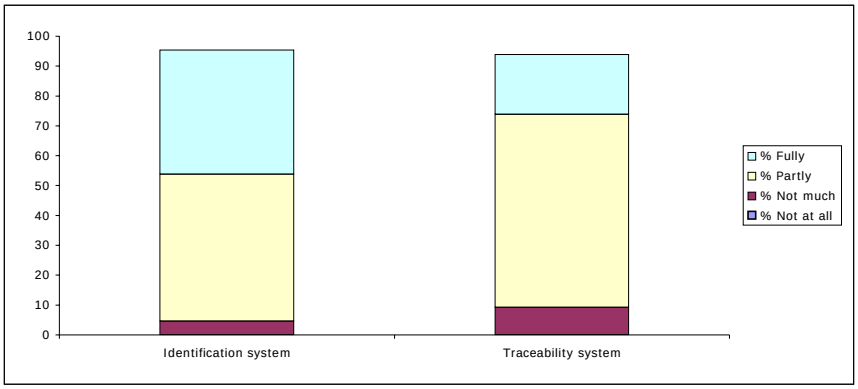


6.2. Are the elements of the current Community identification / traceability system for live animals and animal products functioning properly?

Number of answers		%
Identification system		
Not at all	0	0,00
Not much	3	4,62
Partly	32	49,23
Fully	27	41,54
Sum	**62**	
Do not know	8	
Traceability system		
Not at all	0	0,00
Not much	6	9,23
Partly	42	64,62
Fully	13	20,00
Sum	**61**	
Do not know	8	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
Identification system	0,00	4,62	49,23	41,54	62
Traceability system	0,00	9,23	64,62	20,00	61

Number of respondents	**65**



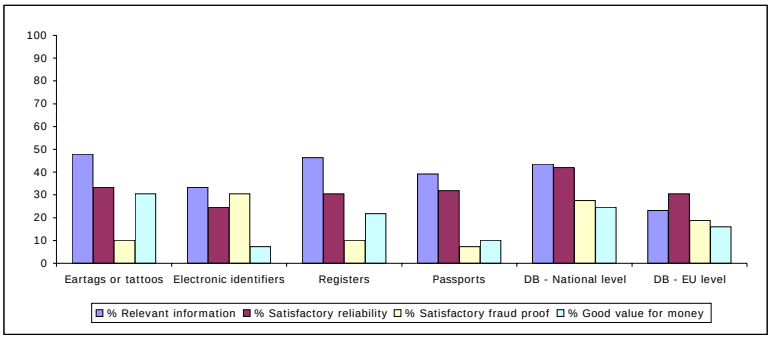
6.2. Are the elements of the current Community identification / traceability system for live animals and animal products functioning properly?

Please specify whether the following main elements of the identification / traceability system for live animals function properly

Number of answers		%
Eartags or tattoos		
Yes, relevant information	33	47,83
Yes, satisfactory reliability	23	33,33
Yes, satisfactory fraud proof	7	10,14
Yes, good value for money	21	30,43
Sum	**84**	
Do not know	11	
Electronic identifiers		
Yes, relevant information	23	33,33
Yes, satisfactory reliability	17	24,64
Yes, satisfactory fraud proof	21	30,43
Yes, good value for money	5	7,25
Sum	**66**	
Do not know	23	
Registers kept on holdings		
Yes, relevant information	32	46,38
Yes, satisfactory reliability	21	30,43
Yes, satisfactory fraud proof	7	10,14
Yes, good value for money	15	21,74
Sum	**75**	
Do not know	11	
Passports		
Yes, relevant information	27	39,13
Yes, satisfactory reliability	22	31,88
Yes, satisfactory fraud proof	5	7,25
Yes, good value for money	7	10,14
Sum	**61**	
Do not know	19	
Computerised databases- national level		
Yes, relevant information	30	43,48
Yes, satisfactory reliability	29	42,03
Yes, satisfactory fraud proof	19	27,54
Yes, good value for money	17	24,64
Sum	**95**	
Do not know	11	
Central databases- EU level (TRACES)		
Yes, relevant information	16	23,19
Yes, satisfactory reliability	21	30,43
Yes, satisfactory fraud proof	13	18,84
Yes, good value for money	11	15,94
Sum	**61**	
Do not know	24	

	% Relevant information	*% Satisfactory reliability*	*% Satisfactory fraud proof*	*% Good value for money*	*N*
Eartags or tattoos	47,83	33,33	10,14	30,43	84
Electronic identifiers	33,33	24,64	30,43	7,25	66
Registers	46,38	30,43	10,14	21,74	75
Passports	39,13	31,88	7,25	10,14	61
DB - National level	43,48	42,03	27,54	24,64	95
DB - EU level	23,19	30,43	18,84	15,94	61

Number of respondents	**69**



6.3. Is the IT system TRACES functioning properly at a technical level?		
Number of answers		**%**
Not at all	1	2,78
Not much	1	2,78
Partly	29	80,56
Fully	5	13,89
Sum	**36**	100,00
Do not know	21	

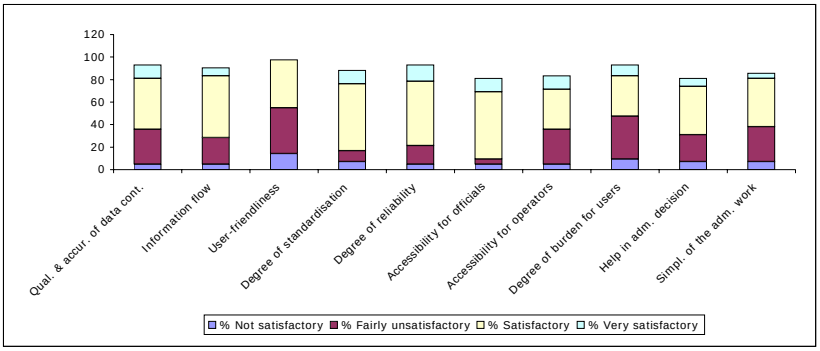
6.3. Is the IT system TRACES functioning properly at a technical level?

Please specify in terms of the following criteria

Number of answers		%
Quality & accuracy of data contained		
Not satisfactory	2	4,76
Fairly unsatisfactory	13	30,95
Satisfactory	19	45,24
Very satisfactory	5	11,90
Sum	**39**	
Do not know	13	
Information flow		
Not satisfactory	2	4,76
Fairly unsatisfactory	10	23,81
Satisfactory	23	54,76
Very satisfactory	3	7,14
Sum	**38**	
Do not know	14	
User-friendliness		
Not satisfactory	6	14,29
Fairly unsatisfactory	17	40,48
Satisfactory	18	42,86
Very satisfactory	0	0,00
Sum	**41**	
Do not know	12	
Degree of standardisation		
Not satisfactory	3	7,14
Fairly unsatisfactory	4	9,52
Satisfactory	25	59,52
Very satisfactory	5	11,90
Sum	**37**	
Do not know	15	
Degree of reliability		
Not satisfactory	2	4,76
Fairly unsatisfactory	7	16,67
Satisfactory	24	57,14
Very satisfactory	6	14,29
Sum	**39**	
Do not know	12	
Accessibility for officials		
Not satisfactory	2	4,76
Fairly unsatisfactory	2	4,76
Satisfactory	25	59,52
Very satisfactory	5	11,90
Sum	**34**	
Do not know	18	
Accessibility for operators		
Not satisfactory	2	4,76
Fairly unsatisfactory	13	30,95
Satisfactory	15	35,71
Very satisfactory	5	11,90
Sum	**35**	
Do not know	16	
Degree of adm & tech burden for users		
Not satisfactory	4	9,52
Fairly unsatisfactory	16	38,10
Satisfactory	15	35,71
Very satisfactory	4	9,52
Sum	**39**	
Do not know	13	
Help in administrative decision		
Not satisfactory	3	7,14
Fairly unsatisfactory	10	23,81
Satisfactory	18	42,86
Very satisfactory	3	7,14
Sum	**34**	
Do not know	18	
Simplification of the administrative work		
Not satisfactory	3	7,14
Fairly unsatisfactory	13	30,95
Satisfactory	18	42,86
Very satisfactory	2	4,76
Sum	**36**	
Do not know	11	

	% Not satisfactory	*% Fairly unsatisfactory*	*% Satisfactory*	*% Very satisfactory*	*N*
Qual. & accur. of data cont.	4,76	30,95	45,24	11,90	39
Information flow	4,76	23,81	54,76	7,14	38
User-friendliness	14,29	40,48	42,86	0,00	41
Degree of standardisation	7,14	9,52	59,52	11,90	37
Degree of reliability	4,76	16,67	57,14	14,29	39
Accessibility for officials	4,76	4,76	59,52	11,90	34
Accessibility for operators	4,76	30,95	35,71	11,90	35
Degree of burden for users	9,52	38,10	35,71	9,52	39
Help in adm. decision	7,14	23,81	42,86	7,14	34
Simpl. of the adm. work	7,14	30,95	42,86	4,76	36

Number of respondents	**42**

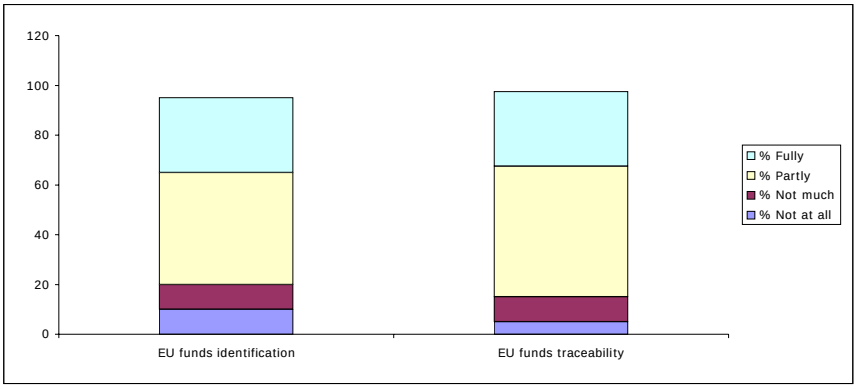


6.4. During the last 10 years, has the amount of available EU funds for measures related to traceability/identification of animals, animal products and feedingstuffs been appropriate in addressing the needs?

Number of answers		%
EU funds for measures related to indentification		
Not at all	4	10,00
Not much	4	10,00
Partly	18	45,00
Fully	12	30,00
Sum	**38**	
Do not know	26	
EU funds for measures related to traceability		
Not at all	2	5,00
Not much	4	10,00
Partly	21	52,50
Fully	12	30,00
Sum	**39**	
Do not know	26	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
EU funds identification	10,00	10,00	45,00	30,00	38
EU funds traceability	5,00	10,00	52,50	30,00	39

Number of respondents	**40**

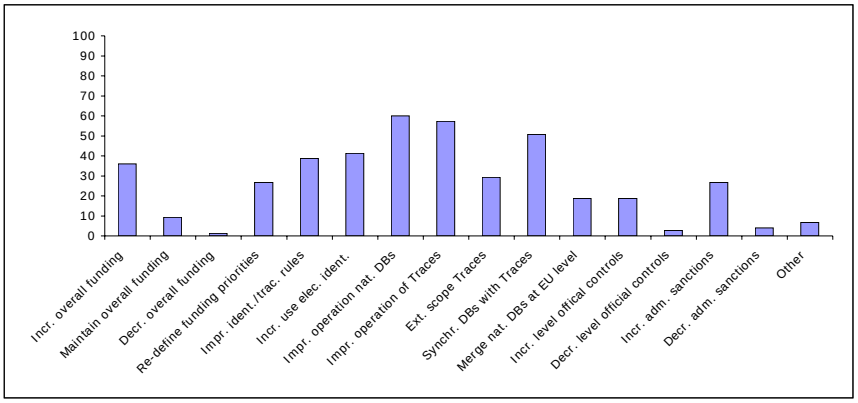


6.5. How should the EU traceability/identification rules be developed and improved in future to ensure effective animal health risk management?

Number of respondents	75

Answers		
		%
Increase overall funding for related measures	27	36,00
Maintain current level of overall funding	7	9,33
Decrease overall funding for related measures	1	1,33
Re-define funding priorities	20	26,67
Improve identification/traceability rules	29	38,67
Increase use of electronic identifiers for live animals	31	41,33
Improve the operation of national DBs for live animals	45	60,00
Improve the operation of Traces	43	57,33
Extent the scope of Traces	22	29,33
Synchronise national DBs for live animals with Traces	38	50,67
Merge the national DBs at EU level	14	18,67
Increase level of official controls	14	18,67
Decrease level of official controls	2	2,67
Increase administrative sanctions	20	26,67
Decrease administrative sanctions	3	4,00
Other	5	6,67

Incr. overall funding	**36,00**
Maintain overall funding	**9,33**
Decr. overall funding	**1,33**
Re-define funding priorities	**26,67**
Impr. ident./trac. rules	**38,67**
Incr. use elec. ident.	**41,33**
Impr. operation nat. DBs	**60,00**
Impr. operation of Traces	**57,33**
Ext. scope Traces	**29,33**
Synchr. DBs with Traces	**50,67**
Merge nat. DBs at EU level	**18,67**
Incr. level offical controls	**18,67**
Decr. level official controls	**2,67**
Incr. adm. sanctions	**26,67**
Decr. adm. sanctions	**4,00**
Other	**6,67**



Other

Improve exchange of information between databases of the MS (2)
Include audits about identification and traceability into self-control systems such as QA and QM Systems (1)

Keep into consideration SME characteristics (1)
Simplify the labelling rules for meat and create a label 'EU origin' (1)

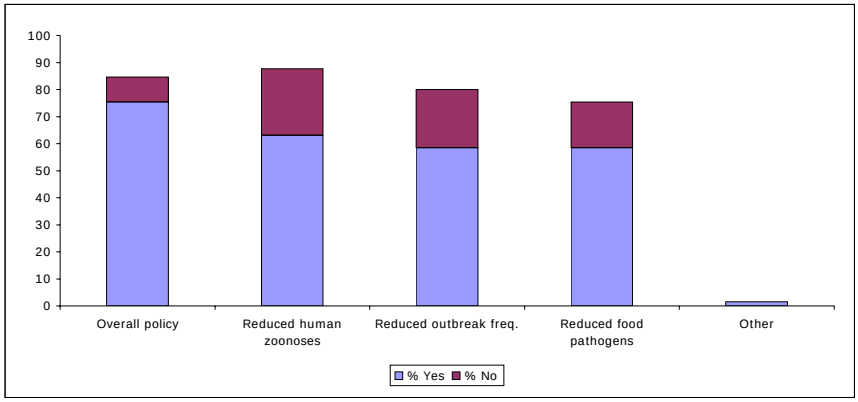
SECTION 7 - HUMAN HEALTH / FOOD SAFETY

7.1. During the last 10 years, have CAHP provisions provided an increased level of protection of human health and food safety, in terms of the following elements?

Number of answers		%
Overall policy		
Yes	49	75,38
No	6	9,23
Sum	**55**	
Do not know	9	
Reduced human zoonoses		
Yes	41	63,08
No	16	24,62
Sum	**57**	
Do not know	8	
Reduced outbreak frequency		
Yes	38	58,46
No	14	21,54
Sum	**52**	
Do not know	12	
Reduced food pathogens & contaminants		
Yes	38	58,46
No	11	16,92
Sum	**49**	
Do not know	14	
Other		
Yes	1	1,54
No	0	0,00
Sum	**1**	
Do not know	0	

	% Yes	*% No*	*N*
Overall policy	75,38	9,23	55
Reduced human zoonoses	63,08	24,62	57
Reduced outbreak freq.	58,46	21,54	52
Reduced food pathogens	58,46	16,92	49
Other	1,54	0,00	1

Number of respondents	***65***



Other

Other: increased consumer awareness

7.2. During the last 10 years, have CAHP provisions provided, even partly, 'value for money' (i.e. has money spent been well spent) in terms of the level of protection of human health and food safety?

Number of answers		%
Yes	31	81,58
No	7	18,42
Sum	**38**	100,00
Do not know	25	

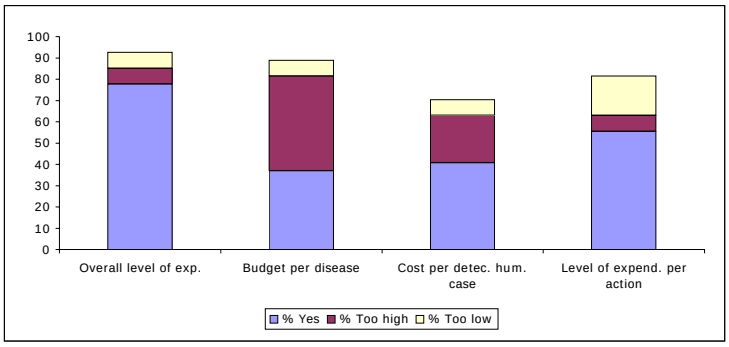
7.2. During the last 10 years, have CAHP provisions provided, even partly, 'value for money' (i.e. has money spent been well spent) in terms of the level of protection of human health and food safety?

Please further assess according to the following criteria

Number of answers		%
Overall level of expenditure		
Yes	21	77,78
Too high	2	7,41
Too low	2	7,41
Sum	**25**	
Do not know	27	
Budget per disease		
Yes	10	37,04
Too high	12	44,44
Too low	2	7,41
Sum	**24**	
Do not know	28	
Cost per detected human case		
Yes	11	40,74
Too high	6	22,22
Too low	2	7,41
Sum	**19**	
Do not know	34	
Level of expenditure per type of action		
Yes	15	55,56
Too high	2	7,41
Too low	5	18,52
Sum	**22**	
Do not know	29	

	% Yes	*% Too high*	*% Too low*	*N*
Overall level of exp.	77,78	7,41	7,41	25
Budget per disease	37,04	44,44	7,41	24
Cost per detec. hum. case	40,74	22,22	7,41	19
Level of expend. per action	55,56	7,41	18,52	22

Number of respondents	***27***

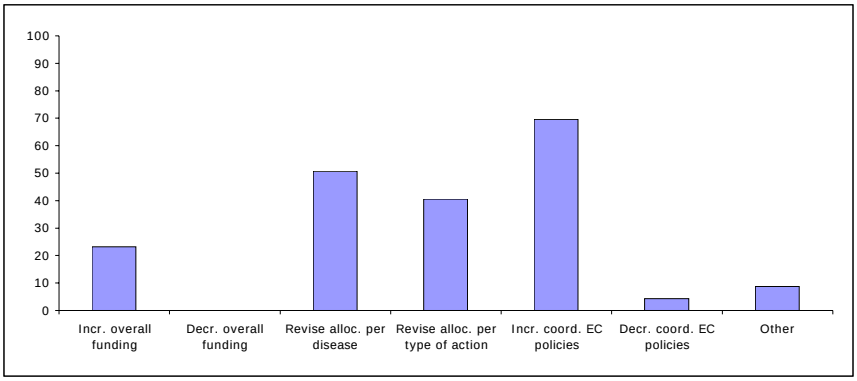


7.3. What should be done in the future to improve the level of protection (human health or food safety) provided?

Number of respondents	**69**

Answers		
		%
Increase overall funding for existing measures	16	23,19
Decrease overall funding for existing measures	0	0,00
Revise allocation per disease	35	50,72
Revise allocation per type of action	28	40,58
Increase co-ordination among EC policies	48	69,57
Decrease co-ordination among EC policies	3	4,35
Other	6	8,70

Incr. overall funding	**23,19**
Decr. overall funding	**0,00**
Revise alloc. per disease	**50,72**
Revise alloc. per type of action	**40,58**
Incr. coord. EC policies	**69,57**
Decr. coord. EC policies	**4,35**
Other	**8,70**



Other

Use already known knowledge better. Learn from mistakes (1)
Have cost effective and realistic zoonosis legislation (1)
Start meaningful programmes at farm level, not beginning only at harvest (1)
Increase co-ordination between private and official stakeholders (1)
Better governance – appropriate powers at the appropriate level (1)
Better monitoring & qualification of imported products from third countries (1)

SECTION 8 - CO-OPERATION BETWEEN COMMISSION, MEMBER STATES & OTHER STAKEHOLDERS/ORGANISATIONS

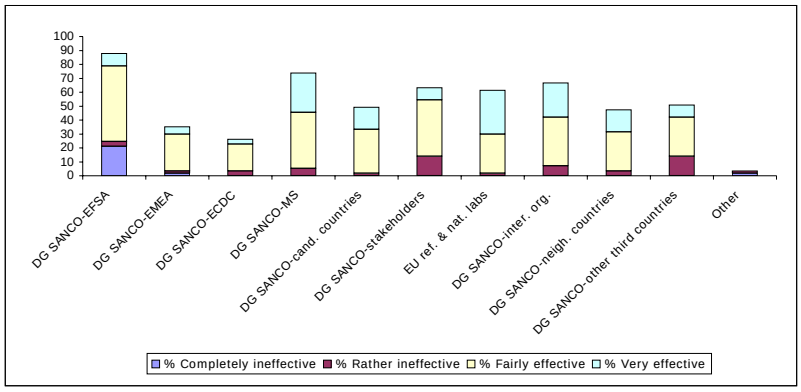
8.1. How do you assess the co-operation between the following organisations that are involved in the development and implementation of the CAHP?

Number of answers		%
DG SANCO-EFSA		
Completely ineffective	12	21,05
Rather ineffective	2	3,51
Fairly effective	31	54,39
Very effective	5	8,77
Sum	**50**	
Do not know	18	
DG SANCO-EMEA		
Completely ineffective	1	1,75
Rather ineffective	1	1,75
Fairly effective	15	26,32
Very effective	3	5,26
Sum	**20**	
Do not know	35	
DG SANCO-ECDC		
Completely ineffective	0	0,00
Rather ineffective	2	3,51
Fairly effective	11	19,30
Very effective	2	3,51
Sum	**15**	
Do not know	41	
DG SANCO-MS		
Completely ineffective	0	0,00
Rather ineffective	3	5,26
Fairly effective	23	40,35
Very effective	16	28,07
Sum	**42**	
Do not know	16	
DG SANCO-candidate countries		
Completely ineffective	0	0,00
Rather ineffective	1	1,75
Fairly effective	18	31,58
Very effective	9	15,79
Sum	**28**	
Do not know	28	
DG SANCO-stakeholders		
Completely ineffective	0	0,00
Rather ineffective	8	14,04
Fairly effective	23	40,35
Very effective	5	8,77
Sum	**36**	
Do not know	21	
EU reference & national loboratories		
Completely ineffective	0	0,00
Rather ineffective	1	1,75
Fairly effective	16	28,07
Very effective	18	31,58
Sum	**35**	
Do not know	19	
DG SANCO-international organisations		
Completely ineffective	0	0,00
Rather ineffective	4	7,02
Fairly effective	20	35,09
Very effective	14	24,56
Sum	**38**	
Do not know	18	
DG SANCO-neighbouring countries		
Completely ineffective	0	0,00
Rather ineffective	2	3,51
Fairly effective	16	28,07
Very effective	9	15,79
Sum	**27**	
Do not know	27	
DG SANCO-other third countries		
Completely ineffective	0	0,00
Rather ineffective	8	14,04
Fairly effective	16	28,07
Very effective	5	8,77
Sum	**29**	
Do not know	25	

Number of answers		%
Other		
Completely ineffective	1	1,75
Rather ineffective	1	1,75
Fairly effective	0	0,00
Very effective	0	0,00
Sum	**2**	
Do not know	0	

	% Completely ineffective	*% Rather ineffective*	*% Fairly effective*	*% Very effective*	*N*
DG SANCO-EFSA	21,05	3,51	54,39	8,77	50
DG SANCO-EMEA	1,75	1,75	26,32	5,26	20
DG SANCO-ECDC	0,00	3,51	19,30	3,51	15
DG SANCO-MS	0,00	5,26	40,35	28,07	42
DG SANCO-cand. countries	0,00	1,75	31,58	15,79	28
DG SANCO-stakeholders	0,00	14,04	40,35	8,77	36
EU ref. & nat. labs	0,00	1,75	28,07	31,58	35
DG SANCO-inter. org.	0,00	7,02	35,09	24,56	38
DG SANCO-neigh. countries	0,00	3,51	28,07	15,79	27
DG SANCO-other third countries	0,00	14,04	28,07	8,77	29
Other	1,75	1,75	0,00	0,00	2

Number of respondents	**57**



Other

MS-EFSA

8.2. In case of rather or very effective co-operation , please specify the added value brought by such co-operation i.e. clear allocation of tasks, reduced duplication of work, cost savings, development of common approaches, dissemination of best practices, better regulation at EC level or other.

Number of answers		%
DG SANCO-EFSA		
Yes, clear allocation	9	21,43
Yes, reduced duplication	6	14,29
Yes, cost savings	3	7,14
Yes, common approach	9	21,43
Yes, dissemination best practices	6	14,29
Yes, better regulation	16	38,10
Other	0	0,00
Sum	**49**	
DG SANCO-EMEA		
Yes, clear allocation	2	4,76
Yes, reduced duplication	2	4,76
Yes, cost savings	1	2,38
Yes, common approach	3	7,14
Yes, dissemination best practices	4	9,52
Yes, better regulation	7	16,67
Other	0	0,00
Sum	**19**	
DG SANCO-ECDC		
Yes, clear allocation	2	4,76
Yes, reduced duplication	2	4,76
Yes, cost savings	3	7,14
Yes, common approach	8	19,05
Yes, dissemination best practices	5	11,90
Yes, better regulation	2	4,76
Other	0	0,00
Sum	**22**	
DG SANCO-MS		
Yes, clear allocation	8	19,05
Yes, reduced duplication	8	19,05
Yes, cost savings	6	14,29
Yes, common approach	17	40,48
Yes, dissemination best practices	8	19,05
Yes, better regulation	7	16,67
Other	0	0,00
Sum	**54**	
DG SANCO-candidate countries		
Yes, clear allocation	4	9,52
Yes, reduced duplication	3	7,14
Yes, cost savings	1	2,38
Yes, common approach	6	14,29
Yes, dissemination best practices	7	16,67
Yes, better regulation	4	9,52
Other	0	0,00
Sum	**25**	
DG SANCO-stakeholders		
Yes, clear allocation	3	7,14
Yes, reduced duplication	3	7,14
Yes, cost savings	4	9,52
Yes, common approach	9	21,43
Yes, dissemination best practices	6	14,29
Yes, better regulation	13	30,95
Other	0	0,00
Sum	**38**	
EU reference & national loboratories		
Yes, clear allocation	8	19,05
Yes, reduced duplication	8	19,05
Yes, cost savings	12	28,57
Yes, common approach	12	28,57
Yes, dissemination best practices	10	23,81
Yes, better regulation	6	14,29
Other	0	0,00
Sum	**56**	
DG SANCO-international organisations		
Yes, clear allocation	2	4,76
Yes, reduced duplication	5	11,90
Yes, cost savings	3	7,14
Yes, common approach	11	26,19
Yes, dissemination best practices	6	14,29
Yes, better regulation	10	23,81
Other*	1	2,38
Sum	**38**	

Number of answers		%
DG SANCO-neighbouring countries		
Yes, clear allocation	1	2,38
Yes, reduced duplication	5	11,90
Yes, cost savings	3	7,14
Yes, common approach	6	14,29
Yes, dissemination best practices	8	19,05
Yes, better regulation	0	0,00
Other	0	0,00
Sum	**23**	
DG SANCO-other third countries		
Yes, clear allocation	0	0,00
Yes, reduced duplication	3	7,14
Yes, cost savings	3	7,14
Yes, common approach	6	14,29
Yes, dissemination best practices	6	14,29
Yes, better regulation	3	7,14
Other	0	0,00
Sum	**21**	
Other		
Yes, clear allocation	0	0,00
Yes, reduced duplication	0	0,00
Yes, cost savings	0	0,00
Yes, common approach	0	0,00
Yes, dissemination best practices	0	0,00
Yes, better regulation	0	0,00
Other	0	0,00
Sum	**0**	

	% Yes, clear allocation	*% Yes, reduced duplication*	*% Yes, cost savings*	*% Yes, common approach*	*% Yes, dissem. best practice*	*% Yes, better regulation*	*% Other*
DG SANCO-EFSA	21,43	14,29	7,14	21,43	14,29	38,10	0,00
DG SANCO-EMEA	4,76	4,76	2,38	7,14	9,52	16,67	0,00
DG SANCO-ECDC	4,76	4,76	7,14	19,05	11,90	4,76	0,00
DG SANCO-MS	19,05	19,05	14,29	40,48	19,05	16,67	0,00
DG SANCO-cand. countries	9,52	7,14	2,38	14,29	16,67	9,52	0,00
DG SANCO-stakeholders	7,14	7,14	9,52	21,43	14,29	30,95	0,00
EU ref. & nat. labs	19,05	19,05	28,57	28,57	23,81	14,29	0,00
DG SANCO-inter. org.	4,76	11,90	7,14	26,19	14	23,81	2,38
DG SANCO-neigh. countries	2,38	11,90	7,14	14,29	19,05	0,00	0,00
DG SANCO-other third countries	0,00	7,14	7,14	14,29	14	7,14	0,00
Other	0,00	0,00	0,00	0,00	0	0,00	0,00

Number of respondents	**42**

* Co-operation on animal welfare in the framework of international programmes

8.3. To the attainment of which CAHP objectives has the current co-operation made significative contribution?

Number of answers		%
DG SANCO-EFSA		
Facilitating trade	4	8,70
Ensur. high animal health status	9	19,57
Control., erad. animal diseases	11	23,91
Preventing entry of diseases	7	15,22
Prevent. transm. zoonotic dis.	17	36,96
Prevent. undesir. agents in food	11	23,91
Promoting farming practices	1	2,17
Other	2	4,35
Sum	**62**	

Number of answers	
DG SANCO-neighbouring countries	
Facilitating trade	13
Ensur. high animal health status	9
Control., erad. animal diseases	8
Preventing entry of diseases	14
Preventing zoonotic diseases	5
Prevent. undesir. agents in food	5
Promoting farming practices	2
Other	0
Sum	**56**

DG SANCO-EMEA		
Facilitating trade	4	8,70
Ensur. high animal health status	3	6,52
Control., erad. animal diseases	3	6,52
Preventing entry of diseases	1	2,17
Prevent. transm. zoonotic dis.	1	2,17
Prevent. undesir. agents in food	9	19,57
Promoting farming practices	0	0,00
Other	0	0,00
Sum	**21**	

DG SANCO-other third countries		
Facilitating trade	13	28,26
Ensur. high animal health status	8	17,39
Control., erad. animal diseases	6	13,04
Preventing entry of diseases	14	30,43
Preventing zoonotic diseases	4	8,70
Prevent. undesir. agents in food	6	13,04
Promoting farming practices	4	8,70
Other	0	0,00
Sum	**55**	

DG SANCO-ECDC		
Facilitating trade	1	2,17
Ensur. high animal health status	2	4,35
Control., erad. animal diseases	3	6,52
Preventing entry of diseases	2	4,35
Prevent. transm. zoonotic dis.	9	19,57
Prevent. undesir. agents in food	3	6,52
Promoting farming practices	0	0,00
Other	0	0,00
Sum	**20**	

DG SANCO-MS		
Facilitating trade	15	32,61
Ensur. high animal health status	21	45,65
Control., erad. animal diseases	21	45,65
Preventing entry of diseases	12	26,09
Prevent. transm. zoonotic dis.	13	28,26
Prevent. undesir. agents in food	12	26,09
Promoting farming practices	5	10,87
Other	0	0,00
Sum	**99**	

DG SANCO-candidate countries		
Facilitating trade	12	26,09
Ensur. high animal health status	7	15,22
Control., erad. animal diseases	12	26,09
Preventing entry of diseases	13	28,26
Prevent. transm. zoonotic dis.	4	8,70
Prevent. undesir. agents in food	5	10,87
Promoting farming practices	3	6,52
Other	0	0,00
Sum	**56**	

DG SANCO-stakeholders		
Facilitating trade	13	28,26
Ensur. high animal health status	7	15,22
Control., erad. animal diseases	9	19,57
Preventing entry of diseases	10	21,74
Prevent. transm. zoonotic dis.	6	13,04
Prevent. undesir. agents in food	4	8,70
Promoting farming practices	8	17,39
Other	1	2,17
Sum	**58**	

EU reference & national laboratories		
Facilitating trade	7	15,22
Ensur. high animal health status	16	34,78
Control., erad. animal diseases	18	39,13
Preventing entry of diseases	6	13,04
Prevent. transm. zoonotic dis.	7	15,22
Prevent. undesir. agents in food	9	19,57
Promoting farming practices	2	4,35
Other	0	0,00
Sum	**65**	

DG SANCO-international organisations		
Facilitating trade	16	34,78
Ensur. high animal health status	9	19,57
Control., erad. animal diseases	5	10,87
Preventing entry of diseases	10	21,74
Prevent. transm. zoonotic dis.	4	8,70
Prevent. undesir. agents in food	4	8,70
Promoting farming practices	3	6,52
Other	1	2,17
Sum	**52**	

	% Facilit. trade	*% Ensur. high animal health status*	*% Control. erad. anim. disea-ses*	*% Prevent. entry of disea- ses*	*% Prevent. transm. zoonotic disea-ses*	*% Prevent. undesir. agents in food*	*% Promot. farming prac-tices*	*% Other*
DG SANCO-EFSA	8,70	19,57	23,91	15,22	36,96	23,91	2,17	4,35
DG SANCO-EMEA	8,70	6,52	6,52	2,17	2,17	19,57	0,00	0,00
DG SANCO-ECDC	2,17	4,35	6,52	4,35	19,57	6,52	0,00	0,00
DG SANCO-MS	32,61	45,65	45,65	26,09	28,26	26,09	10,87	0,00
DG SANCO-cand. countries	26,09	15,22	26,09	28,26	8,70	10,87	6,52	0,00
DG SANCO-stakeholders	28,26	15,22	19,57	21,74	13,04	8,70	17,39	2,17
EU ref. & nat. labs	15,22	34,78	39,13	13,04	15,22	19,57	4,35	0,00
DG SANCO-inter. org.	34,78	19,57	10,87	21,74	9	8,70	6,52	2,17
DG SANCO-neigh. countries	28,26	19,57	17,39	30,43	11	10,87	4,35	0,00
DG SANCO-oth. third countries	28,26	17,39	13,04	30,43	9	13,04	8,70	0,00

Number of respondents	**46**

Other:

DG SANCO-EFSA

Improve the effectiveness of the political decisions by basing them on scientific bases from an independent evaluation

DG SANCO-Stakeholders

Involve stakeholders in developing regulations

DG SANCO-International organisations

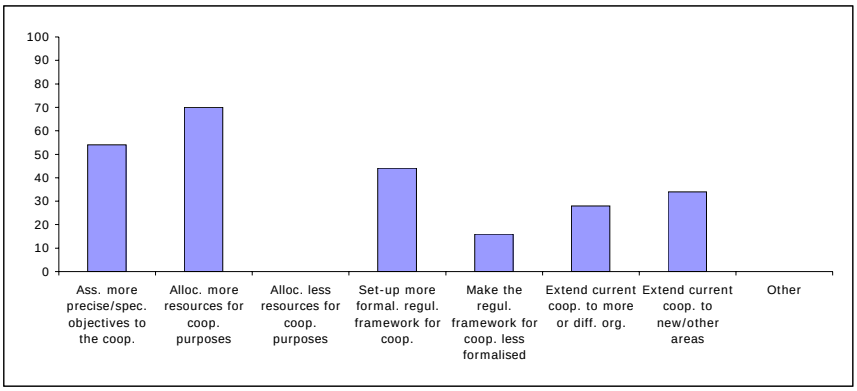
Harmonisation of animal health policies

8.4. What should be done in future at EU/MS level to make the co-operation more effective?

Number of respondents	**50**

Answers		
		%
Assign more precise/specific objectives to the cooperation	27	54,00
Allocate more resources for cooperation purposes	35	70,00
Allocate less resources for cooperation purposes	0	0,00
Set-up more formalised regulatory framework for coop.	22	44,00
Make the regulatory framework for coop. less formalised	8	16,00
Extend current coop. to more or different organisations	14	28,00
Extend current coop. to new/other areas	17	34,00
Other	0	0,00

Ass. more precise/spec. objectives to the coop.	**54,00**
Alloc. more resources for coop. purposes	**70,00**
Alloc. less resources for coop. purposes	**0,00**
Set-up more formal. regul. framework for coop.	**44,00**
Make the regul. framework for coop. less formalised	**16,00**
Extend current coop. to more or diff. org.	**28,00**
Extend current coop. to new/other areas	**34,00**
Other	**0,00**



SECTION 9 - COMMISSION'S MANAGEMENT OF THE COMMUNITY ANIMAL HEALTH POLICY

9.1. How do you assess the Commission's management of the Community Animal Health Policy, in terms of the following elements?

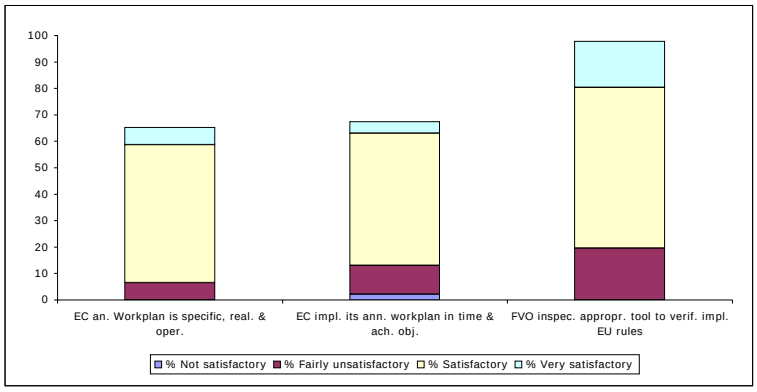
	Number of answers	%
Annual workplan is specific, realistic & operational		
Not satisfactory	0	0,00
Fairly unsatisfactory	3	6,52
Satisfactory	24	52,17
Very satisfactory	3	6,52
Sum	**30**	
Do not know	17	

	% Not satisfactory	% Fairly unsatisfactory	% Satisfactory	% Very satisfactory	N
EC an. Workplan is specific, real. & oper.	0,00	6,52	52,17	6,52	30
EC impl. its ann. workplan in time & ach. obj.	2,17	10,87	50,00	4,35	31
FVO inspec. appropr. tool to verif. impl. EU rules	0,00	19,57	60,87	17,39	45

Number of respondents ***46***

EC implements its annual workplan in time & achieves objectives assigned		
Not satisfactory	1	2,17
Fairly unsatisfactory	5	10,87
Satisfactory	23	50,00
Very satisfactory	2	4,35
Sum	**31**	
Do not know	15	

FVO inspections are appropr. tool to verify implentation of EU rules		
Not satisfactory	0	0,00
Fairly unsatisfactory	9	19,57
Satisfactory	28	60,87
Very satisfactory	8	17,39
Sum	**45**	
Do not know	5	

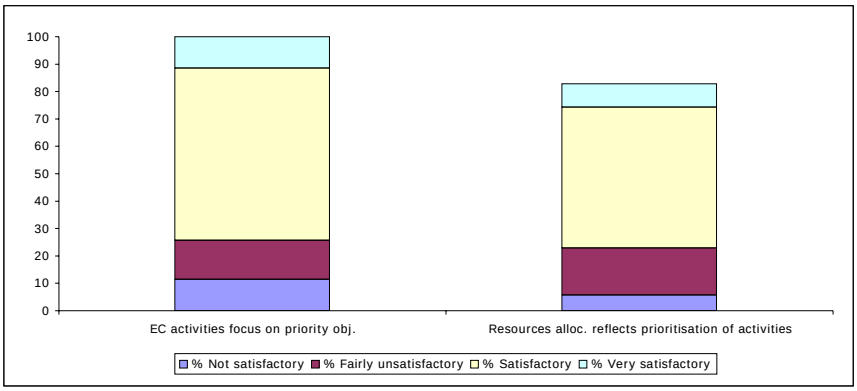


9.2. How do you assess the prioritisation of the activities of the Commission services and the related allocation of resources, in terms of the following elements?

Number of answers		%
EC activities focus on priority objectives		
Not satisfactory	4	11,43
Fairly unsatisfactory	5	14,29
Satisfactory	22	62,86
Very satisfactory	4	11,43
Sum	**35**	
Do not know	13	
Allocation of resources reflects prioritisation of activities		
Not satisfactory	2	5,71
Fairly unsatisfactory	6	17,14
Satisfactory	18	51,43
Very satisfactory	3	8,57
Sum	**29**	
Do not know	17	

	% Not satisfactory	*% Fairly unsatisfactory*	*% Satisfactory*	*% Very satisfactory*	*N*
EC activities focus on priority obj.	11,43	14,29	62,86	11,43	35
Resources alloc. reflects prioritisation of activities	5,71	17,14	51,43	8,57	29

Number of respondents	***35***

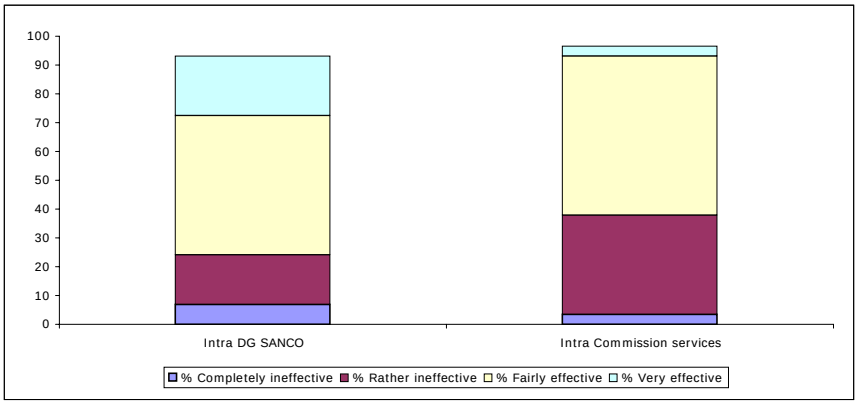


9.3. Has the co-operation intra DG SANCO and intra Commission services been effective in managing the Community Animal Health Policy?

Number of answers		%
Intra DG SANCO		
Completely ineffective	2	6,90
Rather ineffective	5	17,24
Fairly effective	14	48,28
Very effective	6	20,69
Sum	**27**	
Do not know	21	
Intra Commission services		
Completely ineffective	1	3,45
Rather ineffective	10	34,48
Fairly effective	16	55,17
Very effective	1	3,45
Sum	**28**	
Do not know	20	

	% Completely ineffective	*% Rather ineffective*	*% Fairly effective*	*% Very effective*	*N*
Intra DG SANCO	6,90	17,24	48,28	20,69	27
Intra Commission services	3,45	34,48	55,17	3,45	28

Number of respondents	***29***

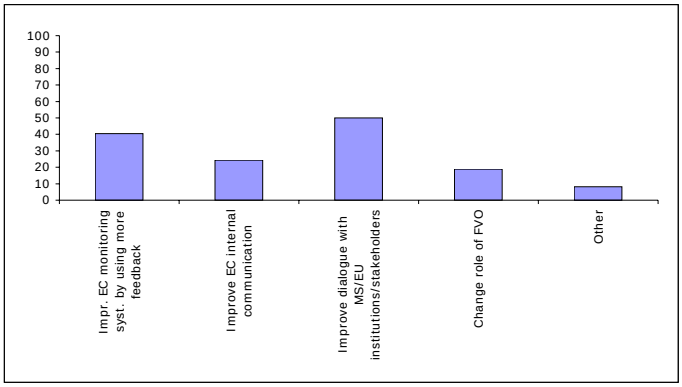


9.4. What should be done in the future to improve the management of the Community Animal Health Policy?

Number of respondents	**74**

Answers		
		%
Improve the EC monitoring system by using more feedback	30	40,54
Improve EC internal communications	18	24,32
Improve dialogue with MS/EU institutions/stakeholders	37	50,00
Change role of FVO	14	18,92
Other	6	8,11

Impr. EC monitoring syst. by using more feedback	**40,54**
Improve EC internal communication	**24,32**
Improve dialogue with MS/EU institutions/stakeholders	**50,00**
Change role of FVO	**18,92**
Other	**8,11**



Other

Better integration with other EU policies e.g. Governance, CAP reform (2)

Video meetings (1)

Simplified rules and practices in reporting from MS to CIO (1)

Change the method of working of FVO to a benchmarking approach allowing the comparison between countries or the comparison over years for one country (2)

SECTION 10 - RESEARCH & SCIENCE

10.1. During the last 10 years, was EC funded research targeting the right priorities in the field of animal health?

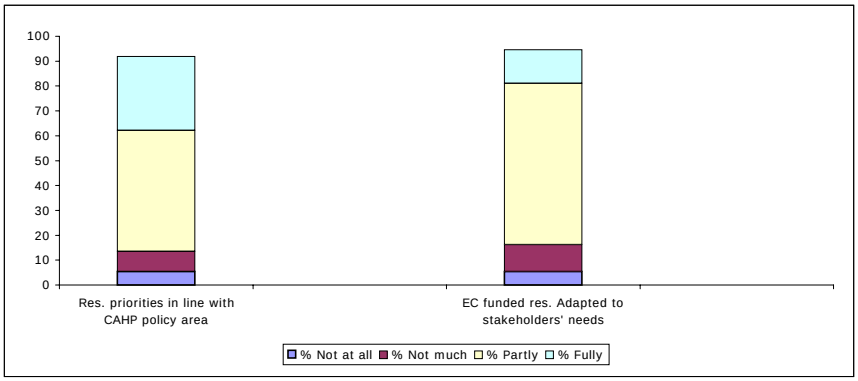
Number of answers		%
Not at all	2	5,56
Not much	5	13,89
Partly	24	66,67
Fully	5	13,89
Sum	**36**	**100,00**
Do not know	15	

Please further assess according to the following criteria

Number of answers		%
Research priorities in line with CAHP policy area		
Not at all	2	5,41
Not much	3	8,11
Partly	18	48,65
Fully	11	29,73
Sum	**34**	
Do not know	16	
EC funded research adapted to stakeholders' needs		
Not at all	2	5,41
Not much	4	10,81
Partly	24	64,86
Fully	5	13,51
Sum	**35**	
Do not know	15	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
Res. priorities in line with CAHP policy area	5,41	8,11	48,65	29,73	34
EC funded res. Adapted to stakeholders' needs	5,41	10,81	64,86	13,51	35

Number of respondents	***37***



10.2. During the last 10 years, has EC-funded research allowed developing, even partly, better or new products & tools to prevent and control animal diseases?

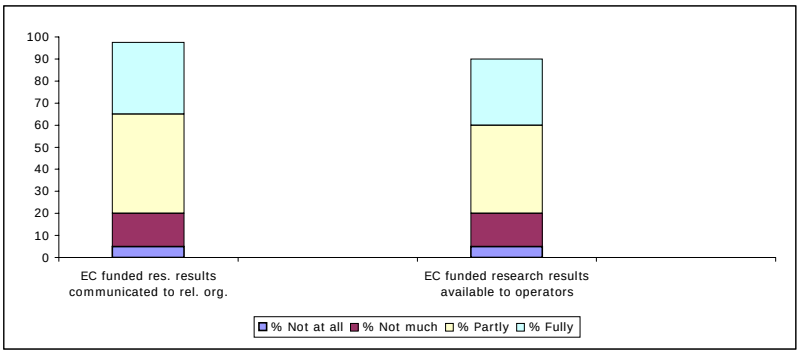
Number of answers		%
Yes	32	84,21
No	6	15,79
Sum	**38**	100,00
Do not know	18	

10.3. How do you assess the access to the results of EC-funded research in the field of animal health?

Number of answers		%
EC-funded research results are communicated to relevant organisations		
Not at all	2	5,00
Not much	6	15,00
Partly	18	45,00
Fully	13	32,50
Sum	**39**	
Do not know	14	
EC funded research results are available to operators		
Not at all	2	5,00
Not much	6	15,00
Partly	16	40,00
Fully	12	30,00
Sum	**36**	
Do not know	15	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
EC funded res. results communicated to rel. org.	5,00	15,00	45,00	32,50	39
EC funded research results available to operators	5,00	15,00	40,00	30,00	36

Number of respondents ***40***



10.4. During the last 10 years, has the amount of available EU funds for research and science been adapted to the needs?

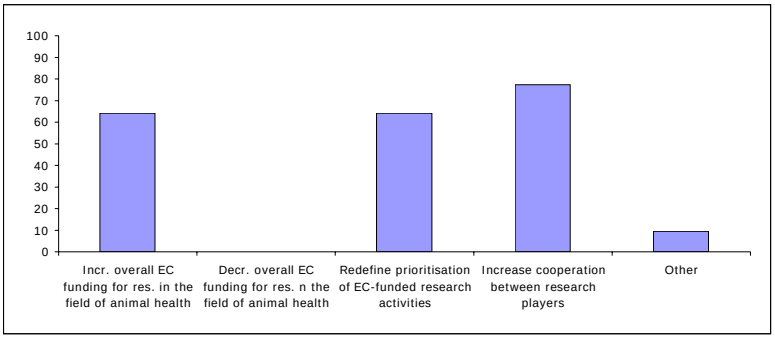
Number of answers		%
Not at all	1	2,86
Not much	9	25,71
Partly	19	54,29
Fully	6	17,14
Sum	**35**	100,00
Do not know	21	

10.5. What should be done in the future to improve the contribution of the EC-funded research in the animal health field to the achievement of the CAHP objectives?

Number of respondents	**53**

Answers		
		%
Increase overall EC funding for research in the field of animal health	34	64,15
Decrease overall EC funding for research in the field of animal health	0	0,00
Redefine prioritisation of EC-funded research activities	34	64,15
Increase cooperation between research players	41	77,36
Other	5	9,43

Incr. overall EC funding for res. in the field of animal health	**64,15**
Decr. overall EC funding for res. n the field of animal health	**0,00**
Redefine prioritisation of EC-funded research activities	**64,15**
Increase cooperation between research players	**77,36**
Other	**9,43**



Other

Explore better the needs of all stakeholders before defining research targets (1)
Decrease administration involved (1)
Make private companies participate (1)
Increase communication on results (1)
Increase co-operation between research funders (1)

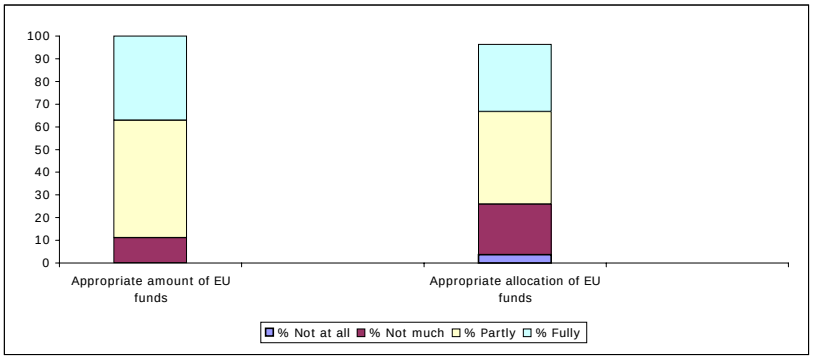
SECTION 11 - FINANCIAL FRAMEWORK

11.1. During the last 10 years, have the EU funds been appropriate to addressing the needs of the overall CAHP?

	Number of answers	%
Appropriate amount of EU funds		
Not at all	0	0,00
Not much	3	11,11
Partly	14	51,85
Fully	10	37,04
Sum	**27**	
Do not know	24	
Appropriate allocation of EU funds		
Not at all	1	3,70
Not much	6	22,22
Partly	11	40,74
Fully	8	29,63
Sum	**26**	
Do not know	24	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
Appropriate amount of EU funds	0,00	11,11	51,85	37,04	27
Appropriate allocation of EU funds	3,70	22,22	40,74	29,63	26

Number of respondents ***27***

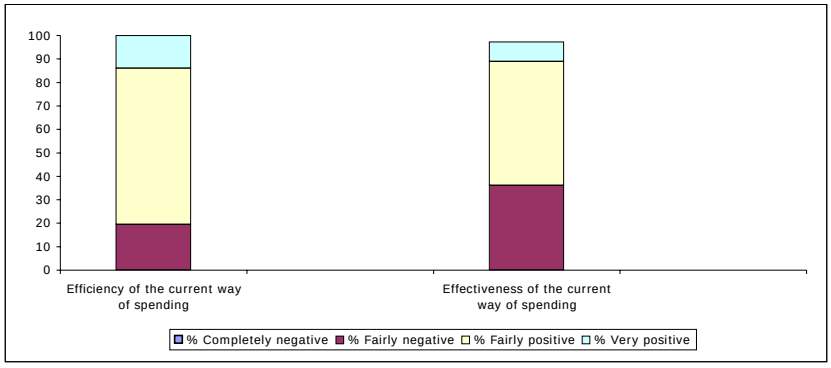


11.2. How do you assess the efficiency (things are done right) and effectiveness (the right things are done) of the current allocation of EU funding under the CAHP?

	Number of answers	%
Efficiency: the current way of spending is		
Completely inefficient	0	0,00
Fairly inefficient	7	19,44
Fairly efficient	24	66,67
Very efficient	5	13,89
Sum	**36**	
Do not know	0	
Effectiveness: the current way of spending is		
Completely ineffective	0	0,00
Fairly ineffective	13	36,11
Fairly effective	19	52,78
Very effective	3	8,33
Sum	**35**	
Do not know	0	

	% Completely negative	*% Fairly negative*	*% Fairly positive*	*% Very positive*	*N*
Efficiency of the current way of spending	0,00	19,44	66,67	13,89	36
Effectiveness of the current way of spending	0,00	36,11	52,78	8,33	35

Number of respondents ***36***



11.3. Not relevant for statistical analysis

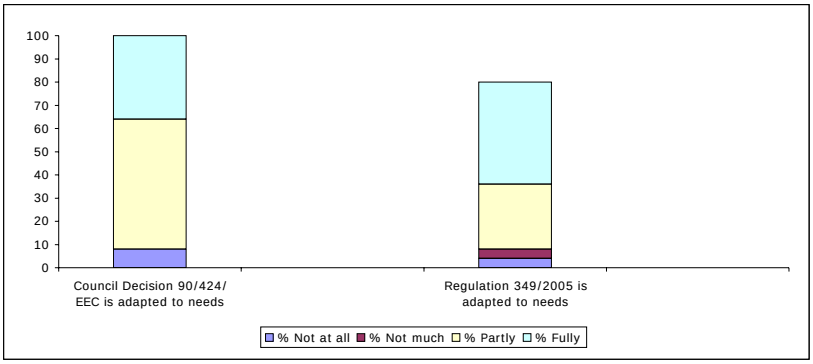
11.4. Not relevant for statistical analysis

11.5. Has the financial instrument (Council Decision 90/424/EEC) been adapted to the needs addressed by the CAHP? Is Regulation 349/2005 (related to emergency measures) adapted to the needs addressed by the CAHP?

	Number of answers	%
Council Decision 9O/424/EEC is adaped to needs		
Not at all	2	8,00
Not much	0	0,00
Partly	14	56,00
Fully	9	36,00
Sum	**25**	
Do not know	18	
Regulation 349/2005 is adapted to needs		
Not at all	1	4,00
Not much	1	4,00
Partly	7	28,00
Fully	11	44,00
Sum	**20**	
Do not know	23	

	% Not at all	*% Not much*	*% Partly*	*% Fully*	*N*
Council Decision 90/424/ EEC is adapted to needs	8,00	0,00	56,00	36,00	25
Regulation 349/2005 is adapted to needs	4,00	4,00	28,00	44,00	20

Number of respondents ***25***



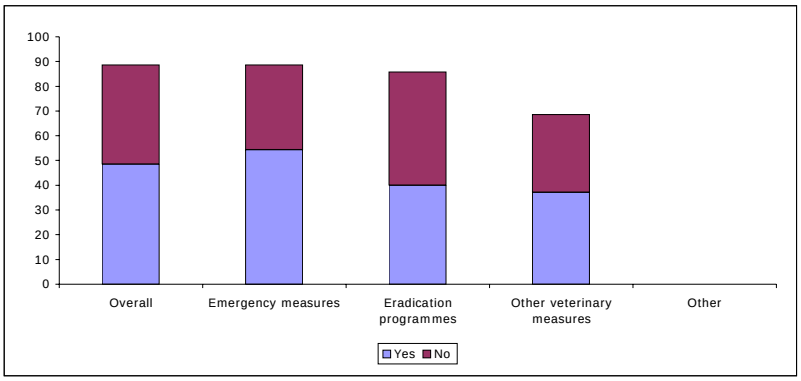
11.6. During the last 10 years, has EU funding in the framework of the CAHP provided incentives to engage, even partly, in disease transmission prevention and on-farm health management?

Incentives provided for farmers

Answers		%
Overall		
Yes	17	48,57
No	14	40,00
Sum	**31**	
Do not know	11	
Emergency measures		
Yes	19	54,29
No	12	34,29
Sum	**31**	
Do not know	9	
Eradication programmes		
Yes	14	40,00
No	16	45,71
Sum	**30**	
Do not know	9	
Other veterinary measures		
Yes	13	37,14
No	11	31,43
Sum	**24**	
Do not know	12	
Other		
Yes	0	0,00
No	0	0,00
Sum	**0**	
Do not know	4	

	Yes	*No*	*N*
Overall	48,57	40,00	31
Emergency measures	54,29	34,29	31
Eradication programmes	40,00	45,71	30
Other veterinary measures	37,14	31,43	24
Other	0,00	0,00	0

Number of respondents: ***35***



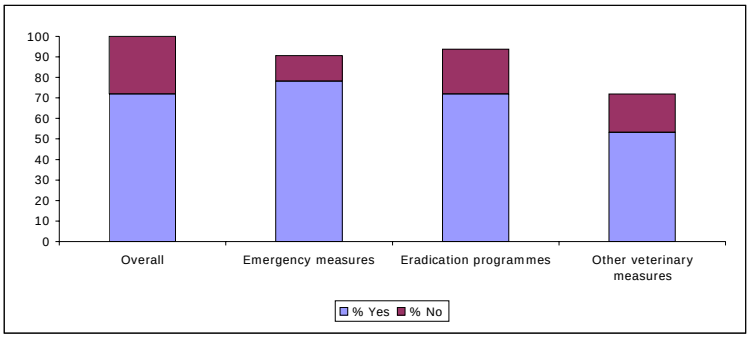
11.6. During the last 10 years, has EU funding in the framework of the CAHP provided incentives to engage, even partly, in disease transmission prevention and on-farm health management?

Incentives provided for MS authorities

Answers		%
Overall		
Yes	23	71,88
No	9	28,13
Sum	**32**	
Do not know	11	
Emergency measures		
Yes	25	78,13
No	4	12,50
Sum	**29**	
Do not know	11	
Eradication programmes		
Yes	23	71,88
No	7	21,88
Sum	**30**	
Do not know	12	
Other veterinary measures		
Yes	17	53,13
No	6	18,75
Sum	**23**	
Do not know	14	
Other		
Yes	0	0,00
No	0	0,00
Sum	**0**	
Do not know	5	

	% Yes	*% No*	*N*
Overall	71,88	28,13	32
Emergency measures	78,13	12,50	29
Eradication programmes	71,88	21,88	30
Other veterinary measures	53,13	18,75	23

Number of respondents: ***32***



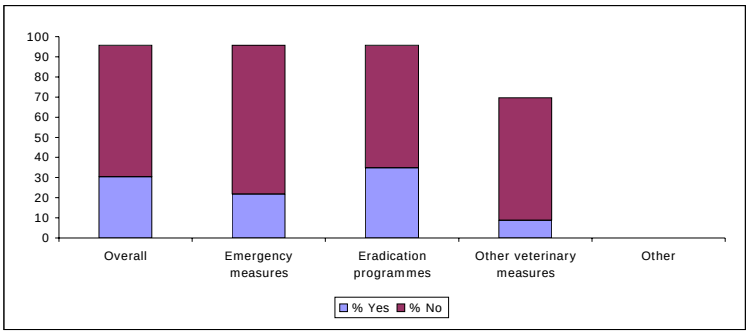
11.7. During the last 10 years, has EU funding in the framework of the CAHP provided unintended negative incentives to engage in behaviour that has not allowed the prevention of disease transmission and on-farm health management?

Unintended negative incentives provided for farmers

Answers		%
Overall		
Yes	7	30,43
No	15	65,22
Sum	**22**	
Do not know	17	
Emergency measures		
Yes	5	21,74
No	17	73,91
Sum	**22**	
Do not know	15	
Eradication programmes		
Yes	8	34,78
No	14	60,87
Sum	**22**	
Do not know	15	
Other veterinary measures		
Yes	2	8,70
No	14	60,87
Sum	**16**	
Do not know	18	
Other		
Yes	0	0,00
No	0	0,00
Sum	**0**	
Do not know	3	

	% Yes	*% No*	*N*
Overall	30,43	65,22	22
Emergency measures	21,74	73,91	22
Eradication programmes	34,78	60,87	22
Other veterinary measures	8,70	60,87	16
Other	0,00	0,00	0

Number of respondents: ***23***



11.8. Not relevant for statistical analysis

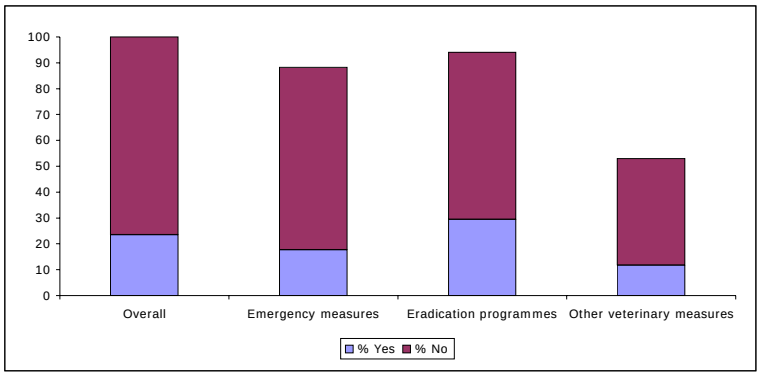
11.7. During the last 10 years, has EU funding in the framework of the CAHP provided unintended negative incentives to engage in behaviour that has not allowed the prevention of disease transmission and on-farm health management?

Unintended negative incentives provided for MS authorities

Answers		%
Overall		
Yes	4	23,53
No	13	76,47
Sum	**17**	
Do not know	23	
Emergency measures		
Yes	3	17,65
No	12	70,59
Sum	**15**	
Do not know	21	
Eradication programmes		
Yes	5	29,41
No	11	64,71
Sum	**16**	
Do not know	21	
Other veterinary measures		
Yes	2	11,76
No	7	41,18
Sum	**9**	
Do not know	24	
Other		
Yes	0	0,00
No	0	0,00
Sum	**0**	
Do not know	5	

	% Yes	*% No*	*N*
Overall	23,53	76,47	17
Emergency measures	17,65	70,59	15
Eradication programmes	29,41	64,71	16
Other veterinary measures	11,76	41,18	9

Number of respondents: ***17***



11.8. Not relevant for statistical analysis

11.9. In the future, farmers might take more responsibilities in prevention and resolution of animal health crisis through developing EU-wide systems for cost-sharing, e.g. through insurance of livestock diseases or other forms of financial schemes to completely or partially replace other types of emergency measures. Do you think that the introduction of such a system would be advantageous?

Number of answers		%
Yes	27	69,23
No	12	30,77
Sum	**39**	100,00
Do not know	6	

11.10. In several Member States national systems for cost-sharing already exist through which farmers take responsibilities in prevention and resolution of animal health crisis. Could one of these schemes be a model for an EU-wide system for cost-sharing?

Number of answers		%
Yes	9	36,00
No	16	64,00
Sum	**25**	100,00
Do not know	9	

11.11. If an EU-wide system for cost-sharing was to be introduced, should it be fully harmonised?

Number of answers		%
Yes	19	44,19
No	24	55,81
Sum	**43**	100,00
Do not know	8	

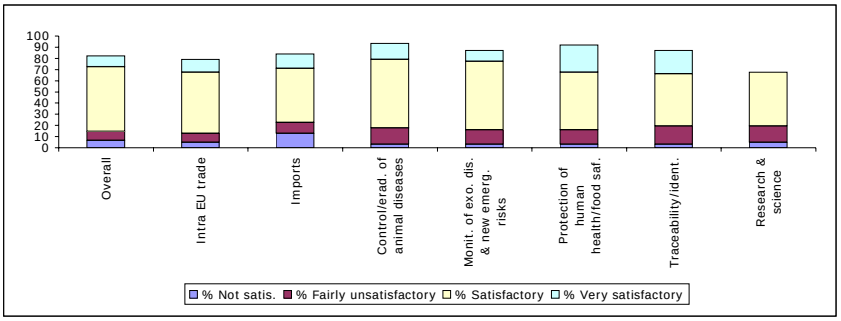
SECTION 12 - POLICY COHERENCE & STAKEHOLDERS SATISFACTION

12.1. How do you assess the Commission's information and dissemination activity , in terms of keeping your organisation informed of the various measures in the following Community Animal Health (CAHP) areas?

Number of answers		%
Overall		
Not satisfactory	4	6,45
Fairly unsatisfactory	5	8,06
Satisfactory	36	58,06
Very satisfactory	6	9,68
Sum	**51**	
Do not know	7	
Intra EU trade		
Not satisfactory	3	4,84
Fairly unsatisfactory	5	8,06
Satisfactory	34	54,84
Very satisfactory	7	11,29
Sum	**49**	
Do not know	8	
Imports		
Not satisfactory	8	12,90
Fairly unsatisfactory	6	9,68
Satisfactory	30	48,39
Very satisfactory	8	12,90
Sum	**52**	
Do not know	6	
Control/eradication of animal diseases		
Not satisfactory	2	3,23
Fairly unsatisfactory	9	14,52
Satisfactory	38	61,29
Very satisfactory	9	14,52
Sum	**58**	
Do not know	4	
Monitoring & surveillance of exotic diseases & new emerging risks		
Not satisfactory	2	3,23
Fairly unsatisfactory	8	12,90
Satisfactory	38	61,29
Very satisfactory	6	9,68
Sum	**54**	
Do not know	5	
Protection of human health/food safety		
Not satisfactory	2	3,23
Fairly unsatisfactory	8	12,90
Satisfactory	32	51,61
Very satisfactory	15	24,19
Sum	**57**	
Do not know	5	
Traceability/identification		
Not satisfactory	2	3,23
Fairly unsatisfactory	10	16,13
Satisfactory	29	46,77
Very satisfactory	13	20,97
Sum	**54**	
Do not know	4	
Research & science		
Not satisfactory	3	4,84
Fairly unsatisfactory	9	14,52
Satisfactory	30	48,39
Very satisfactory	0	0,00
Sum	**42**	
Do not know	10	

	% Not satis.	*% Fairly unsatisfactory*	*% Satisfactory*	*% Very satisfactory*	*N*
Overall	6,45	8,06	58,06	9,68	51
Intra EU trade	4,84	8,06	54,84	11,29	49
Imports	12,90	9,68	48,39	12,90	52
Control/erad. of animal diseases	3,23	14,52	61,29	14,52	58
Monit. of exo. dis. & new emerg. risks	3,23	12,90	61,29	9,68	54
Protection of human health/food saf.	3,23	12,90	51,61	24,19	57
Traceability/ident.	3,23	16,13	46,77	20,97	54
Research & science	4,84	14,52	48,39	0,00	42

Number of respondents	**62**



12.2. During the last 10 years, has the CAHP contributed to improving operating conditions for the supply chain, e.g. less uncertainty, lower costs, EU wide level playing field, reliability, transparency, better control, other?

Number of answers		%
Yes	35	83,33
No	7	16,67
Sum	**42**	100,00
Do not know	18	

12.3. During the last 10 years, has the CAHP contributed to increasing consumer confidence in food of animal origin?

Number of answers		%
Yes	40	80,00
No	10	20,00
Sum	**50**	100,00
Do not know	10	

12.4. Does the current CAHP address the needs of stakeholders and the EU citizens?

Number of answers		%
Not at all	0	0,00
Not much	6	10,00
Partly	42	70,00
Fully	6	10,00
Do not know	6	10,00
Sum	**60**	100,00
Do not know	11	

12.5. Are the Community legislative measures developed in the field of animal health sufficiently based on risk assessment?

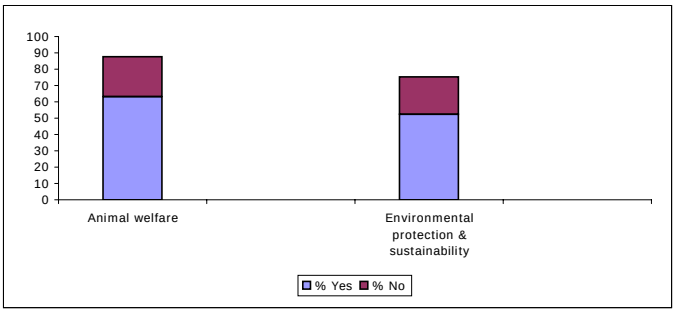
Number of answers		%
Yes	28	54,90
No	23	45,10
Sum	**51**	100,00
Do not	5	

12.6. Do you think that the current CAHP sufficiently addresses/takes into account the following objectives?

Number of answers		%
Animal welfare		
Yes	41	63,08
No	16	24,62
Sum	**57**	
Do not know	0	
Environmental protection & sustainability		
Yes	34	52,31
No	15	23,08
Sum	**49**	
Do not know	0	

	% Yes	*% No*	*N*
Animal welfare	63,08	24,62	57
Environmental protection & sustainability	52,31	23,08	49

Number of respondents ***65***

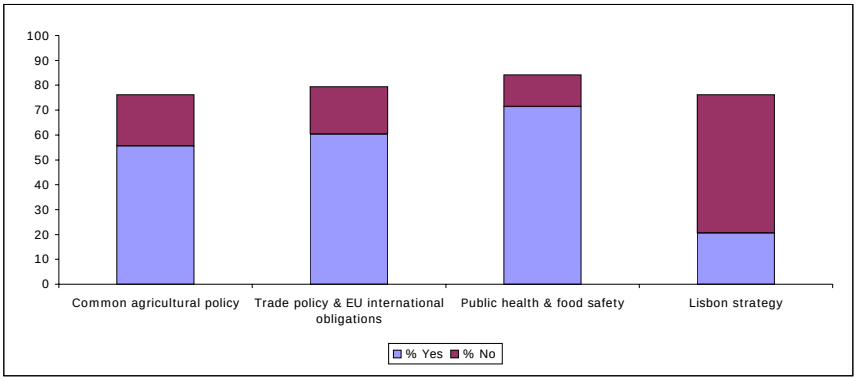


12.7. Do you think that the current CAHP is consistent with other European policies that are of relevance to animal health policy?

	Number of answers	%
Common agricultural policy		
Yes	35	55,56
No	13	20,63
Sum	**48**	
Do not know	15	
Trade policy & the EU international obligations		
Yes	38	60,32
No	12	19,05
Sum	**50**	
Do not know	12	
Public health & food safety		
Yes	45	71,43
No	8	12,70
Sum	**53**	
Do not know	10	
Lisbon strategy		
Yes	13	20,63
No	35	55,56
Sum	**48**	
Do not know	43	

	% Yes	*% No*	*N*
Common agricultural policy	55,56	20,63	48
Trade policy & EU international obligations	60,32	19,05	50,00
Public health & food safety	71,43	12,70	53,00
Lisbon strategy	20,63	55,56	48,00

Number of respondents ***63***



12.8. Are you satisfied with your current level of participation in the development of the CAHP?

Number of answers		%
Yes	34	62,96
No	20	37,04
Sum	**54**	100,00
Do not know	9	

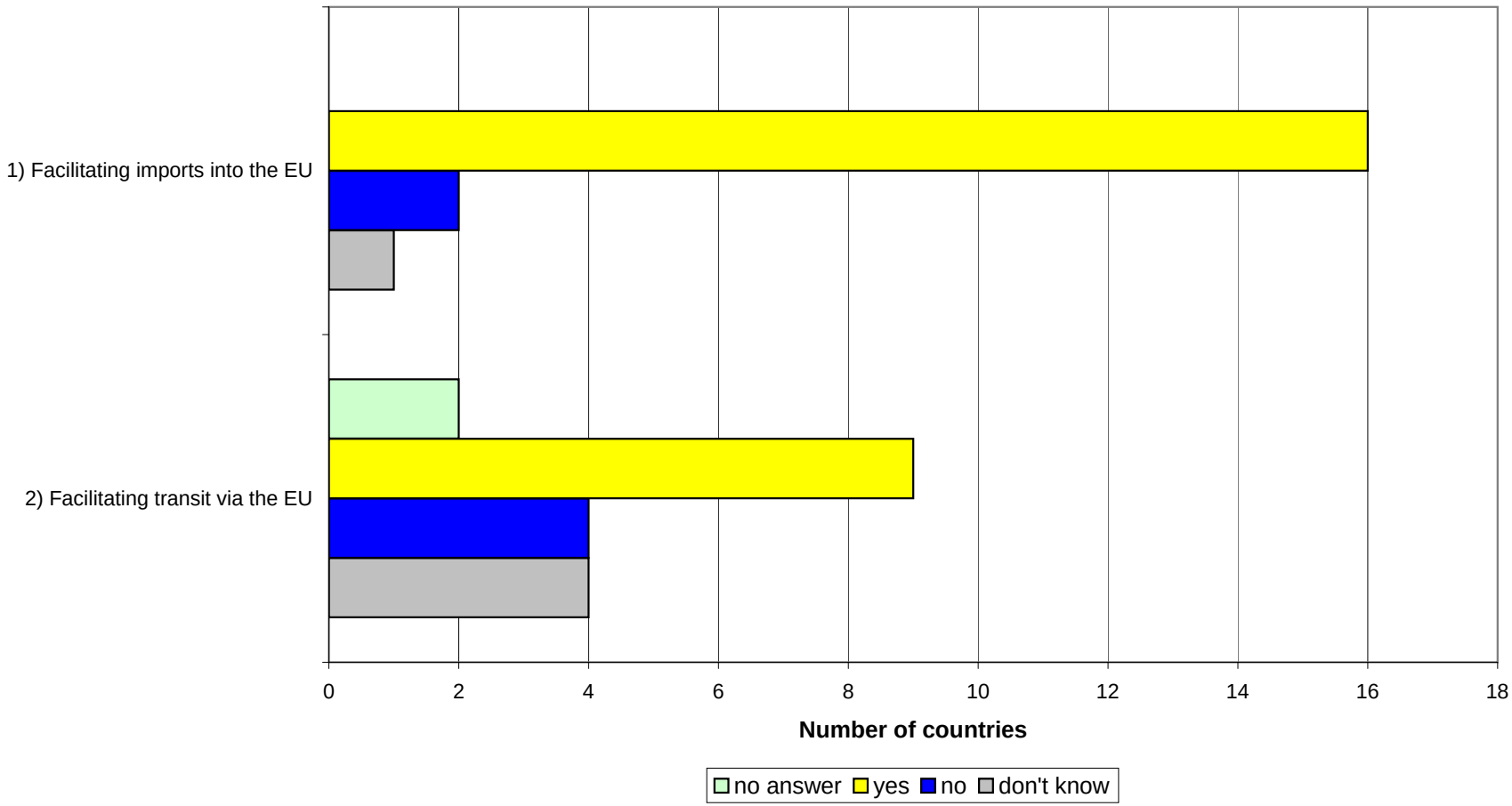
SECTION 13 - CONCLUSIONS

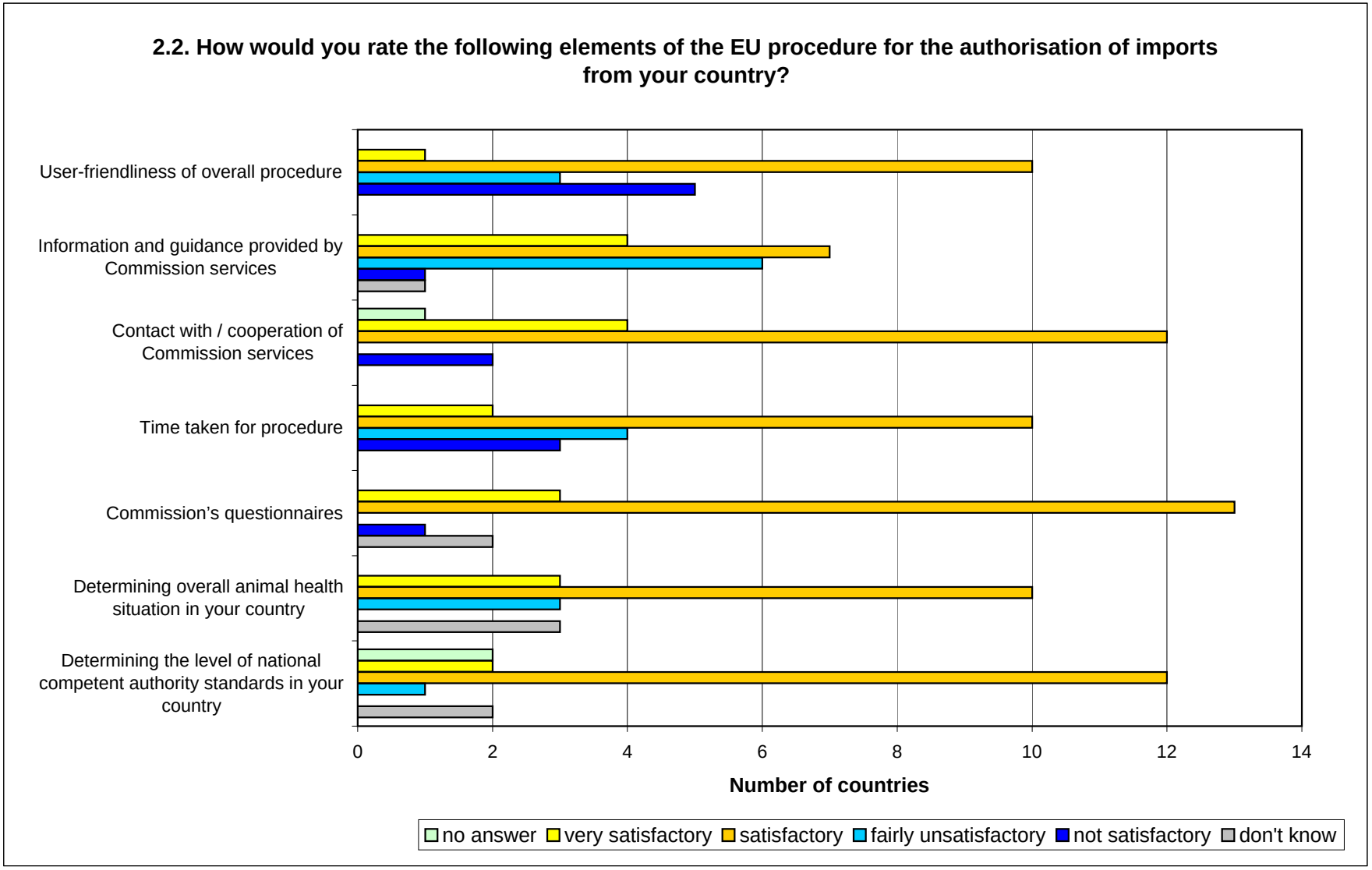
Not relevant for statistical analysis

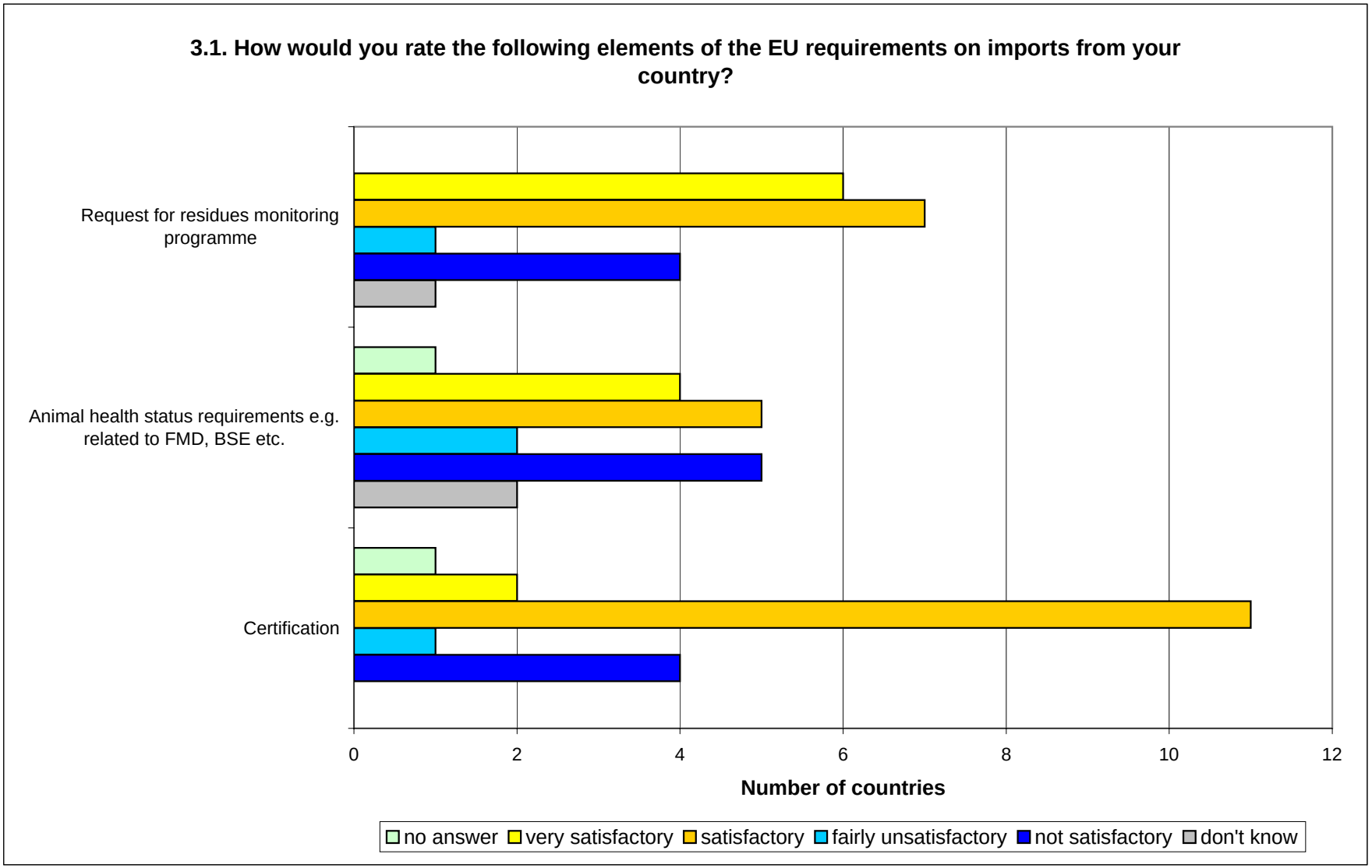
Annex 3

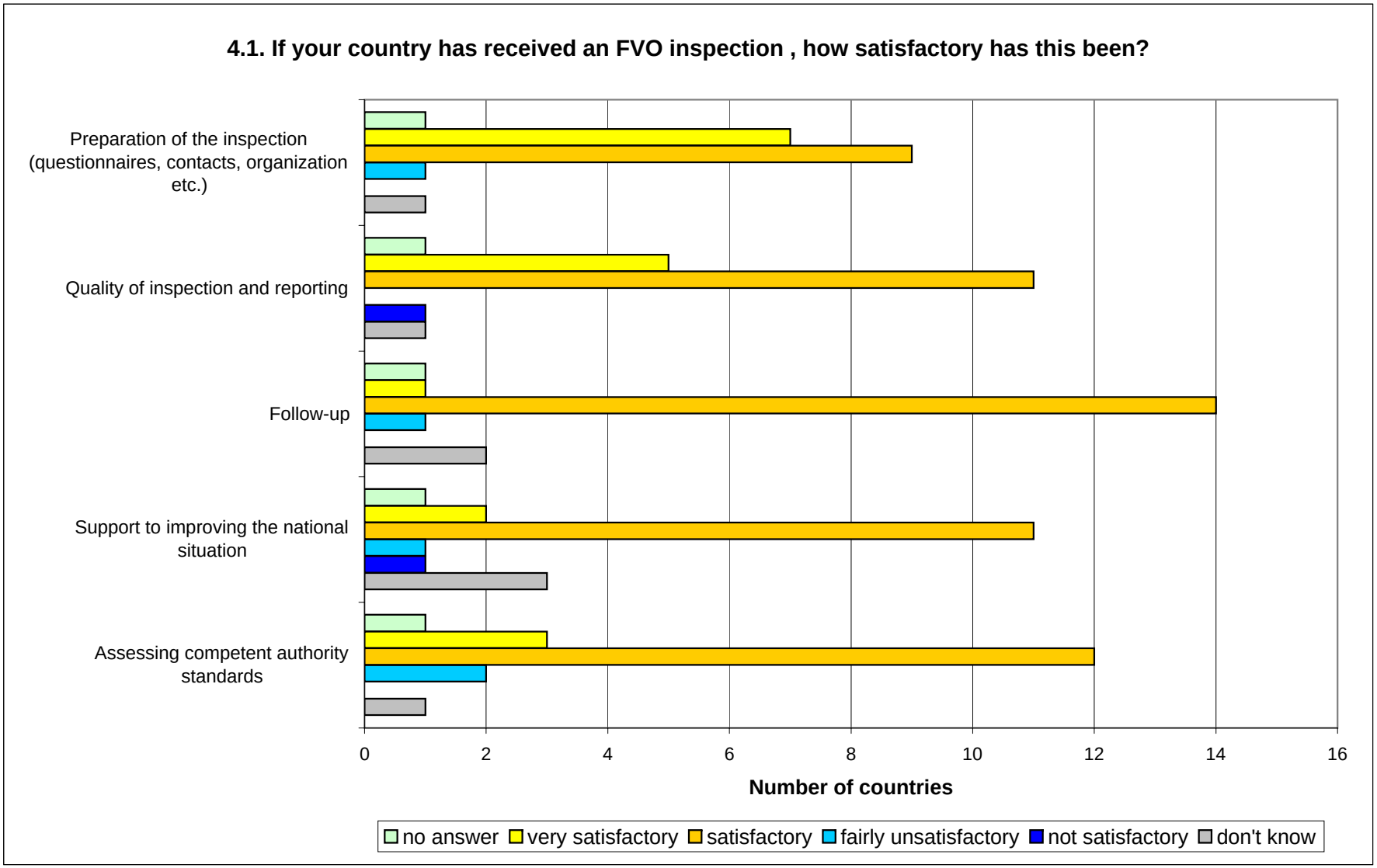
Results of the survey of third countries

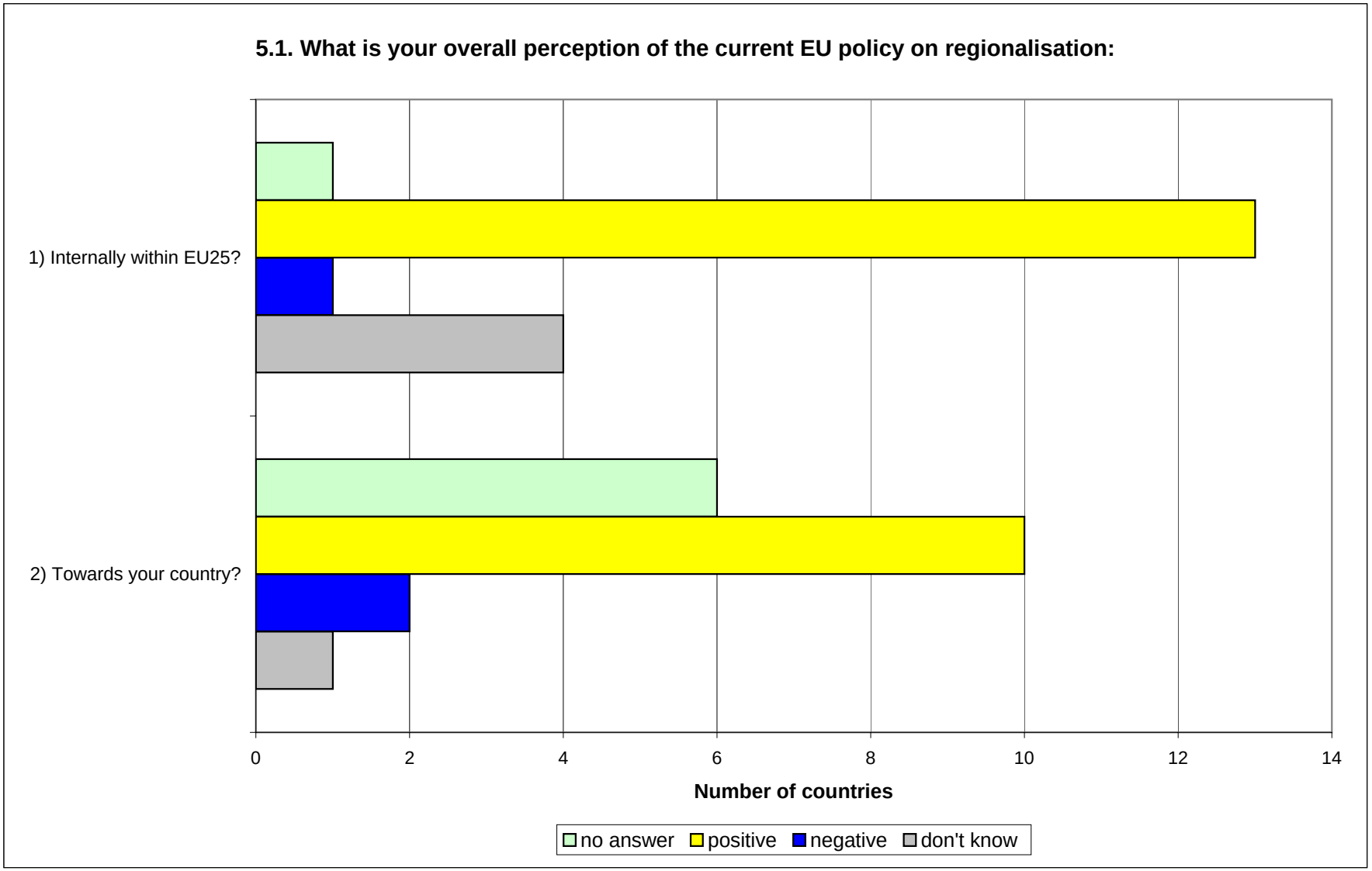
2.1. During the last 10 years, has the overall EU procedure for the authoristion of imports from your country been effective in 1) facilitating the import into the EU and 2) facilitating the transit via the EU of live animals, SOE and animal products?



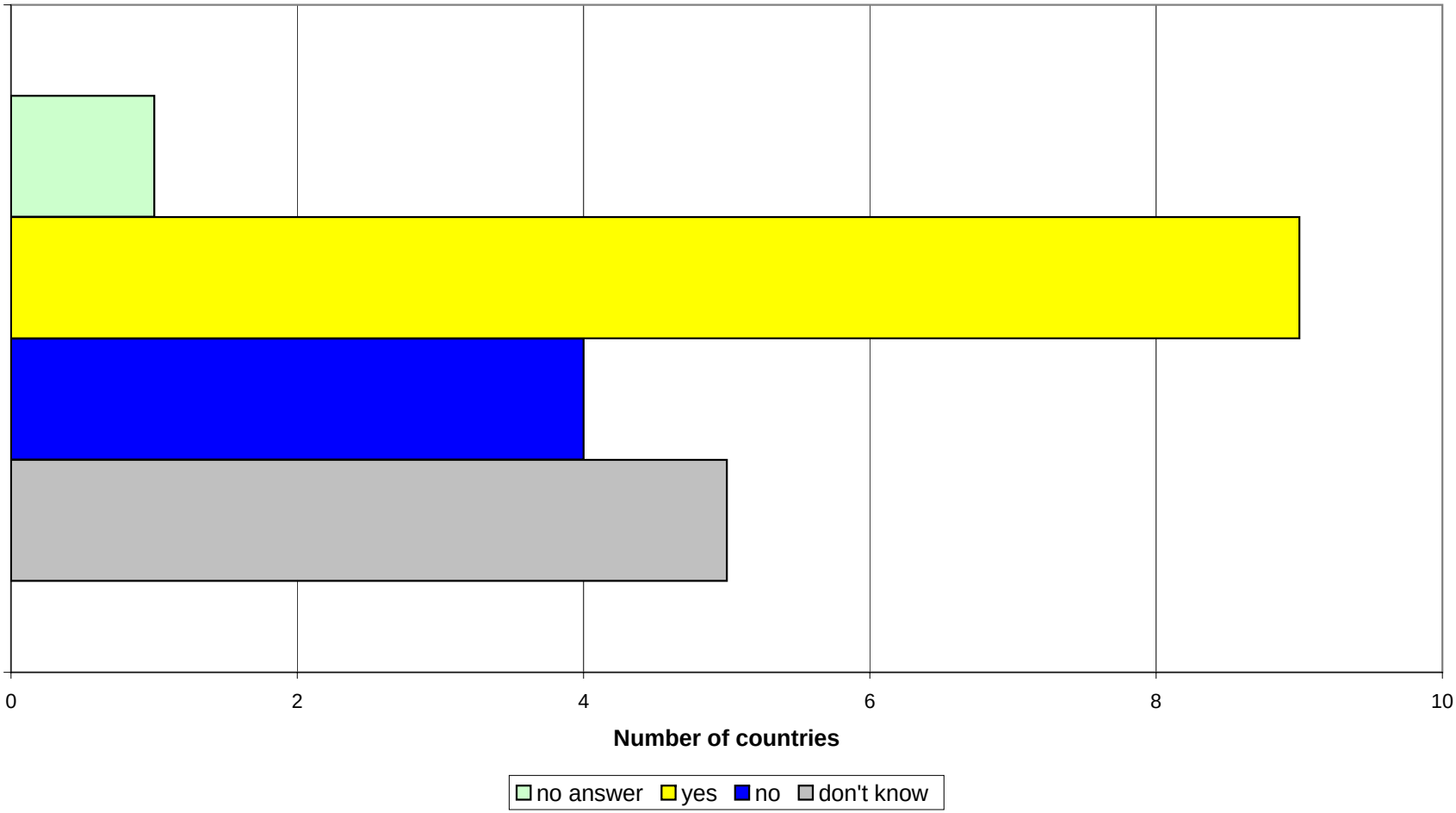

2.2. How would you rate the following elements of the EU procedure for the authorisation of imports from your country?
User-friendliness of overall procedure
Information and guidance provided by Commission services
Contact with / cooperation of Commission services
Time taken for procedure
Commission's questionnaires
Determining overall animal health situation in your country
Determining the level of national competent authority standards in your country
0
2
4
6
8
10
12
14
Number of countries
no answer
very satisfactory
satisfactory
fairly unsatisfactory
not satisfactory
don't know


3.1. How would you rate the following elements of the EU requirements on imports from your country?
Request for residues monitoring programme
Animal health status requirements e.g. related to FMD, BSE etc.
Certification
0
2
4
6
8
10
12
Number of countries
no answer
very satisfactory
satisfactory
fairly unsatisfactory
not satisfactory
don't know

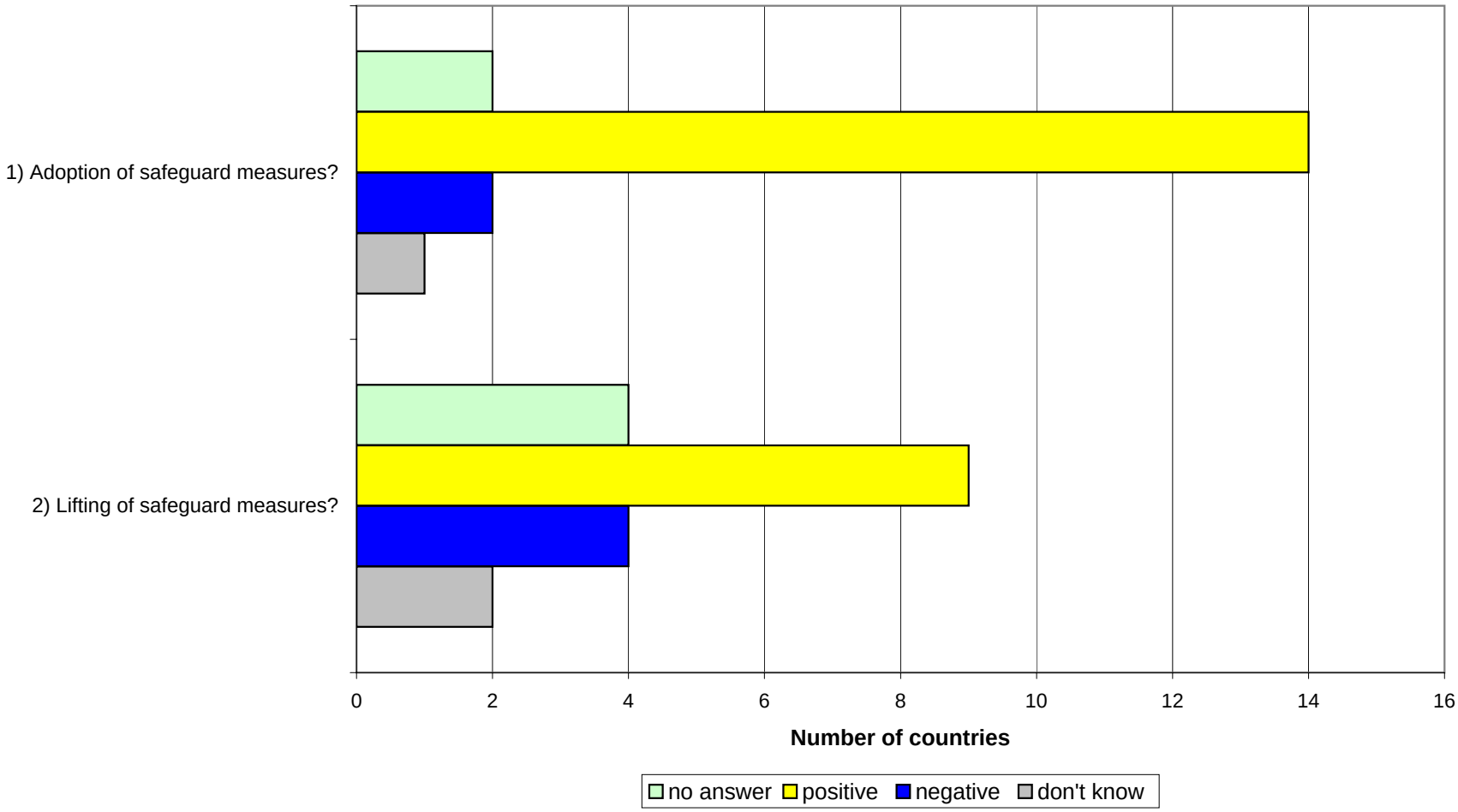

4.1. If your country has received an FVO inspection , how satisfactory has this been?
Preparation of the inspection (questionnaires, contacts, organization etc.)
Quality of inspection and reporting
Follow-up
Support to improving the national situation
Assessing competent authority standards
0
2
4
6
8
10
12
14
16
Number of countries
no answer
very satisfactory
satisfactory
fairly unsatisfactory
not satisfactory
don't know

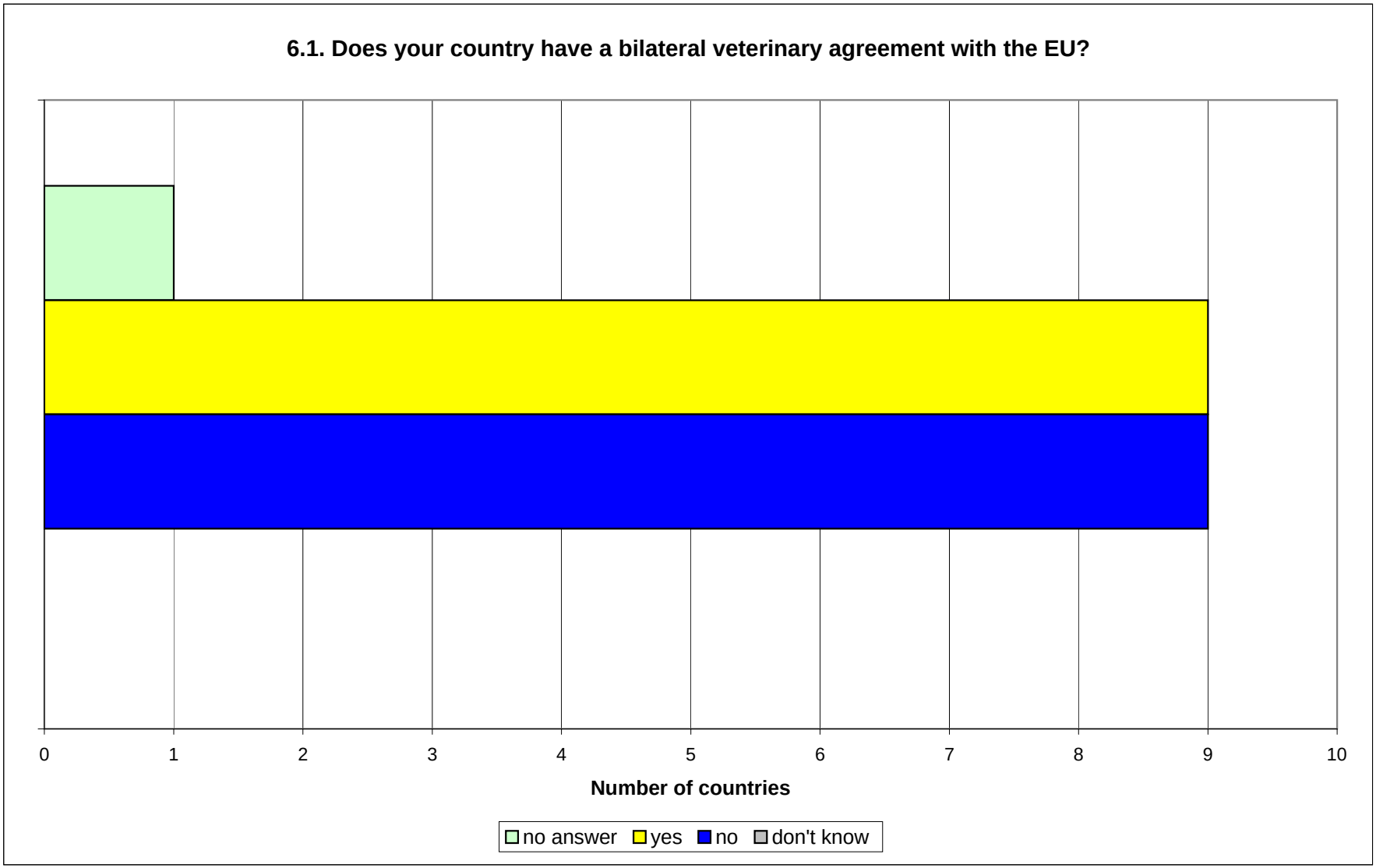

5.1. What is your overall perception of the current EU policy on regionalisation:
1) Internally within EU25?
2) Towards your country?
0
2
4
6
8
10
12
14
Number of countries
no answer
positive
negative
don't know

5.2. Has your country had any benefits from the current EU regionalisation policy, in particular in terms of its implementation in your country?

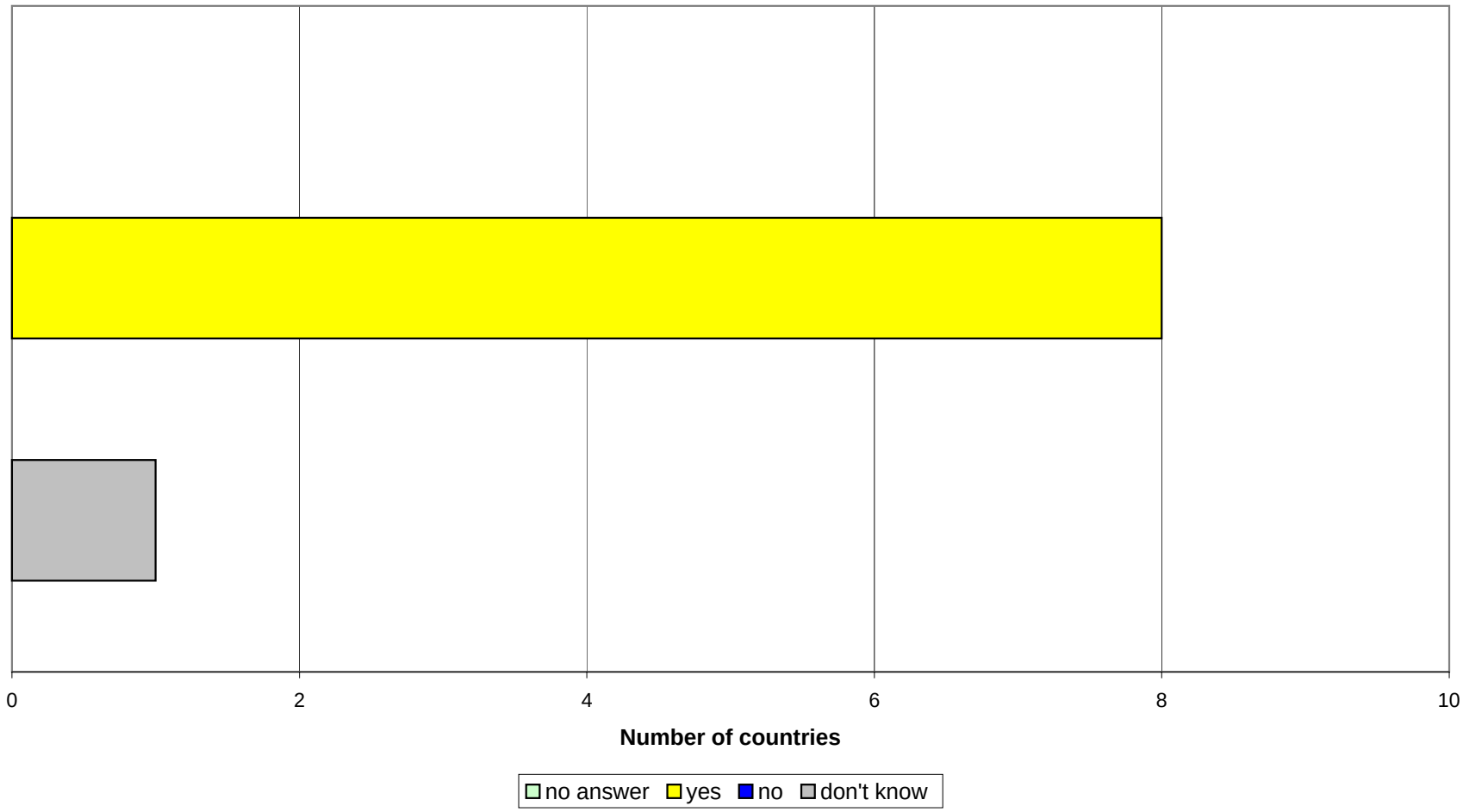


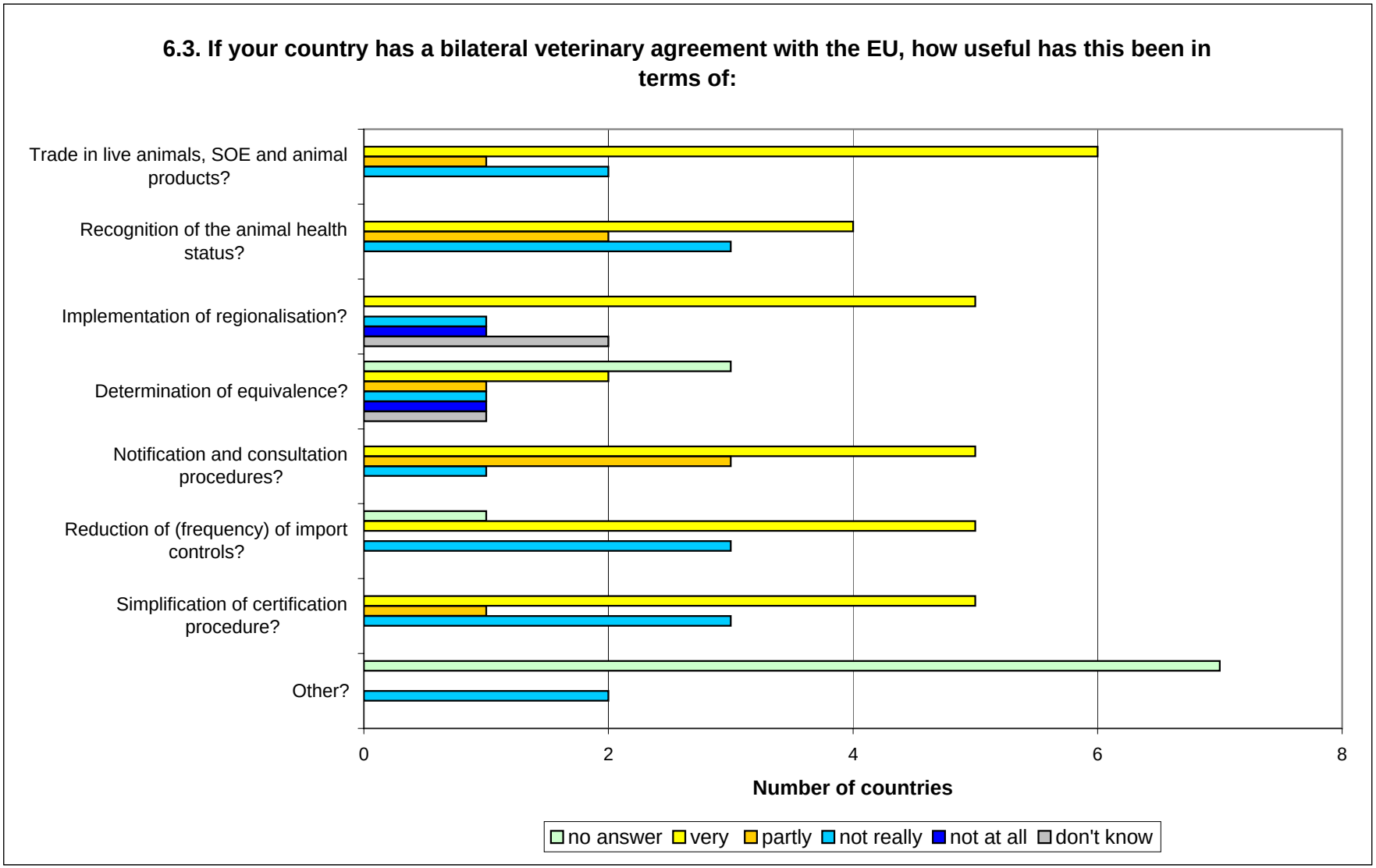
5.3. What is your overall perception of the current EU management of safeguard measures related to animal health, in terms of:



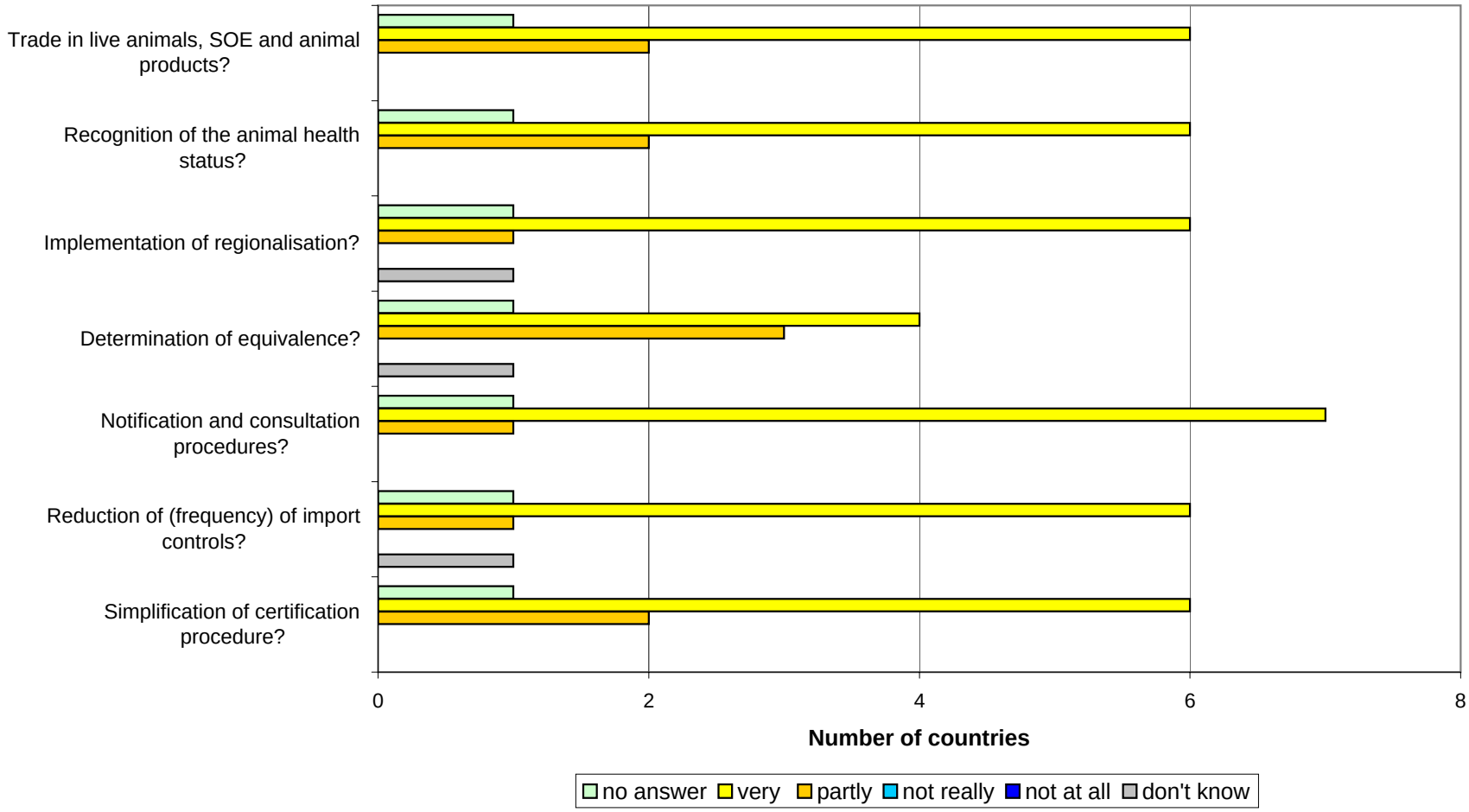

6.1. Does your country have a bilateral veterinary agreement with the EU?
0
1
2
3
4
5
6
7
8
9
10
Number of countries
no answer
yes
no
don't know

6.2. If your country does not have a bilateral veterinary agreement with the EU, has ist ever considered the possibility to start negotiations for such an agreement?

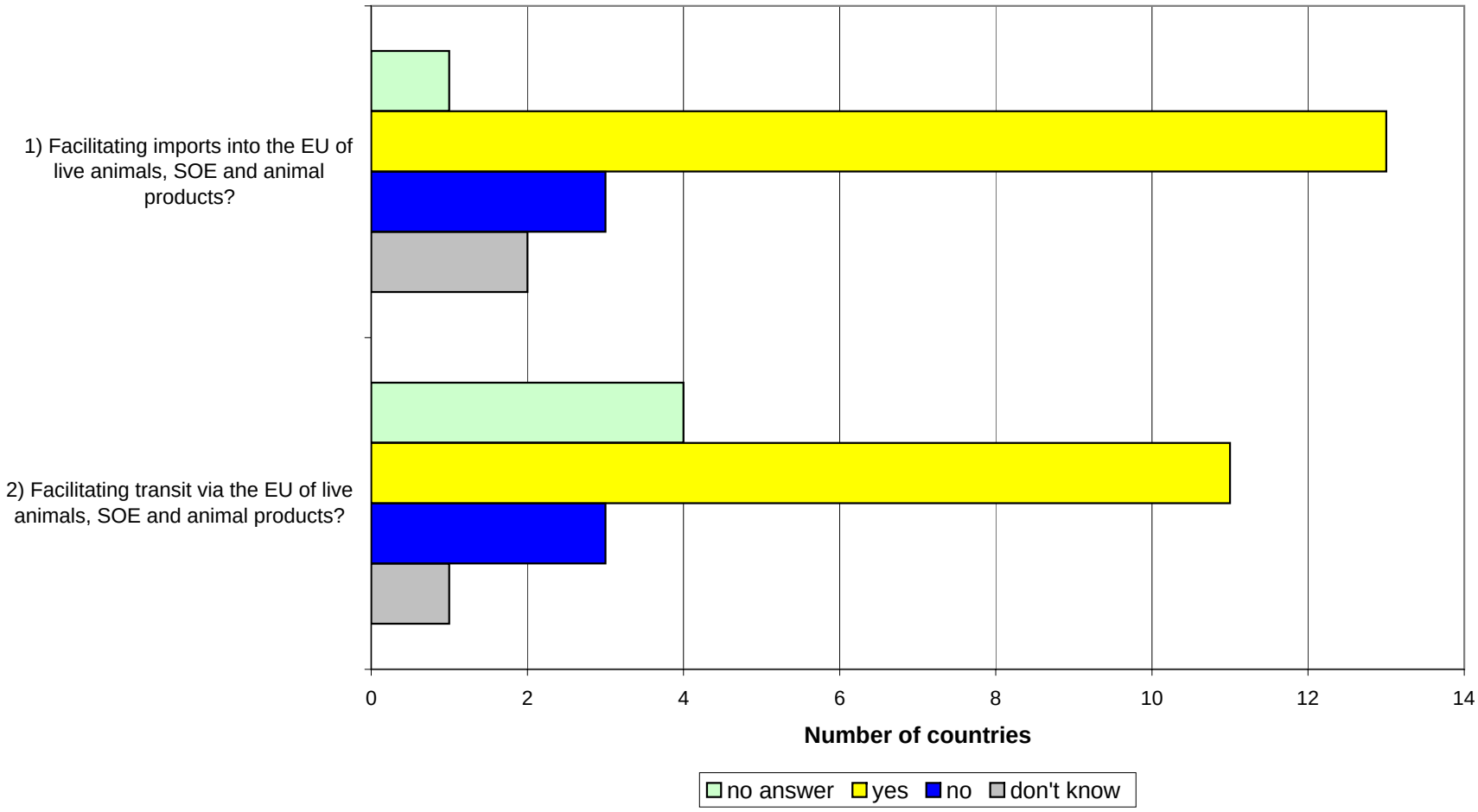


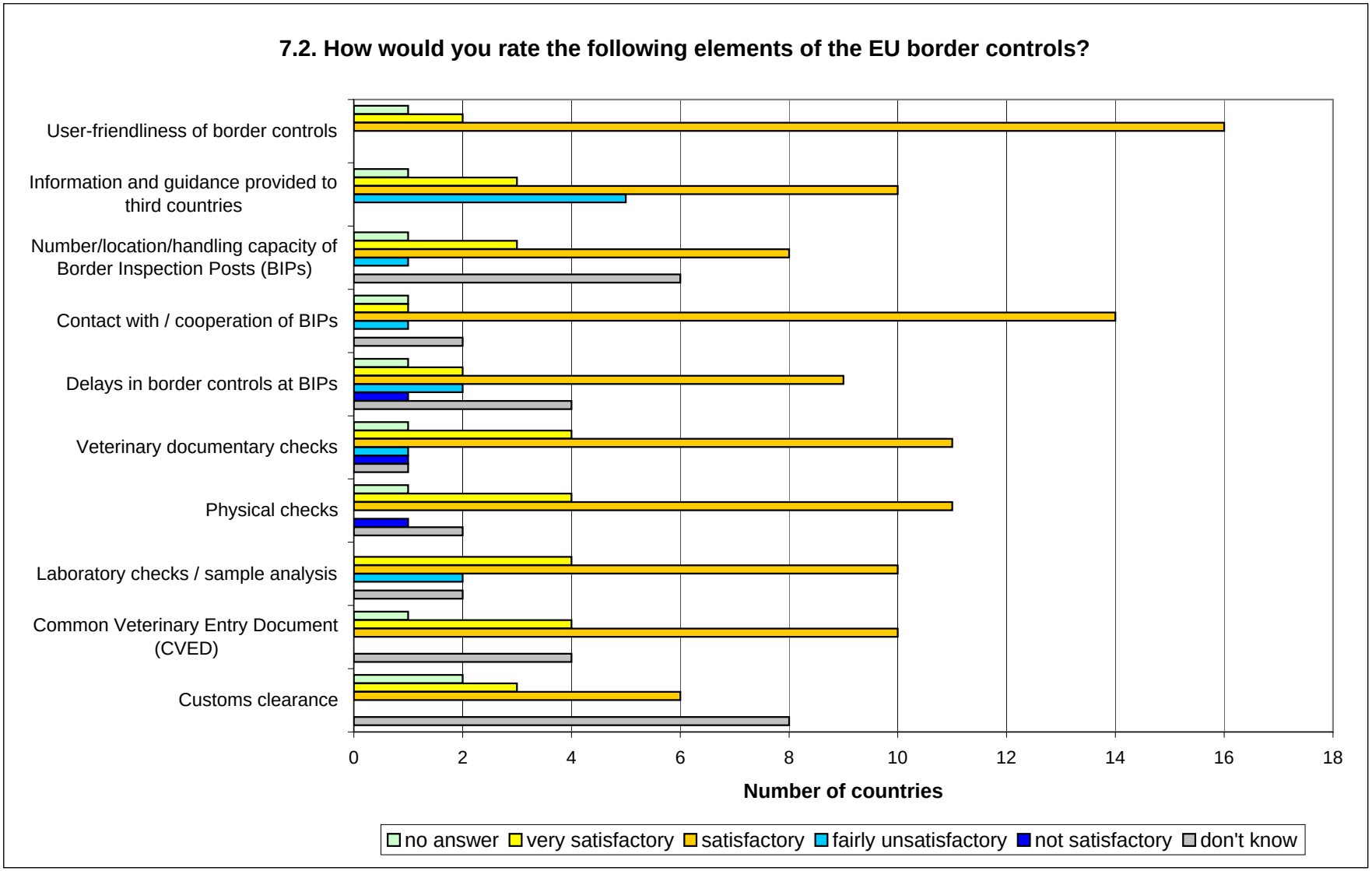

6.3. If your country has a bilateral veterinary agreement with the EU, how useful has this been in terms of:
Trade in live animals, SOE and animal products?
Recognition of the animal health status?
Implementation of regionalisation?
Determination of equivalence?
Notification and consultation procedures?
Reduction of (frequency) of import controls?
Simplification of certification procedure?
Other?
0
2
4
6
8
Number of countries
no answer
very
partly
not really
not at all
don't know

6.4. If your country does not have a bilateral veterinay agreement with the EU, how useful would you expect an agreement to be in terms of facilitating:

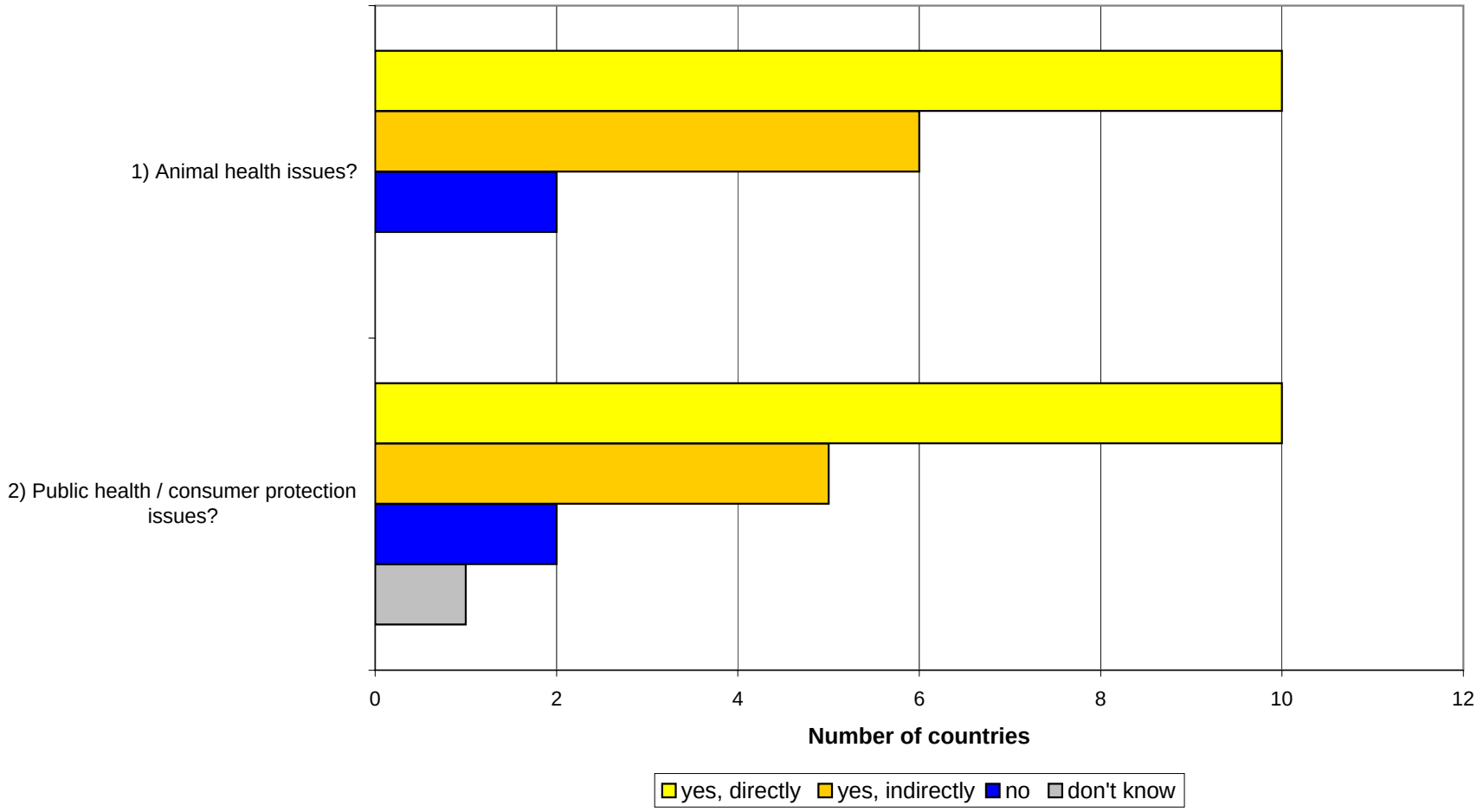


7.1. During the last 10 years, have the border controls performed at the EU entry point for products imported from your country been effective in:

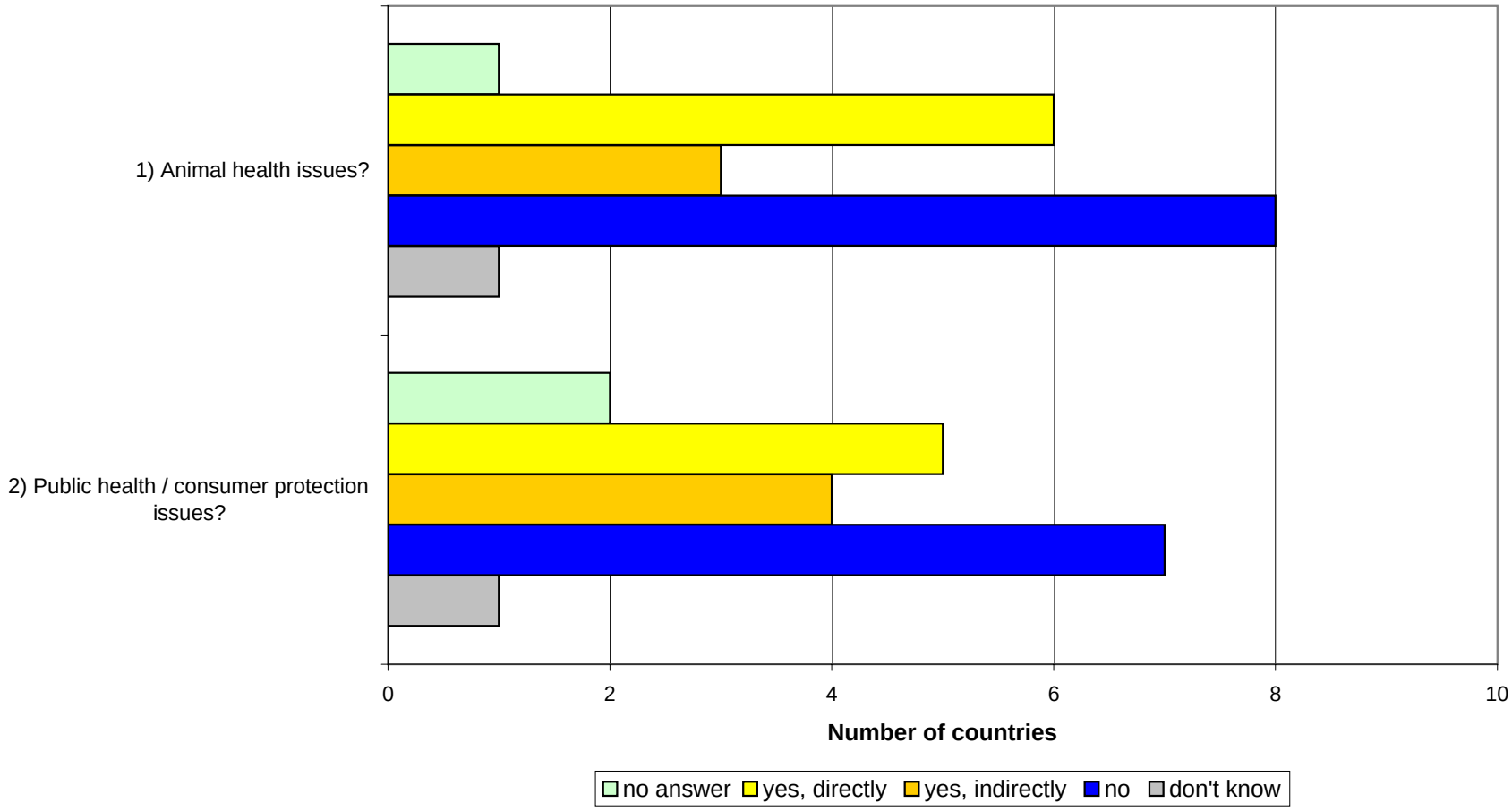



7.2. How would you rate the following elements of the EU border controls?
User-friendliness of border controls
Information and guidance provided to third countries
Number/location/handling capacity of Border Inspection Posts (BIPs)
Contact with / cooperation of BIPs
Delays in border controls at BIPs
Veterinary documentary checks
Physical checks
Laboratory checks / sample analysis
Common Veterinary Entry Document (CVED)
Customs clearance
0
2
4
6
8
10
12
14
16
18
Number of countries
no answer
very satisfactory
satisfactory
fairly unsatisfactory
not satisfactory
don't know

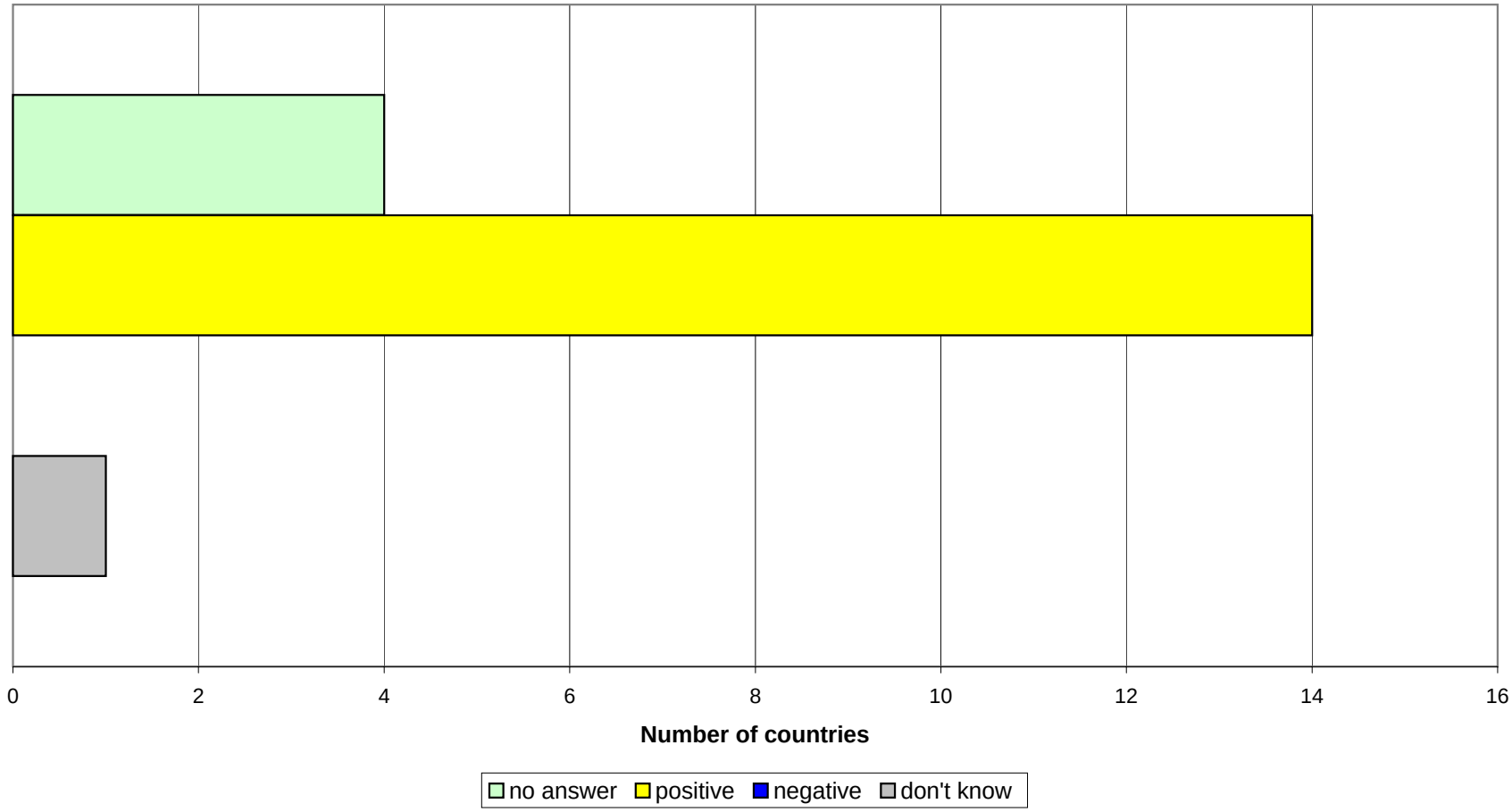
8.1. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the way your country is approaching:



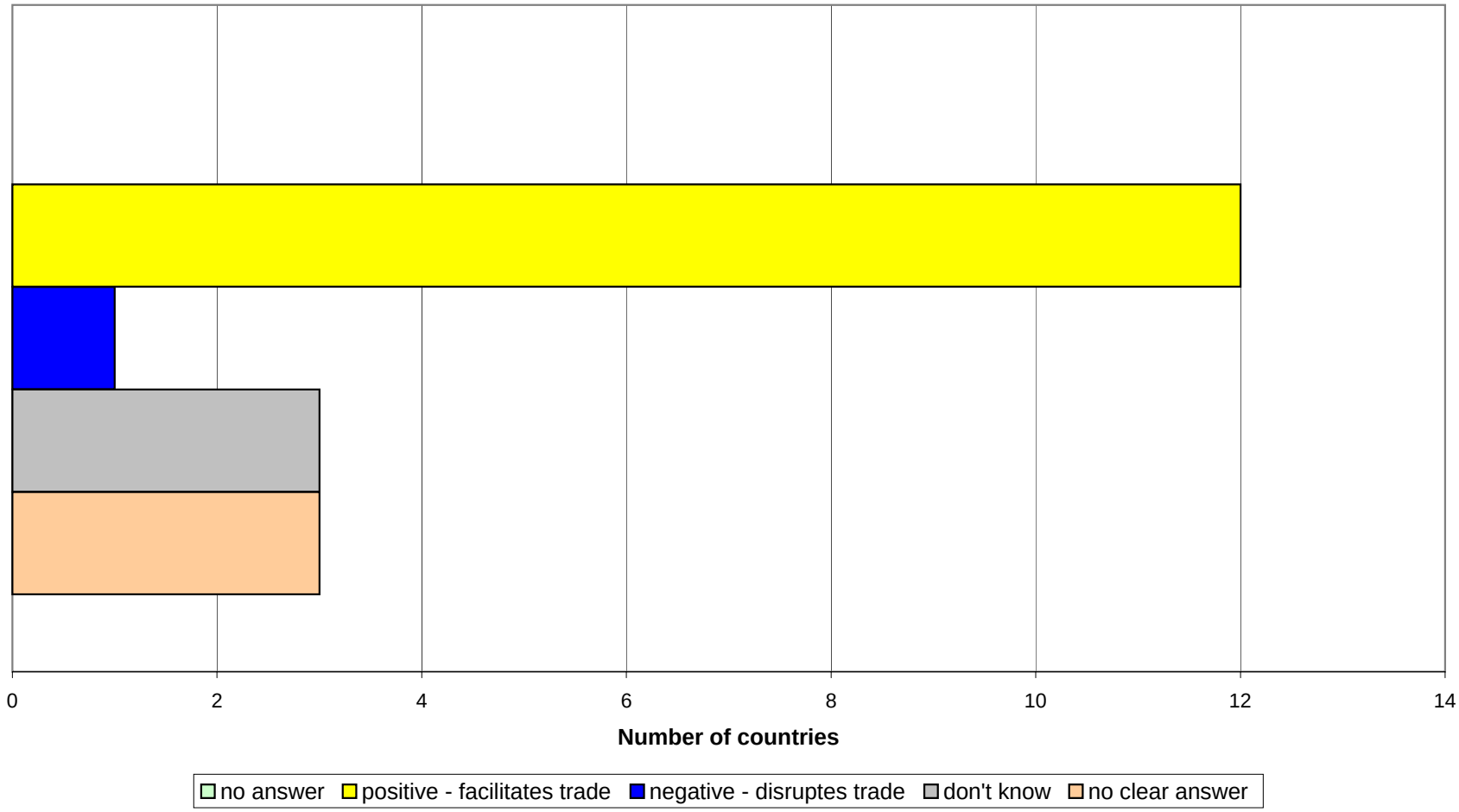
8.2. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the structure/organisation of your country's competent authorities in the area of:

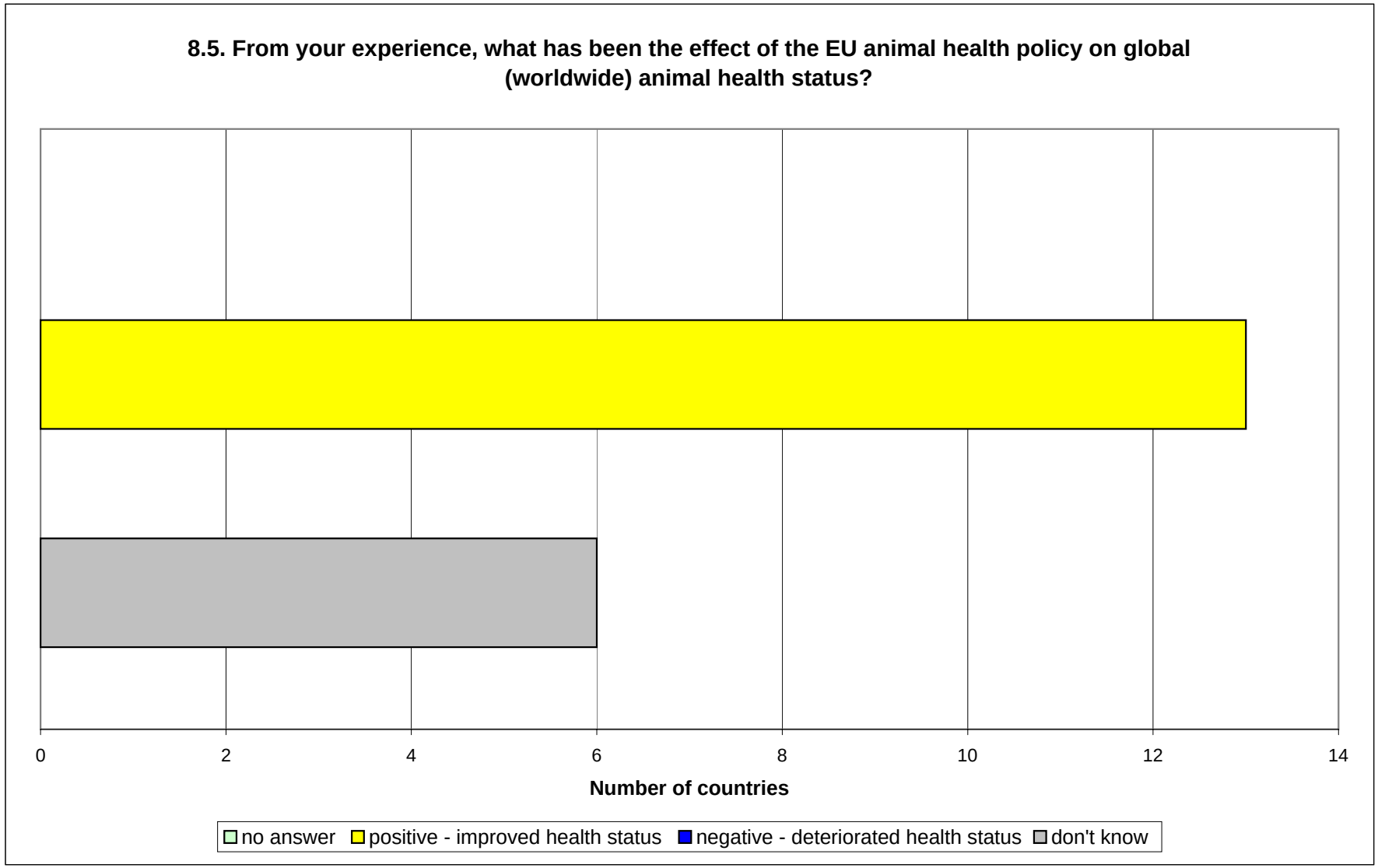


8.3. If your country's approach and/or competent authorities have changed as a direct or indirect consequence of the EU animal health policy, what has been the effect of this change on animal health status in your country?

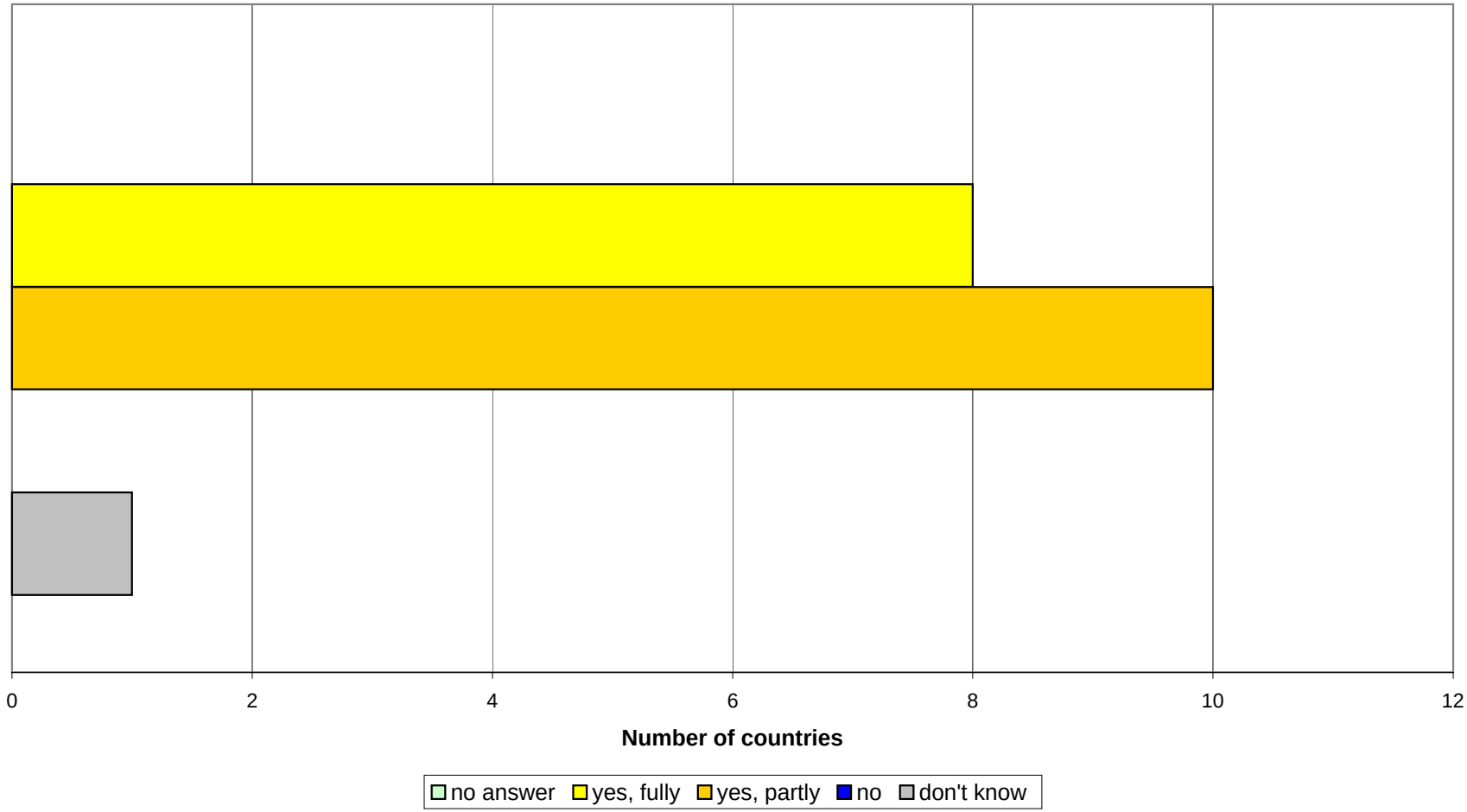


8.4. From your experience, what has been the effect of the EU animal health policy on global (worldwide) trade of live animals/SOE/animal products?




8.5. From your experience, what has been the effect of the EU animal health policy on global (worldwide) animal health status?
0
2
4
6
8
10
12
14
Number of countries
no answer
positive - improved health status
negative - deteriorated health status
don't know

8.6. Overall, do you consider the EU rules in the area of animal health as being in line with the relevant OIE guidlines/standards/recommendations?



Note: This is a selection of countries' answers which were not confidential. They are written verbatim.

Evaluation Questions	Bulgaria	China	Madagascar	Montenegro	Namibia
0. Identification data					
0.1. Name of organisation:	National Veterinary Service - Ministry of Agriculture and Forestry	The Ministry of Agriculture (MOA), general administration of quality supervision, inspection and quarantine of the p.r. china (AQSIS)	DIRECTION DE LA SANTE ANIMALE ET DU PHYTOSANITAIRE	veterinaty administration	directorate of veterinary services-ministry of agriculture, water and forestry
2. EU authorisation procedure for imports from third countries					
2.1. During the last 10 years, has the overall EU procedure for the authorisation of imports from your country been effective in 1) facilitating, even partly, the import into the EU of live animals, SOE and animal products from your country, and 2) in facilitating, even partly, the transit of live animals, SOE and animal products via the EU?					
2.1.3. Problems in imports into the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements:	no	the authorisation procedure is too complicated for example, the cooked poultry meat from our contry posing no risk in spreading animal contigious diseases, was prohibited to export to EU.	no answer	no answer	none
2.1.4. Problems in transit via the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements	no	Transitting via EU is not convenient. For example when the fresh meat from our country transitted through some states of the EU, like Italy, the competent authorities usually inspect the container. The commodity was often delayed in border controls for a long time.	impossibilité de certifier un produit passant dans les pays ue si la déstination finale a des exigences moins amoindries que ceux de l'ue.	no answer	none
2.2. How would you rate the following elements of the EU procedure for the authorisation of imports your country?					
2.2.9. User-friendliness of overall procedure	National Veterinary Service implements the requirements and legislation of EU	The procedures are too complicated and too stringent.	Procedures à suivre pour avoir un agrément de l'UE en matière d'exportation ne sont pas adaptés à la situation réelle dans les pays Tiers.	no answer	no answer
2.2.10. Information and guidance provided by Commission services	National Veterinary Service implements the legislation of EU	no answer	no answer	information is delayed because they are sent via the common eu office for serbia and montenegro	no answer
2.2.11. Contact with / cooperation of Commission services	National Veterinary Service implements the legislation of EU	no answer	no answer	no answer	no answer

2.2.12. Time taken for procedure	no answer	it takes too long time for instance, one mission of EU came to china to inspect the processing plants in Nov. 2004 but the report had not been issued until Oct. 2005.	no answer	no answer	no answer
2.2.13. Commission's questionnaires	no answer	no answer	Questios lourdes qui ne donnent pas accès aux pays Tiers de faire l'exportation.	no answer	no answer
2.2.14. Determining overall animal health situation in your country	no answer	EU has not well implemented the OIE zoning and regionalisation standards and banned animal and animal products to be exported from disease free area in China such as poultry meat.	Conditions difficiles à réaliser pour avoir un statut sanitaire accepté par l'UE.	update of information we present through questionnaires and other information forms regarding the animal health is quite slow	no answer
2.2.15. Determining the level of national competent authority standards in your country	no answer	Although the Veterinary Administration Systems between Ehina and EU are different, China can implement animal health administration effectively through the fully co-operation of all relevant sectors.	no answer	no answer	no answer
2.3. Are there cases where your country has failed to obtain approval for importing live animals/SOE animal products into the EU, affecting either a part or all of its territory?					
2.3.2. Species:	Poultry	poultry	no answer	no answer	bovine, ovine, caprine, game
2.3.3. Product/s:	Poultry meat and breeding eggs	poultry meat	produits de la pêche et l'aquaculture.	no answer	bone-in fresh meat
2.3.4. Region/s affected:	All territory	whole China	no answer	no answer	oie recognised fmd- free zone without vaccination
2.3.5. Reason/s provided:	Newcastle disease	not apply to the OIE zoning and regionalisation principle	no answer	no answer	fmd
2.4. What should be done in future to improve the EU procedure for the authorisation of imports from third (non-EU) countries?					
2.4.1. User-friendliness of overall procedure	no answer	simplifying procedures	Proposer des procédures faciles et adaptées aux pays Tiers.	procedures should be simplified in order to improve their accessibility to countries in transition	no answer

2.4.2. Information and guidance provided by Commission services	no answer	no answer	Consulter l'avis du Pays Tiers sur les Directives proposées par la Commission.	information and guidance must be more precise, with more details regarding the requests on coordination among the central authorities, field and producers	no answer
2.4.3. Contact with / cooperation of Commission services	no answer	no answer	Améliorer les contrats avec l'Autorité Compétente.	satisfactory	no answer
2.4.4. Time taken for procedure	no answer	no answer	no answer	satisfactory	no answer
2.4.5. Commission's questionnaires	no answer	no answer	Prévoir les questionnaires allégés.	suggestions and justifications from the commission on questionnaires presented would be welcomei	no answer
2.4.6. Determining overall animal health situation in your country	no answer	fully implement OIE zoning and regionalization principles, and admit the efficacy of the compartment animal policy on disease control, and adjusting the policy of importation.	Alleger les démarches techniques pour avoir une situation sanitaire accéptée par l'UE.	separate determination of a country it is necessary to take into account the number of animals/prevention measures/correlation between domestic primary production and exports	no answer
2.4.7. Determining the level of national competent authority standards in your country	no answer	Suggesting EU to understand the Chinese animal health administration syste and the operation further.	Alléger les standars de l'Autorité Compétente des pays Tiers car ces standars réflètent la réalité de chaque pays.	so far, it has not been determined by the commission in any of the documents	no answer
2.4.8. Other:	Very fast decision after report from Bulgaria	no answer	Export: Alléger les éxigences sanitaires demandées par l'UE pour pouvoir exporter des animaux vivants,produits animaux ou semences vers l'UE pourque ceeles-ci soient adaptées dans les pays Tiers.	no answer	no answer
3. EU requirements on imports from third countries					
3.1. How would you rate the following elements of the EU requirements on imports from your country?					
3.1.5. Request for residues monitoring programme	no answer	The standards are updated too frequently moreover more and more items were added to the programme and MRL was too low for the developping countreis even EU can not fully comply with	Par exemple le programme de suivi sur le miel en provenance des pays Tiers.	no answer	no answer

3.1.6. Animal health status requirements e.g. related to FMD, BSE	no answer	There is no BSE in China, however the EU regards our country as the high risk countries, in addition, as the EU has not fully applied OIE zoning and regionalisation principle, the artiodactylous products from our whole county was prohibited to be imported because of FMD. The above mentioned approaches by the EU is not scientific and it is unfair to China.	no answer	The procedure for proclaiming the state union SCG as a countree free from FMD (without any vaccination) has been going on for too long period of time, although Montenegro has never had this disease. All the information requested had beeen presented in 2003 and 2004 to the Commission and we have not yet been proclaimed a country free from FMD.	no answer
3.1.7. Certification	no answer	The EU is composed of 25 states almost every state requests the certificates written in theri native languate that is too complicated and inconvenient for us to follow.	Les conditions éxigées pour pouvoir certifié sont difficille à réaliser.	no answer	no answer
3.2. What should be done in future to improve EU requirements on imports from third (non-EU) countries?					
3.2.1. Request for residues monitoring programme	no answer	All standards shall be science- based and the new standard shall have a reasonable transition period.	Alléger les normes éxigées et l'utilisation des techniques haut niveau qui deviendront un blocage des pays Tiers.	no answer	no answer
3.2.2. Animal health status requirements e.g. related to FMD, BSE	no answer	The evaluation of animal health status shall be science-based and respect the facts and the OIE zoning, regionalisation and compartmentalisation principles shall be well implemented.	no answer	procedures of updating and analysis of questionnaires and information in determining the animal health status should be faster	no answer
3.2.3. Certification	no answer	Our export certificate is done in Chinese and english, it shall be accaptable for the EU.	Trouver une certification adaptée aux pays Tiers.	no answer	no answer
4. FVO inspections					
4.1. If your country has received an FVO inspection, how satisfactory has this been?					
4.1.8. Quality of inspection and reporting	no answer	The efficiency of the inspection mission need to be imporved; almost all delegates can not understand chinese, it sometimes cause the misunderstandning and even worse the inspection reports are usually delayed.	no answer	no answer	no answer
4.1.10. Support to improving the national situation	no answer	no answer	Un appui du financement FSP pour améliorer le laboratoire ,point de collecte reste sans suite.	no answer	no answer

4.1.11. Assessing competent authority standards	no answer	EU can not understand China's veterinary administration; this leads to some mistakes in the inspection report.	no answer	no answer	no answer
4.2. What should be done in future to improve FVO inspections?					
4.2.1. Preparation of the inspection (questionnaires, contacts, organization etc.)	no answer	minimizing the language barrier and improving the efficiency of the inspection missions	Demander les explications sur les points non clair avant l'arrivée des inspecteurs sur place.	no answer	no answer
4.2.2. Quality of inspection and reporting	no answer	no answer	no answer	no answer	inspectors should have a wider range of expertise
4.2.3. Follow-up	no answer	no answer	Suivi périodique des pays Tiers au minimum 1 fois/2 ans.	no answer	follow-ups should be made 12 months of an inspection
4.2.4. Support to improving the national situation	no answer	no answer	no answer	no answer	assistance with disease surveillance; guidance by eu experts on topical issues; participation of field veterinarians in fora where eu animal disease control policies are discussed.
4.2.5. Assessing competent authority standards	no answer	Suggesting EU understand Chinese animal health policy and administration from different perspectives, not just from the subjective judgement through investigation.	no answer	no answer	no answer
5. EU policy on regionalisation					
5.1. What is your overall perception of the current EU policy on regionalisation 1) internally within the EU25, and 2) towards your country?					
5.1.3. Internally within the EU25	When there is an immediate report there is a fast decision for regionalisation and this is a good policy for all affected sites.	If the disease occurs in some of the EU member countries, the impacts of trade within EU can be minimized.	Nous ne connaissons pas les régles actuelles de l'UE sur la réorganisation.	no answer	free trade between eu member states
5.1.4. Towards your country	When there is a report for the situation there is a fast decision for regionalisation.	So fa, EU has not regionalization policy in China.	no answer	montenegro is one epizootiological area	imports of bone-in meat not yet accepted from the fmd-free zone without vaccination.
5.2. Has you country had any benefits from the current EU regionalisation policy, in particular in terms of its implementation in your country?					
	The trade is still available from the territory of the country where there is no restriction and it is an economical benefit.	no answer	no answer	no answer	free trade to the EU of deboned fresh meat from the FMD-free zone without vaccination
5.3. What is your overall perception of the current EU management of safeguard measures related to animal health, in terms of 1) the adoption of such measures, and 2) the lifting of such measures?					

5.3.3. Adoption of safeguard measures	Bulgaria has harmonized the EU legislation and implements all its requirements.	The establishment of EU animal health protection policy is scientific, and the policy is well functioned in the protection of EU animal health standards. EU should adopt the pronciple of consistency in international trade and recognize the TCs diseases-free compartments.	no answer	They keep pace with scientific achievements and risk assessment	these measures protect their markets and public health
5.3.4. Lifting of safeguard measures	Bulgaria has harmonized and implements the EU legislation.	It is not good for the control of animal diseases.	no answer	They keep pace with scientific achievements and risk assessment	there could be provision in the future for exports of bone-in meat from third countries;in general eu is flexible in resuming trade once disease risks are minimised or eliminated through proper control measures.
5.4. What should be done in future to improve the EU policy on regionalisation 1) internally within the EU25, and 2) towards your country?					
5.4.1. Internally within the EU25	Faster publication of the decisions in Official Journal	To enhance the internal administration	no answer	no answer	no answer
5.4.2. Towards your country	Faster publication of the decisions in Official Journal	EU should adopt the principle of consistency in international trade, and recognize the Chinese disease-free compartments and zones.	Tenir compte de la réalité des pays Tiers.	Communication and cooperation as well as support of the EU towards the countries in transition should be intensified	no answer
5.5. What should be done in future to improve the EU management of safeguard measures related to animal health, in terms of 1) the adoption of such measures, and 2) the lifting of such measures?					
5.5.1. Adoption of safeguard measures	no answer	no answer	no answer	Activities aimed at finding the way for implementation of all programs of adoption of safeguared measures should be coordinated for the purpose of compliance of third countreis with EU regulations	third countries should be afforded a platform to negotiate certain requirements.
5.5.2. Lifting of safeguard measures	no answer	no answer	no answer	see 5.5.1.	no answer
6. Bilateral veterinary agreements					
6.3. If your country has a bilateral veterinary agreement with the EU, how useful has this been?					
6.3.9. Trade in live animals, SOE and animal products	no answer	The bilateral protocols of mou have facilitated the trade between China and the EU.	Commerce des produits issus de chairs d'escargot.	no answer	no answer

6.3.10. Recognition of the animal health status	no answer	EU have not applied OIE zoning and comparmentalization principle for Chinesse animal and animal products although China did better in applying this principles to products from the EU member states this is unfair to China;	no answer	no answer	no answer
6.3.11. Implementation of regionalisation	no answer	EU did not implement the regionalization principle to Chinese animal and animal products.	madagascar souhaite reprendre l'exportation donc besois de soutien pour mettre en place un système fiable.	no answer	no answer
6.3.12. Determination of equivalence	no answer	According to the OIE standards, the cooked poultry meat has not any risk to spread animal contagious diseases and it fully meets the alop within the EU, however, EU did not recognize the equivalence of the cooked measures to Eus owns, and still prohibited importing of these comodities from China.	no answer	no answer	no answer
6.3.13. Notification and consultation procedures	no answer	no answer	no answer	no answer	no answer
6.3.14. Reduction of (frequency) of import controls	no answer	no answer	no answer	no answer	no answer
6.3.15. Simplification of certification procedure	no answer	no answer	no answer	no answer	no answer
6.4. If your country does not have a bilateral veterinary agreement with the EU, how useful would you expect an agreement to be?					
6.4.9. Trade in live animals, SOE and animal products	It will be easy to implement EU legislation in this part	no answer	no answer	it refers to trade in meat products (smoked ham produced using a traditional method). the raw material, fresh meat, for production of smoked ham is imported from eu countries	no answer
6.4.10. Recognition of the animal health status	It will be easy to implement EU legislation in this part	no answer	no answer	we think that in bilateral cooperation the process of acknowledging the animal health status would take less time.	full recognition of national health status
6.4.11. Implementation of regionalisation	It will be easy to implement EU legislation in this part	no answer	no answer	montenegro is one epizootiological area	no answer
6.4.12. Determination of equivalence	no answer	no answer	no answer	We think that equivalence process would be faster at the level of bilateral cooperation	no answer

6.4.13. Notification and consultation procedures	It will be easy to implement EU legislation in this part	no answer	no answer	direct communication at the level of two countries enables quality and prompt notification and consultation system	no answer
6.4.14. Reduction of (frequency) of import controls	no answer	no answer	no answer	Enables acknowledging of certification system	no answer
6.4.15. Simplification of certification procedure	It will be easy to implement EU legislation in this part	no answer	no answer	Certification procedures are satisfactory	for countries that are unable to export products directly from their national ports extra guarantees should be accepted as part and part of certification e.g.: non-manipulation certificates should be accepted as part and parcel of certification procedures.
6.5. What should be done in future to improve bilateral veterinary agreements?					
	National Veterinary Service has bilateral veterinary agreements in the field of veterinary medicine with all member countries. Those will remain acting up to the accession of the republic of Bulgaria to the EU.	EU shall fully implement OIE zoning and regionalization principles so as to facilitate the export of Chinese products . It is necessry to enhance bilateral communications.	Il faut commencer d'envoyer des experts pour détérminer le terme de la relation bilaterale et l'identification des appuis aux veterinaires locaux.	assistance of the commission in having direct communication of two veterinary services in order to start the process of bilateral cooperation.	no answer
7. EU border controls					
7.1. During the last 10 years, have the border controls performed at the EU entry point for products imported from your country been effective in 1) facilitating, even partly, the import of live animals, SOE and animal products from your country into the EU, and 2) in facilitating, even partly, the transit of live animals, SOE and animal products via the EU?					

7.1.3. Problems in imports into the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements - please provide reasons why such problems may have occurred:	no answer	no answer	En matière de rage,l'UE exige encore le test sérologique aux laboratoires agréés par l'UE alors que le chien a été vacciné par les les vétérinaires du pays Tiers.	no answer	None
7.1.4. Problems in transit via the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements - please provide reasons why such problems may have occurred:	no answer	Transmitting via EU is not convenient for example, when the fresh meat from our country transitted through some states of EU, like Italy, the competent authorities usually inspected the container and the commoity was often delayed in border controls for a long time.	idem pour le transit.	no answer	none
7.2. How would you rate the following elements of the EU border controls?					
7.2.14. Number/location/handling capacity of Border Inspection Posts (BIPs)	no answer	no answer	no answer	no answer	no answer
7.2.15. Contact with / cooperation of BIPs	no answer	no answer	no answer	no answer	no answer
7.2.16. Delays in border controls at BIPs	no answer	the poultry meat transmitted via tialy was delayed for a long time. These unreasonable requests were damnous to the chinese industry	no answer	no answer	no answer
7.2.17. Veterinary documentary checks	no answer	some EU member states asked us for all veterninary documents written in their native language, it is unreasonable.	no answer	no answer	no answer
7.2.18. Physical checks	no answer	no answer	no answer	no answer	no answer
7.2.19. Laboratory checks / sample analysis	no answer	no answer	no answer	no answer	no answer
7.3. What should be done in future to improve EU border controls on imports from non-EU countries?					
7.3.2. Information and guidance provided to third countries	no answer	no answer	no answer	no answer	no answer

7.3.4. Contact with / cooperation of BIPs	no answer	no answer	no answer	no answer	no answer
7.3.5. Delays in border controls at BIPs	no answer	simplify the inspection procedures at bips for the commodities to be transmitted through EU member states.	no answer	no answer	no answer
7.3.6. Veterinary documentary checks	no answer	we suggest that the veterinary documentary such as veterinary certificates written in english be accepted by all eu members;	no answer	no answer	no answer
7.3.7. Physical checks	no answer	no answer	no answer	no answer	no answer
7.3.8. Laboratory checks / sample analysis	no answer	no answer	no answer	no answer	no answer
7.3.9. Common Veterinary Entry Document (CVED)	no answer	no answer	no answer	no answer	no answer
8. Overall impact of EU animal health policy					
8.1. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the way your country is approaching: 1) animal health issues, and 2) public health/consumer protection issues?					
8.1.3. Animal health issues	It is all harmonised with EU legislation	we lean from each other from a better animal health status. China has studied the experiences of and learned lessons from EU BSE surveillance and prevention, and has implemented national BSE and scrapie surveillance since 2004, and has analyzed and assessed the risk of BSE.	no answer	Activities in coordination of animal health legislation with that the EU legislation	improved disease monitoring and surveillance; improved animal welfare standards
8.1.4. Public health / consumer protection issues	It is all harmonised with EU legislation	china has adopted the relevant standards of CODEX on veterinary residue and has implemented national surveillance on and control of veterinary residue.	no answer	Currently, regulations coordinated with the EU legislation are being drafted, which shall regulate public health and consumer protection	implementation of food safety systems (haccp) in export establishments irrespective of market; improved hygiene management systems
8.2. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the structure/organisation of your country's competent authorities in the area of 1) animal health, and 2) public health/consumer protection?					

8.2.3. Animal health issues	The control activity is developed	in order to intensify the animal health administration, china has established the Bureau of Veterninary, mainly responsible for the natinoal animal health administration and established National Chief Veterinary Officer in MOA	no answer	veterinary administration was established as an authority in charge of animal and public health	creation of a middle management structure: chief veterinarians: link between management and field veterinarians
8.2.4. Public health / consumer protection issues	The control activity is developed	in order to intensify the food security administration, the relevant ministries such as MOA, MOH, AQSIQ of China have enhanced food safety administration.	Réorganisation de l'Autorité compétente en fenforcant l'équipe(personnel)et le financement.	importance of establishing a competent authority for public health and consumer protection has been recognized	creation of a middle management structure: chief veterinarians: link between management and field veterinarians
8.3. If your country's approach and/or competent authorities have changed as a direct or indirect consequence of the EU animal health policy, what has been the effect of this change on animal health status in your country?					
	Bulgaria can trade with the Member States	Positive: china makes reference to eu standards in the control of veterinary drug residue. We leaned from each other and China has improved our country's animal health status. Negative: in order to facilitate the export of Chinese products, we have to follow EU regulations and it causes a lot of difficulties for chinese government and industry.	L'effet pourrait être sur le plan economique car la reprise de l'exportation vers l'UE en animaux vivants,produits animaux ou semence developpe la santé animale et que 80% de la population sont des paysans.	no answer	improved animal health controls and disease monitoring & surveillance systems; improved hygiene management systems (in abattoirs, cutting & processing plants)
8.4. From your experience, what has been the effect of the EU animal health policy on global (worldwide) trade of live animals/SOE/animal products?					
	no answer	EU adopted excessively stringent residue standards and it sets a bad example for the other countries.	L'accès au marché européen facilite l'accès dans d'autres marchés internationaux.	eu policy has enabled elimination of discriminatory factors and equalization of standards in global/world trade in live animals/soe/animal products	facilitates trade regionally as well as internationally once a potential trading partner is aware of our exports to the eu.
8.5. From your experience, what has been the effect of the EU animal health policy on global (worldwide) animal health status?					

	no answer	It is good for imporvement of the international animal health standards. However, 1. the policy is excessive strict, for example, the autorisation procedures are very complicated. 2. there is discrimnation when EU implement its animal health policy for member states. 3. EU has an imbalanced trade policy, when third country wants export their products, EU asks the third country to fully follow the eu common animal health policy, but when EU member states wents to export their products to the third country, EU has not any rules on that and just agree the momber states to discuss dirctly with the third country, it is very unfair for a smooth two-way trade.	Pour les pays tiers,les paysans seront aptés à suivre les exigences sanitaires visant à améliorer les statuts sanitaires de leurs élevages s'ils ont les moyens de le faire.	Implementation of EU legislation in animal health and its enforcement in preventing the occurrence, control and eradication of infectious diseases, as well as regulations on animal welfare show the positive effects of EU animal health policy	improved disease monitoring and surveillance; improved animal welfare standards; improved traceability systems and individual animal (cattle) identification; increased and improved marketing of livestock and livestock products regionally;
8.6. Overall, do you consider the EU rules in the area of animal health as being in line with the relevant OIE guidelines/standards/recommendations?					
	no answer	eu has not fully applied the OIE zoning and regionalization principle.	no answer	no answer	in general the eu rules do follow the relevant oie guidelines/standard/recommendations but the extra guarantees could be considered as barriers to trade: imports of only deboned meat from fmd-free zones without vaccination;bse control measures for bse free countries are too stringent: categoy i and ii countries having to implement similar controls as category iii-v countries with respect to srms.
8.7. What should be done in future to the EU animal health policy with a view to improving its effects on international trade and worldwide animal health status?					

	To be taken direct measures in connection with epizootic situation in every country	the mutuam recognized standards between China and EU in the evaluation of zoning and compartment should be developed.	Les règles en Santé Animale doivent être alléger pour que les Pays Tiers puissent suivre petit à petit les techniques modernes visant à l'amélioration du statut mondial de la Santé Animale.	we think that more intensive cooperation of the commission regarding the technical assistance in development and implementation of animal health regulations with countries in transition, such as montenegro, would be useful. taking into account the economic situation in our country, assistance in development of veterinary infrastructure (for example, safe disposal of animal carcasses - knackery) is necessary.	

Note: This is a selection of countries' answers which were not confidential. They are written verbatim.

Evaluation Questions	Paraguay	Peru	Switzerland	Turkey
0. Identification data				
0.1. Name of organisation:	NATIONAL SERVICE OF QUALITY AND ANIMAL HEALTH - SENACSA	national service of agrarian health-senasa	swiss federal veterinary office	general directorate of protection and control -ministry of agriculture and rural affairs
2. EU authorisation procedure for imports from third countries				
2.1. During the last 10 years, has the overall EU procedure for the authorisation of imports from your country been effective in 1) facilitating, even partly, the import into the EU of live animals, SOE and animal products from your country, and 2) in facilitating, even partly, the transit of live animals, SOE and animal products via the EU?				
2.1.3. Problems in imports into the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements:	no answer	no answer	no sending back of products even if product has been not been manipulated or even if it has been rejected at the border.	number of legislation about the subject is increasing, also, the measures is becoming more strict.
2.1.4. Problems in transit via the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements	no answer	no answer	certificates not accepted. transit products have to satisfy the same requirements as products to EU (applying public health requirements on products destinated for third countries). double checks of products(e.g. cheese) at entrance and exit border control points .	no answer
2.2. How would you rate the following elements of the EU procedure for the authorisation of imports your country?				
2.2.9. User-friendliness of overall procedure	no answer	no answer	the overall procedure lasts too long. for new product categories an on-site audit will be conducted in any case, even if production precedure is covered by the same system in other products already approved.	no answer
2.2.10. Information and guidance provided by Commission services	no answer	requests of informacion and manuals are not attended	the responsible office is difficult to elicit. several enquiries and no satisfactory information provided for game meat and farmed game meat.	no answer
2.2.11. Contact with / cooperation of Commission services	no answer	no a link exists,on the office of peru recommends to see the web	no answer	no answer

2.2.12. Time taken for procedure	no answer	in many casesno answer exists	several times listing of plants took up to 1 year	no answer
2.2.13. Commission's questionnaires	no answer	no answer	no answer	no answer
2.2.14. Determining overall animal health situation in your country	no answer	no answer	no answer	no answer
2.2.15. Determining the level of national competent authority standards in your country	no answer	no answer	no answer	no answer
2.3. Are there cases where your country has failed to obtain approval for importing live animals/SOE animal products into the EU, affecting either a part or all of its territory?				
2.3.2. Species:	Bovine	south american camelidos	bovine	poultry
2.3.3. Product/s:	Fresh meat	meat, honey	live animals and products	poultry meat
2.3.4. Region/s affected:	San Pedro and Chaco Central	totality	whole country	country
2.3.5. Reason/s provided:	Observations on procedures of sanitary and hygienic sanitary certifications, traceability, etc. as stated in the SANCO Mission (DG/ SANCO/ 9068/2003)	peru is not found on the list countries authorized of third countries	bse	dg(sanco)1203/200 1-shortcoming of the performance of the turkish veterinary service; 2-situation of establishment; 3-lack of monitoring programme about animal disease. dg (sanco) 7502/2005 1-deficiencies of analytical performance and capability of the laboratories; 2-shortcoming in the design of the national residue control plan, in the follow up of non-compliant results and in the supervision of the implementation of the nrcp
2.4. What should be done in future to improve the EU procedure for the authorisation of imports from third (non-EU) countries?				
2.4.1. User-friendliness of overall procedure	no answer	no answer	no answer	no answer

2.4.2. Information and guidance provided by Commission services	no answer	seeking another form of accessing to the informacion in the web	early communication of changes, involvement of the trade partners	no answer
2.4.3. Contact with / cooperation of Commission services	no answer	seeking link between senasa Peru and the EU	early involvement of the trade partners	no answer
2.4.4. Time taken for procedure	no answer	no answer	acceleration of standard procedures	no answer
2.4.5. Commission's questionnaires	no answer	no answer	no answer	no answer
2.4.6. Determining overall animal health situation in your country	no answer	accepting the oie recognition of free diseases	no answer	no answer
2.4.7. Determining the level of national competent authority standards in your country	no answer	no answer	no answer	no answer
2.4.8. Other:	no answer	no answer	no answer	no answer
3. EU requirements on imports from third countries				
3.1. How would you rate the following elements of the EU requirements on imports from your country?				
3.1.5. Request for residues monitoring programme	In the monitoring program required by the EU are included substances/ compounds which are not usually used due to the fact that it is not justifiable in extensive production system like my country. ie. Sedatives, grow promoters, etc.	no answer	no answer	no answer

3.1.6. Animal health status requirements e.g. related to FMD, BSE	The sanitary requirements established por certain diseases, i.e. BSE does not include diferences for the monitoring systems to be carried out, especially for those regions or countries where the disease is exotic or has not been diagnosed and which take the appropriate measures to avoid the introducción of the disease.	not recognicing neither applain the recommendations of the oie	no answer	no answer
3.1.7. Certification	no answer	no answer	certificates are not in a form that can be filled in electronically.	no answer
3.2. What should be done in future to improve EU requirements on imports from third (non-EU) countries?				
3.2.1. Request for residues monitoring programme	The residue monitoring program should be related to the type of production system (extensive / intensive), to the regions and thus products / compunds more frequently used in the area due to management, climatic conditions, etc., i.e. antihelmintics in tropical areas.	to be accompanied of advice and cooperacion	allow for and encourage risk-based surveillance programmes	no answer
3.2.2. Animal health status requirements e.g. related to FMD, BSE	In relation to BSE it would be important that the monitoring programs be related to the sanitary status of the Region. or country.	to recognizing and apply the recommendations of the oie	allow for and encourage risk-based surveillance programmes	no answer
3.2.3. Certification	no answer	no answer	to provide certificates electronically and in a form that can also be filled in electronically	no answer
4. FVO inspections				
4.1. If your country has received an FVO inspection, how satisfactory has this been?				
4.1.8. Quality of inspection and reporting	no answer	no answer	no answer	no answer
4.1.10. Support to improving the national situation	no answer	no answer	no answer	no answer

4.1.11. Assessing competent authority standards	no answer	no answer	no answer	no answer
4.2. What should be done in future to improve FVO inspections?				
4.2.1. Preparation of the inspection (questionnaires, contacts, organization etc.)	no answer	no answer	no answer	no answer
4.2.2. Quality of inspection and reporting	no answer	no answer	no answer	no answer
4.2.3. Follow-up	no answer	no answer	no answer	no answer
4.2.4. Support to improving the national situation	no answer	no answer	more information on the requirements and the legal interpretation expected. Better consideration of national specialities	no answer
4.2.5. Assessing competent authority standards	no answer	no answer	no answer	no answer
5. EU policy on regionalisation				
5.1. What is your overall perception of the current EU policy on regionalisation 1) internally within the EU25, and 2) towards your country?				
5.1.3. Internally within the EU25	Perhaps is the best approach to keep an adequate disease control and at the same time have a minimum restriction to trade.	no answer	no answer	no answer
5.1.4. Towards your country	Perhaps is the best approach to keep an adequate disease control and at the same time have a minimum restriction to trade.	we already have had experience in the regionalizacion with relacion to muermo and durina	facilitating trade	no answer
5.2. Has you country had any benefits from the current EU regionalisation policy, in particular in terms of its implementation in your country?				
	Yes. In the year 2002, it was approved by the EU authorities the regionalisation of the country (for export purposes) in two regions: Chaco Central and San Pedro.	the exportacion of peruvian horses has been achieved	no answer	no answer
5.3. What is your overall perception of the current EU management of safeguard measures related to animal health, in terms of 1) the adoption of such measures, and 2) the lifting of such measures?				

5.3.3. Adoption of safeguard measures	It reflects the responsability of the Veterinary Services in protecting the Animal and Public Health as well as the consumers safety related to animal products and by-products	positive because it prevents the entrance of illnesses to the eu	adoption takes too much time with regard to highly pathogenic deseases, communication not trasparent	no answer
5.3.4. Lifting of safeguard measures	It is important to be applied in the correct moment in order to avoid delays in the agricultural trade	positive because the measure is not constituted in an unwarranted sanitary barrier	although mesures have been lifted thera are difficulties in international trade - common action	no answer
5.4. What should be done in future to improve the EU policy on regionalisation 1) internally within the EU25, and 2) towards your country?				
5.4.1. Internally within the EU25	It would be very important to stablish administrative procedures and time to be taken into consideration in the application of regionalisation, mainly for those diseases of economic and zoonotic importance .	no answer	a zone/compartment should be defined more precisely	no answer
5.4.2. Towards your country	It would be very important to stablish administrative procedures and time to be taken into consideration in the application of regionalisation, mainly for those diseases of economic and zoonotic importance .	accepting the procedure and opinions of the oie with relacion to bse and fmd	switzerlands size is like a zone/compartmet - difficult to apply	no answer
5.5. What should be done in future to improve the EU management of safeguard measures related to animal health, in terms of 1) the adoption of such measures, and 2) the lifting of such measures?				
5.5.1. Adoption of safeguard measures	It would be important to continue the work with the Estándar setting bodies in order to standarise or unify the sanitary measures to be applied. in each specific case.	it should not restricted those products that is permitted to market from countries with bse	should be harmonized	no answer
5.5.2. Lifting of safeguard measures	see 5.5.1.	a measurament to all cou ntries should not be generalize, for example prohibition of import of noncomercial bird to ue	should be harmonised and adopted simultaneously	no answer
6. Bilateral veterinary agreements				
6.3. If your country has a bilateral veterinary agreement with the EU, how useful has this been?				
6.3.9. Trade in live animals, SOE and animal products	no answer	no answer	trade conditions as for member states. new legal requirements for third countries do not mention clearly that these requirements are not applicable to switzerland	no answer

6.3.10. Recognition of the animal health status	no answer	no answer	switzerland is often still considered as a third country by ms without consideration of special conditions of the bilateral agreement. clarification of the legal status of switzerland.	no answer
6.3.11. Implementation of regionalisation	no answer	no answer	no answer	no answer
6.3.12. Determination of equivalence	no answer	no answer	swiss law is considered as similar but not equal to eu regulations	no answer
6.3.13. Notification and consultation procedures	no answer	no answer	some problems with listing of approved establishments, e.g. milk plants	no answer
6.3.14. Reduction of (frequency) of import controls	no answer	no answer	border control still exists, 100% control of documents for all consignments required	no answer
6.3.15. Simplification of certification procedure	no answer	no answer	even simplification attributed to traces is not generally accepted at the different bip's	no answer
6.4. If your country does not have a bilateral veterinary agreement with the EU, how useful would you expect an agreement to be?				
6.4.9. Trade in live animals, SOE and animal products	A bilateral agreement will facilite a direct comunication between the veterinary services and thus allow to establish a standard sanitary requirements for trade, recognition of sanitary status, regionalisation, detemination of equivalence, notification and so on .	facilitating the commercial exchange	no answer	no answer
6.4.10. Recognition of the animal health status	see 6.4.9.	no answer	no answer	no answer
6.4.11. Implementation of regionalisation	see 6.4.9.	no answer	no answer	no answer
6.4.12. Determination of equivalence	see 6.4.9.	no answer	no answer	no answer

6.4.13. Notification and consultation procedures	see 6.4.9.	no answer	no answer	no answer
6.4.14. Reduction of (frequency) of import controls	see 6.4.9.	no answer	no answer	no answer
6.4.15. Simplification of certification procedure	see 6.4.9.	no answer	no answer	no answer
6.5. What should be done in future to improve bilateral veterinary agreements?				
	no answer	positive participation during the negotiation of the comercial agreement to be signed between the can and eu on if	reduce border controls . if risk control is considered to be equivalent, veterinary border checks become unjustified trade barriers give clear guidelines and instructions to bip's on procedure of import control from switzerland. Switzerland has a particular status due to the bilateral agreement and to its geographical situation. The fact that CH takes equivalent measures and is factually applying the acquis communautaire, should be taken into account when depicting the status of Switzerland - third country with special conditions.	no answer
7. EU border controls				
7.1. During the last 10 years, have the border controls performed at the EU entry point for products imported from your country been effective in 1) facilitating, even partly, the import of live animals, SOE and animal products from your country into the EU, and 2) in facilitating, even partly, the transit of live animals, SOE and animal products via the EU?				

7.1.3. Problems in imports into the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements - please provide reasons why such problems may have occurred:	no answer	no answer	no answer	no answer
7.1.4. Problems in transit via the EU, if any, which were not considered to be genuinely related to a lack of compliance with relevant EU requirements - please provide reasons why such problems may have occurred:	no answer	no answer	no answer	no answer
7.2. How would you rate the following elements of the EU border controls?				
7.2.14. Number/location/handling capacity of Border Inspection Posts (BIPs)	no answer	no answer	reduction of bips has become a trade barrier to traditional regional exchange of products	no answer
7.2.15. Contact with / cooperation of BIPs	no answer	no answer	depends on the member state and on the bip	no answer
7.2.16. Delays in border controls at BIPs	no answer	no answer	no answer	no answer
7.2.17. Veterinary documentary checks	no answer	no answer	depends on the person checking; checking becomes unjustified trade barrier in equivalent products (e.g. milk, by-products: no certificates required)	no answer
7.2.18. Physical checks	no answer	no answer	have been reduced	no answer
7.2.19. Laboratory checks / sample analysis	no answer	no answer	exporter is not always informed about procedure.	no answer
7.3. What should be done in future to improve EU border controls on imports from non-EU countries?				
7.3.2. Information and guidance provided to third countries	no answer	no answer	new regulations should not be implemented within only 3 days after publication, early involvement of the trade partners	no answer

7.3.4. Contact with / cooperation of BIPs	no answer	no answer	sometimes difficult - in some cases only possible through the central competent authority	no answer
7.3.5. Delays in border controls at BIPs	no answer	no answer	no answer	no answer
7.3.6. Veterinary documentary checks	no answer	the observations should be of fund and not of form	there should always be a written decision that describes the reason of rejection of products	no answer
7.3.7. Physical checks	no answer	no answer	see 7.3.6.	no answer
7.3.8. Laboratory checks / sample analysis	no answer	no answer	see 7.3.6.	no answer
7.3.9. Common Veterinary Entry Document (CVED)	no answer	no answer	CVED has been integrated in the TRACES system. The document should not be a part of the veterinary certificate that stays in the competence of the veterinary services. It has to stay a "commercial document" filled in by the exporting/production plant. With the entry into force of the extension of the bilateral agreement on 1.1.2007 no CVED will be needed anymore	no answer
8. Overall impact of EU animal health policy				
8.1. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the way your country is approaching: 1) animal health issues, and 2) public health/consumer protection issues?				
8.1.3. Animal health issues	In order to be able to continue to trade with countries of the UE, sanitary and legislative measures regarding animal and public health is been standarised according to the EU requirements	no answer	no answer	the changes on animal health policy in eu affacted and improved the animal health services and programmes in a good way such as; strengthening of surveillance, improvement in infrastructure of laboratories, diagnostic capacities
8.1.4. Public health / consumer protection issues	see 8.1.3.	no answer	measures are equivalent to eu measures, bound by the bilateral agreement	no answer
8.2. Has the EU animal health policy, in particular rules regarding imports from third (non-EU) countries, changed the structure/organisation of your country's competent authorities in the area of 1) animal health, and 2) public health/consumer protection?				

8.2.3. Animal health issues	The structure of the organisation has changed unifying the Veterinary Services through the Law Nº 2426/04 which integrated all the items related to animal and public health.	no answer	no answer	the current organisation/structure has been changing according to eu requirements in the area of animal health and publ,c health.
8.2.4. Public health / consumer protection issues	see 8.2.3.	no answer	no answer	no answer
8.3. If your country's approach and/or competent authorities have changed as a direct or indirect consequence of the EU animal health policy, what has been the effect of this change on animal health status in your country?				
	The country has been awarded the sanitary status of Country free of FMD in the year 2005 and there is a preliminary report of the Scientific Comission on BSE of the OIE whereby it is proposed to give my country the status of Country Provisionally free of BSE.	in the elaboracion of the plans of residues	no answer	strengthening of surveillance system, lab. capacity improvement, having contingency plan implementation of intensive training programme etc.will improve animal health status surely.
8.4. From your experience, what has been the effect of the EU animal health policy on global (worldwide) trade of live animals/SOE/animal products?				
	It has been positive by the fact that it established clear sanitary rules to be applied in the international trade, the implementation of regionalisation which also facilite the interchange of goods.	in subjects of trazability and measures adopted to prevent the introduction of diseases	acceptance of eu-standards and regulations in other third countries facilitates trade some times eu does not accept decisions based on risk analysis (wto)	standardisation high food safety transparent policy
8.5. From your experience, what has been the effect of the EU animal health policy on global (worldwide) animal health status?				

	It has improved animal health status with the implementation of sanitary requirements based on scientific facts .	no answer	eradication strategies reduce the risk of disease spread improving veterinary services and their veterinary health policy	strentehening of animal health status
8.6. Overall, do you consider the EU rules in the area of animal health as being in line with the relevant OIE guidelines/standards/recommendations?				
	no answer	in bse, restricccion to products that does not represent risk the diseases, ai general prohibition of importing wild bird, including countries not infected	most of the time yes. negative example: measures taken regarding positive avian influenza results in wild birds only.	no answer
8.7. What should be done in future to the EU animal health policy with a view to improving its effects on international trade and worldwide animal health status?				

	Continue research on animal diseases that affect animal and public health in order to establish sanitary requirements based on sound knowledge and thus avoid the disemination of diseases among animals and protect human health.	no answer	harmonised safguard measures	increasing of number of inspection to support the traning and collobaration on these subjects.

Annex 4

Data on disease incidence in the EU-15 and MS, for the main diseases

SITUATION ZOOSANITAIRE PLURIANNUELLE : EU-15 **(year/month of occurrence)** Source: OIE, HANDISTATUS II

OIE List A

FMD

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	(04/1981)	(04/1981)	(04/1981)	(04/1981)	(04/1981)	(04/1981)	(04/1981)	(04/1981)	(04/1981)
Belgium	(02/1976)	(02/1976)	(02/1976)	(02/1976)	(02/1976)	(02/1976)	(02/1976)	(02/1976)	(02/1976)
Denmark	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)
Finland	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)
France	(1981)	(1981)	(1981)	(1981)	(1981)	+	(03/2001)	(03/2001)	(03/2001)
Germany	(01/1988)	(01/1988)	(01/1988)	(01/1988)	(01/1988)	(01/1988)	(01/1988)	(01/1988)	(01/1988)
Greece	+	(09/1996)	(09/1996)	(09/1996)	+()	(09/2000)	(09/2000)	(09/2000)	(09/2000)
Ireland	(1941)	(1941)	(1941)	(1941)	(1941)	+	(03/2001)	(03/2001)	(03/2001)
Italy	(1993)	(06/1993)	(06/1993)	(06/1993)	(06/1993)	(06/1993)	(06/1993)	(06/1993)	(06/1993)
Luxembourg	(1964)	(1964)	(1964)	(1964)	(1964)	(1964)	(1964)	(1964)	(1964)
Netherlands	(02/1984)	(02/1984)	(02/1984)	(02/1984)	(02/1984)	+	(04/2001)	(04/2001)	(04/2001)
Portugal	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)
Spain	(06/1986)	(06/1986)	(06/1986)	(06/1986)	(06/1986)	(06/1986)	(06/1986)	(06/1986)	(06/1986)
Sweden	(1966)	(1966)	(1966)	(1966)	(1966)	(1966)	(1966)	(1966)	(1966)
U.K./Great Britain	(1981)	(1981)	(1981)	(1981)	(1981)	+	(2001)	(2001)	(2001)
U.K./Guernsey	(1957)	(1957)	(1957)	(1957)			(1957)	(1957)	
U.K./Isle of Man	(1941)	(1941)	(1941)	(1941)	(1941)	+	(2001)	(2001)	(2001)
U.K./Jersey	(03/1981)	(03/1981)	(03/1981)	(03/1981)		(03/1981)	(03/1981)	(03/1981)	(03/1981)
U.K./NI									

Swine Vesicular Disease

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	(01/1979)	(01/1979)	(01/1979)	(01/1979)	(01/1979)	(01/1979)	(01/1979)	(01/1979)	(01/1979)
Belgium	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)
Denmark									
Finland									
France	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)
Germany	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)
Greece	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)
Ireland									
Italy	+()	+()	+	+	+	+	+	+	+
Luxembourg									
Netherlands	(02/1994)	(02/1994)	(02/1994)	(02/1994)	(02/1994)	(02/1994)	(02/1994)	(02/1994)	(02/1994)
Portugal	(09/1995)	(09/1995)	(09/1995)	(09/1995)	(09/1995)	(09/1995)	(09/1995)	+	+()
Spain	(04/1993)	(04/1993)	(04/1993)	(04/1993)	(04/1993)	(04/1993)	(04/1993)	(04/1993)	(04/1993)
Sweden									
U.K./Great Britain	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey									
U.K./NI									

ASF

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria									
Belgium	(05/1985)	(05/1985)	(05/1985)	(05/1985)	(05/1985)	(05/1985)	(05/1985)	(05/1985)	(05/1985)
Denmark									
Finland									
France	(1974)	(1974)	(1974)	(1974)	(1974)	(1974)	(1974)	(1974)	(1974)
Germany									
Greece									
Ireland									
Italy	+()	+()	+()	+	+	+()	+()	+()	+
Luxembourg									
Netherlands	(04/1986)	(04/1986)	(04/1986)	(04/1986)	(04/1986)	(04/1986)	(04/1986)	(04/1986)	(04/1986)
Portugal	(08/1993)	(08/1993)	(08/1993)	+	(11/1999)	(11/1999)	(11/1999)	(11/1999)	(11/1999)
Spain	(09/1994)	(09/1994)	(09/1994)	(09/1994)	(09/1994)	(09/1994)	(09/1994)	(09/1994)	(09/1994)
Sweden									
U.K./Great Britain									
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey									
U.K./NI									

CSF

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria									
Belgium	(11/1994)	+	(07/1997)	(07/1997)	(07/1997)	(07/1997)	+()	(10/2002)	(07/1997)
Denmark	(1933)	(1933)	(1933)	(1933)	(1933)	(1933)	(1933)	(1933)	(1933)
Finland	(1917)	(1917)	(1917)	(1917)	(1917)	(1917)	(1917)	(1917)	(1917)
France	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	(02/1993)	+	+	+
Germany	+	+	+	+	+	+	+	+	+()
Greece	(07/1985)	(07/1985)	(07/1985)	(07/1985)	(07/1985)	(07/1985)	(07/1985)	(07/1985)	(07/1985)
Ireland	-1958	-1958	-1958	-1958	-1958	-1958	-1958	-1958	-1958
Italy	+()	+()	+()	+	+	+()	(09/2001)	+()	(09/2003)
Luxembourg	(04/1987)	(04/1987)	(04/1987)	+?	+?	+()	+	+	(08/2003)
Netherlands	(06/1992)	+	+	(03/1998)	(03/1998)	(03/1998)	(03/1998)	(03/1998)	(03/1998)
Portugal	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)	(1985)
Spain	(1985)	+	+	(07/1998)	(07/1998)	+()	+()	(05/2002)	(05/2002)
Sweden	(1944)	(1944)	(1944)	(1944)	(1944)	(1944)	(1944)	(1944)	(1944)
U.K./Great Britain	(08/1987)	(08/1987)	(08/1987)	(08/1987)	+()	(11/2000)	(11/2000)	(11/2000)	(11/2000)
U.K./Guernsey									
U.K./Isle of Man	(1958)	(1958)	(1958)	(1958)	(1958)	(1958)	(1958)	(1958)	(1958)
U.K./Jersey									
U.K./NI									

Bluetongue

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria									
Belgium									
Denmark									
Finland									
France					+()	+()	(11/2001)	+	+()
Germany									
Greece	(1989)	(1989)	+()	+	+?()	+	(12/2001)	(12/2001)	(12/2001)
Ireland									
Italy					+	+	+	+	+
Luxembourg									
Netherlands									
Portugal	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	(1959)	+()
Spain	(1960)	(1960)	(1960)	(1960)	+()	(11/2000)	(11/2000)	+()	+()
Sweden									
U.K./Great Britain									
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey									
U.K./NI									

Newcastle Disease

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+	+	+	+	+	+	(2001)	+	+
Belgium	+	+	+	(1998)	(1998)	(1998)	(1998)	(1998)	+
Denmark	+	(11/1996)	+	(02/1998)	(02/1998)	(02/1998)	+	(08/2002)	(08/2002)
Finland	+	(1996)	(09/1996)	(09/1996)	(09/1996)	(09/1996)	(09/1996)	(09/1996)	+
France	(12/1992)	+	+	+	(12/1999)	(12/1999)	(12/1999)	(12/1999)	(12/1999)
Germany	+	(04/1996)	(04/1996)	(04/1996)	(04/1996)	(04/1996)	(04/1996)	(04/1996)	(04/1996)
Greece	(09/1986)	(09/1986)	(09/1986)	(09/1986)	(09/1986)	(09/1986)	(09/1986)	(09/1986)	+
Ireland	(1992)	+	(03/1997)	(03/1997)	(03/1997)	(03/1997)	(03/1997)	(03/1997)	(03/1997)
Italy	+	+()	+()	+	+	(12/2000)	(12/2000)	+()	(2003)
Luxembourg	(10/1995)	(10/1995)	(10/1995)	+	(11/1999)	(11/1999)	(11/1999)	(11/1999)	(11/1999)
Netherlands	+	+	(08/1997)	+	(01/1999)	(01/1999)	(01/1999)	(01/1999)	(01/1999)
Portugal	+	+	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)
Spain	(12/1993)	(12/1993)	(12/1993)	(12/1993)	(12/1993)	(12/1993)	(12/1993)	(12/1993)	(06/1986)
Sweden	(11/1995)	+	(10/1997)	(10/1997)	(10/1997)	+	-2001	+	+
U.K./Great Britain	+	+	(04/1997)	(04/1997)	(04/1997)	(04/1997)	(04/1997)	(04/1997)	(04/1997)
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey						-			
U.K./NI	+	+	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)	(08/1997)

Highly pathogenic avian influenza

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	(1946)	(1946)	(1946)	(1946)	(1946)	(1946)	(1946)	(1946)	(1946)
Belgium	-	-	-	-	-	-	-	+	(04/2003)
Finland									
France	(1948)	(1948)	(1948)	(1948)	(1948)	(1948)	(1948)	(1948)	(1948)
Germany	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)	(1979)	+()	(05/2003)
Greece									
Ireland	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)	(1983)
Italy		+()	+()	+()	+()	(04/2000)	(04/2000)	(04/2000)	(04/2000)
Luxembourg	(1956)	(1956)	(1956)	(1956)	(1956)	(1956)	(1956)	(1956)	(1956)
Netherlands								+	(02/2003)
Portugal		-	-	-	-	-	-	-	-
Spain									
Sweden									
U.K./Great Britain	(01/1992)	(01/1992)	(01/1992)	(01/1992)	(01/1992)	(01/1992)	(01/1992)	(01/1992)	(01/1992)
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey									
U.K./NI									

OIE list B

Rabies

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+	+	+	+	+	+	+	+	+
Belgium	+	+	+	+	(1999)		-	-	-
Denmark	(1995)	+	+	+	+	+	+	+	(2003)
Finland	-	(1989)	(1989)	(1989)	(1989)	(1989)	(1989)	(1989)	(1989)
France	+()	+()	+()	+()	+()	+()	+()	+	+()
Germany	+	+	+	+	+	+	+	+	+
Greece	-	(1987)	(1987)	(1987)	(1987)	(1987)	(1987)	(1987)	(1987)
Ireland	(1903)	(1903)	(1903)	(1903)	(1903)	(1903)	(1903)	(1903)	(1903)
Italy		(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)
Luxembourg	+	+()	(12/1997)	+	(01/1999)	(01/1999)	(01/1999)	(01/1999)	(01/1999)
Netherlands	+	+	+	+	+	+	+	+	+
Portugal	-	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)	(1984)
Spain	+()	+()	+()	+()	+()	+()	+()	+()	+()
Sweden	(1886)	(1886)	(1886)	(1886)	(1886)	(1886)	(1886)	(1886)	(1886)
U.K./Great Britain	-	(1970)	(1970)	(1970)	(1970)	(1970)	(1970)	(1970)	(10/2002)
U.K./Guernsey									
U.K./Isle of Man									
U.K./Jersey									
U.K./NI		(1923)	(1923)	(1923)	(1923)	(1923)	(1923)	(1923)	(1923)

Bovine Brucellosis

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+?	+	+	+	+?	+?	+	+?	(2003)
Belgium	+	+	+	+	+	(03/2000)	(03/2000)	(03/2000)	(03/2000)
Denmark	(1962)	(1962)	(1962)	(1962)	(1962)	(1962)	(1962)	(1962)	(1962)
France	+	+	+	+	+	+	+	+	(05/2003)
Germany	+	+	+	+	+	(04/2000)	(04/2000)	(04/2000)	(04/2000)
Greece	+	+	+	+	+	+	+	+	+
Ireland	+	+	+	+	+	+	+	+	+
Italy	+	+	+	+	+		+	+	+
Luxembourg	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)
Netherlands	+	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)
Portugal	+	+	+	+	+	+	+	+	+
Spain	+	+	+	+	+?()	+?()	+?()	+	+
Sweden	(1957)	(1957)	(1957)	(1957)	(1957)	(1957)	(1957)	(1957)	(1957)
U.K./Great Britain	(1993)	(1993)	(1993)	(1993)	(1993)	(1993)	(1993)	+	+
U.K./Guernsey									
U.K./Isle of Man	(1978)	(1978)	(1978)	(1978)		(1978)	(1978)	(1978)	(1978)
U.K./Jersey									
U.K./NI	+	+	+	+	+	+	+	+	+

Paratuberculosis

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+()	+	+	+	...	...	...	...	...
Belgium	+	+	...		...		...	...	+
Denmark	+	+	+	+	+	+	+	+	+
Finland	+?	(1996)	(1996)	(1996)	(1996)	+?	+?	+?	+?
France	+	+	+	+	+	+	+	+	+
Germany	+	+	+	+	+	+	+	+	+
Greece	+()	+	+	+	+	+	+	+	+
Ireland	+	+	+	+	+	+	+	+	+
Italy	...	...	...	...	+()		...	...	...
Netherlands	+	+	+	+	+	+	+	+	+
Portugal	+()	+()	+()	+()	+()	+()	+	+	+
Spain	+	+	+	+	+	+	+	+	+
Sweden	+	+	+	+	+	(2000)	(2000)	(2000)	(2000)
U.K./Great Britain	(1995)	+	+	+	+	+	+	+	+
U.K./Guernsey	+	+	+	+			+	+	
U.K./Isle of Man	+	...	...	...		+	+	+	+
U.K./Jersey						?		?	?
U.K./NI	+	+	+	+	+	+	+	+	+

Brucella melitensis

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	-	-	-	-	-	-	-	+?	(2003)
Belgium	-	-	-	-	...		...	...	-
Denmark									
Finland									
France	+()	+()	+()	+()	+()	+()	+()	+()	(06/2003)
Germany	(1992)	(1992)	(1992)	(1992)	(1992)	(1992)	(1992)	(1992)	+
Greece	+	+	+	+	+	+	+	+	+
Ireland									
Italy	+	+	+	+	+		+	+	+
Luxembourg									
Netherlands									
Portugal	+	+	+	+	+	+	+	+	+
Spain	+	+	+	+	+	+	+	+	+
Sweden									
UK									
			...						

Enzootic bovine leukosis

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+	+	(1997)	(1997)	+?	+?	(2001)	(2001)	(2001)
Belgium	+	+	+	(1997)	(1997)	(1997)	(1997)	(1997)	(1997)
Denmark	(1990)	(1990)	(1990)	(1990)	(1990)	(1990)	(1990)	(1990)	(1990)
Finland	+	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)
France	+	+	+	+	+	+	+	+	+
Germany	+()	+	+	+	+	+	+	+	+
Greece	+()	+()	+()	?	+()	+()	(2001)	+()	+()
Ireland	(1992)	(1992)	(1992)	+	(1999)	(1999)	(1999)	(1999)	(1999)
Italy	+()	+	+	+	+		+	+	+
Luxembourg				+	(02/1999)	(02/1999)	(1999)	(1999)	(1999)
Netherlands	(1992)	(1992)	+	+	(1999)	(1999)	(1999)	+	+
Norway	+?	+?	+?	(1997)	(1997)	(1997)	+?	(2002)	(2002)
Poland	+	+	+	+	+	+	+	+	+
Portugal	+	+	+	+	+	+	+	+	+
Spain	(1986)	(1986)	(1986)	(1986)	+?()	+?()	+?()	+?()	+?
Sweden	+	+	+	+	+	+	+	+	+
U.K./Great Britain	+	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)	(1996)
U.K./Guernsey									
U.K./Isle of Man	(1991)	(1991)	(1991)	(1991)		(1991)	(1991)	(1991)	(1991)
U.K./Jersey									
U.K./NI									

Bovine TB

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+	+	+	+	+?	(2000)	+	(2002)	(2002)
Belgium	+	+	+	+	+	+	...	+	+
Denmark	(1988)	(1988)	(1988)	(1988)	(1988)	(1988)	(1988)	(1988)	(1988)
Finland	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)	(1982)
France	+	+	+	+	+	+	+	+	+
Germany	+	+	+	+	+	+	+	+	+
Greece	+()	+	+	+	+	+	+	+	+
Ireland	+	+	+	+	+	+	+	+	+
Italy	+()	+	+	+	+		+	+	+
Luxembourg	-	-	-	-	-	-	-	...	...
Netherlands	+	+	+	+	+	(2000)	+	(2002)	(2002)
Portugal	+	+	+	+	+	+	+	+	+
Spain	+	+	+	+	+	+	+	+	+
Sweden	(1978)	(1978)	(1997)	(1997)	(1997)	(1997)	(1997)	(1997)	(1997)
U.K./Great Britain	+	+()	+	+	+	+	+	+	+
U.K./Guernsey	(1937)	(1937)	(1937)	(1937)			(1937)	(1937)	
U.K./Isle of Man	(1971)	(1971)	(1971)	(1971)		+	+	(2002)	+
U.K./Jersey	(1951)	(1951)	(1951)	(1951)		-		(1951)	(1951)
U.K./NI	+	+	+	+	+	+	+	+	+

BSE

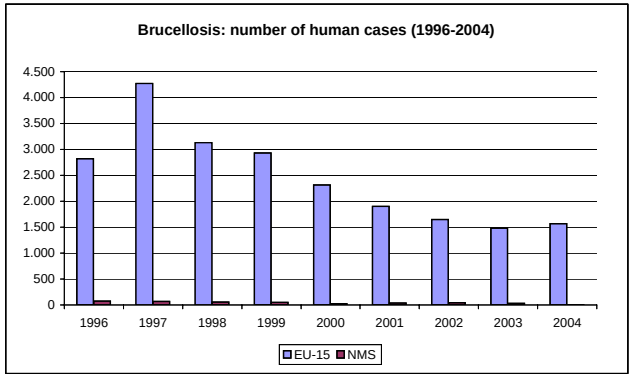
	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria						+	(12/2001)	(12/2001)	(12/2001)
Belgium		+	+	+	+	+	(12/2001)	+	+
Denmark	(1992)	(1992)	(1992)	(1992)	+	+	+	+	+
Finland						+	(12/2001)	(12/2001)	(12/2001)
France	+	+	+	+	+	+	+	+	+
Germany	(1994)	+	(09/1997)	(09/1997)	+	+	+	+	+
Greece						+()	(2001)	(2001)	(2001)
Ireland	+	+	+	+	+	+	+	+	+
Italy	(1994)	(1994)	(1994)	(1994)	(1994)	+	+	+	+
Luxembourg		+()	(11/1997)	(11/1997)	(11/1997)	(11/1997)	+	(2002)	(2002)
Netherlands		+	+	+	+	+	+	+	+
Portugal	+	+	+	+	+	+	+	+	+
Spain					+	+	+	+	+
Sweden									
U.K./Great Britain	+	+	+	+	+	+	+	+	+
U.K./Guernsey	+	+	?	+			+	+	
U.K./Isle of Man	+	+	+	+		(1999)	(1999)	(1999)	(1999)
U.K./Jersey	+	+	+	+		(12/1999)		(12/2002)	(02/2002)
U.K./NI	+	+	+	+	+	+	+	+	+

Bovine genital campylobacteriosis

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Austria	+	+	(1997)	+	+	(2000)	+	(2002)	(2002)
Belgium	...	...	...		...		...	...	...
Denmark	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)	(1995)
Finland	-	-	-	-	-	-	-	-	-
France	+	+	+	+	+	+	+	+	+
Germany	+	+	+	+	(1999)	+	+	+	+
Greece	-	-	-	-	-	-	-	-	-
Ireland	+	+	+	+	+	+	+	+	+
Italy	-	...	...	...	...		...	...	...
Luxembourg	-	-	-	-	-	-	-	...	...
Netherlands	-	-	-	-	-	-	-	-	-
Portugal	-	-	-	-	-	-	-	-	-
Slovenia									
Spain									+()
Sweden	(1976)	(1976)	(1976)	(1976)	(1976)	(1976)	(1976)	(1976)	(1976)
U.K./Great Britain	+()	+	+	+	+	+	+	+	+
U.K./Guernsey									
U.K./Isle of Man	-	-	-	-		-	-	-	-
U.K./Jersey	+	+()	+()	+		+()		...	...
U.K./NI	(1995)	(1995)	+	+	+	...	...	-	-

Brucellosis, number of human cases Source: OIE, HANDISTATUS II

	2004	2003	2002	2001	2000	1999	1998	1997	1996
Allemagne	32	27	35	25	27	21	18	25	23
Autriche	1	2	4	2	2	2	..	4	0
Belgique	8	..	..	..	..	..	..	0	0
Danemark	4	14	16	5	0	..	..	..	0
Espagne	596	596	886	887	1.104	1.519	1.520	878	..
Finlande	2	0	..	1	0	0	1	0	0
France	25	32	26	54	..	60	..	..	..
Grèce	223	222	327	405	545	543	435	254	0
Irlande	5	5	4	14	15	19	15	7	10
Italie	631	421	101	101	101	..	316	1.681	1.896
Luxembourg	0	0	1	0	0	1	0	0	0
Pays-Bas	8	..	2	1	3	1	2	3	4
Portugal	..	139	206	381	500	683	816	1.409	866
Royaume-Uni/Grande-Bretagne	19	5	9	6	5	9	6	6	14
Royaume-Uni/Guernesey	0	0	0	0	0	67	0	0	1
Royaume-Uni/Man (Ile de)	0	0	0	0	0	0	0	0	0
Royaume-Uni/Irlande du Nord	10	15	29	20	14	6	1	0	0
Suède	3	3	5	..	1	0	2	3	4
EU-15	***1.567***	***1.481***	***1.651***	***1.902***	***2.317***	***2.931***	***3.132***	***4.270***	***2.818***
Chypre	1	7	8	1	0	0	0	0	0
Estonie	0	0	0	..	0	0	0	0	0
Hongrie	0	0	0	4	1	2	3	2	0
Lettonie	0	0	0	0	0	0	0	0	0
Lituanie	0	0	0	0	0	0	0	0	0
Malte	0	0	0	1	..	1	1	1	18
Pologne	7	22	32	32	25	44	49	63	58
Slovaquie	0	1	0	0	0	2	0	0	0
Slovénie	0	1	1	1	1	1	0	0	..
Tchèque (Rép.)	0	0	0	0	0	0	0	0	1
NMS	***8***	***31***	***41***	***39***	***27***	***50***	***53***	***66***	***77***
EU-25	***1.575***	***1.512***	***1.692***	***1.941***	***2.344***	***2.981***	***3.185***	***4.336***	***2.895***



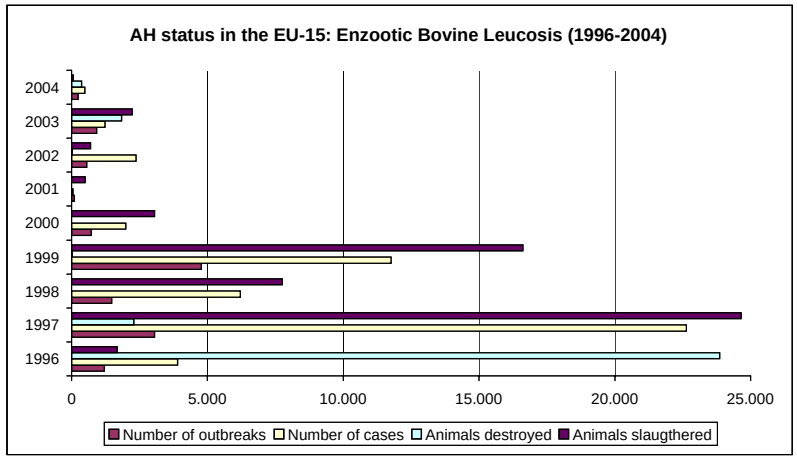
AH status in the EU-15: Enzootic Bovine Leucosis (1996-2004) Source: OIE, HANDISTATUS II

	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria	1	1	1			1	1		1						
Belgium	1	1	16			3	..	..	33		3	..	..	33	
Denmark															
Finland	1	4													
France	330	..	5.973			155	..	..	1.281		94	..	..	1.152	
Germany	170	..				131	..	..	..		74	..	..	..	
Greece	26	64	64			19	40		31		1	24		24	
Ireland															
Italy	546	3.133	3.783			2.748	19.115		23.297		1.286	5.697		5.579	
Luxembourg															
Netherlands											9	34	..	34	
Portugal	121	615				..	1.182		..		..	221		221	
Spain				1.668										483	
Sweden	..	..	14.000			..	2.289	2.289			3	231		231	
U.K./Great Britain	5	78	24												
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI															
EU-15	**1.201**	**3.896**	**23.861**	**1.668**	**0**	**3.057**	**22.627**	**2.289**	**24.643**	**0**	**1.470**	**6.207**	**0**	**7.757**	**0**

	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria														5	
Belgium															
Denmark															
Finland															
France	92	..	..	6.656		68	..	..	872		53	..		335	
Germany	59	..	..	..		53	..	..	..		28	..	..	..	
Greece	1	2	2			2	2		2		1	1		1	
Ireland	1	1		1											
Italy	988	3.577		4.367		595	1.890		1.977						
Luxembourg	1	1		70											
Netherlands	3	16	16												
Portugal	3.571	8.105		5.083		..	89		97		..	51		34	
Spain				383					106					115	
Sweden	51	51		51		5	5	5			7	..		..	
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI															

EU-15	**4.767**	**11.753**	**18**	**16.611**	**0**	**723**	**1.986**	**5**	**3.054**	**0**	**89**	**52**	**0**	**490**	**0**
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria															
Belgium															
Denmark															
Finland															
France	68	0		251		80	..		225		35	..		..	
Germany	30	..	..	..		21	..	..	..		12	..	..	..	
Greece						4	13		3		35	70		40	
Ireland															
Italy	447	447	25	439		149	440	291	308		152	413	371		
Luxembourg															
Netherlands						2	2	5			1	1			
Portugal	1	1.886				659	770	1.543	1.543		..	..	..	..	
Spain									148					21	
Sweden	3	31		..		2	2		2		3	4			
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./Nl															
EU-15	**549**	**2.364**	**25**	**690**	**0**	**917**	**1.227**	**1.839**	**2.229**	**0**	**238**	**488**	**371**	**61**	**0**

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	1.201	3.057	1.470	4.767	723	89	549	917	238
Number of cases	3.896	22.627	6.207	11.753	1.986	52	2.364	1.227	488
Animals destroyed	23.861	2.289	0	18	5	0	25	1.839	371
Animals slaugthered	1.668	24.643	7.757	16.611	3.054	490	690	2.229	61
Animals vaccinated	0	0	0	0	0	0	0	0	0



AH status in the EU-15: bovine brucellosis (1996-2004) Source: OIE, HANDISTATUS II

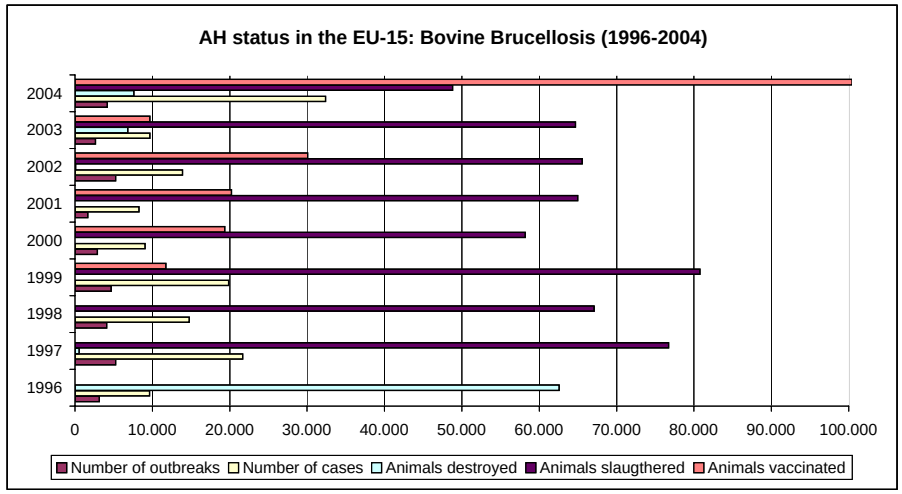
	Number of: *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of:* *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of:* *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria	2	2	2			13	14		14		4	4			
Belgium	27	98	3.182			15	..	..	1.524		5	723			
Denmark															
Finland															
France	582	..	15.902			228	..	..	11.946		151	..	..	7.365	
Germany						5	13	523	187		2	8	6		
Greece	561	3.796	3.790			626	5.454		4.559		236	1.335		278	
Ireland	630	..	13.842			823	..		18.685		1.081	..		26.587	
Italy (a)	274	2.094	2.497			2.465	12.218		11.268		1.589	9.161		8.998	
Luxembourg															
Netherlands															
Portugal	1.075	3.626	3.315			1.072	3.871		5.119		1.000	3.105		4.975	
Spain	..	..	19.615			..	..		21.259		..	..		15.535	
Sweden														57	
U.K./Great Britain									16						
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	4	12	446			19	91		2.137		38	408		3.272	
EU-15	**3.155**	**9.628**	**62.591**	**0**	**0**	**5.266**	**21.661**	**523**	**76.714**	**0**	**4.106**	**14.744**	**6**	**67.067**	**0**

	Number of: *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of:* *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of:* *Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria	2	2												3	
Belgium	2	..				4	..		402						
Denmark															
Finland															
France	102	..		7.371		36	..	..	1.913		25	..		1.632	
Germany	1	1	1			2	2	2							
Greece	366	2.458		687		462	2.002		906	11.884	340	1.707		607	15.100
Ireland	875	..		28.193		659	..		27.405		553	..		24.233	
Italy (a)	2.362	12.842		14.373		1.720	6.475		8.058						
Luxembourg															
Netherlands															
Portugal	917	3.923		3.964							741	5.671		7.021	
Spain	..	..		19.054	11.743				9.639	7.451				23.468	5.110
Sweden															
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	66	608		7.127		..	587		9.860		..	889		7.997	

EU-15	**4.693**	**19.834**	**1**	**80.769**	**11.743**	**2.883**	**9.066**	**2**	**58.183**	**19.335**	**1.659**	**8.267**	**0**	**64.961**	**20.210**
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria	3	3							2						
Belgium															
Denmark															
Finland															
France	4	..		362		2	..		260						
Germany															
Greece	277	1.599		149	9.948	221	1.165		312	5.814	231	1.233		284	13.108
Ireland	430	..		20.764		324	..		14.745		283	..		6.015	
Italy (a)	3.355	5.685	98	5.616		1.016	5.850	3.604	6.244		1.203	6.637	7.627		
Luxembourg															
Netherlands															
Portugal	978	5.504			11.386	912	1.905	3.206	3.206	329					
Spain				24.736	8.728	..	..		28.234	3.552	2.330	23.872		35.727	87.299
Sweden															
U.K./Great Britain						4	24		423		1	4		129	
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	225	1.116		13.903		175	734		11.254		148	620		6.655	
EU-15	**5.272**	**13.907**	**98**	**65.530**	**30.062**	**2.654**	**9.678**	**6.810**	**64.680**	**9.695**	**4.196**	**32.366**	**7.627**	**48.810**	**100.407**

(a) during 2001-04 above figures include bovine animals and buffaloes; during 1996-2000 only bovine animals are included

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	3.155	5.266	4.106	4.693	2.883	1.659	5.272	2.654	4.196
Number of cases	9.628	21.661	14.744	19.834	9.066	8.267	13.907	9.678	32.366
Animals destroyed	62.591	523	6	1	2	0	98	6.810	7.627
Animals slaugthered	0	76.714	67.067	80.769	58.183	64.961	65.530	64.680	48.810
Animals vaccinated	0	0	0	11.743	19.335	20.210	30.062	9.695	100.407



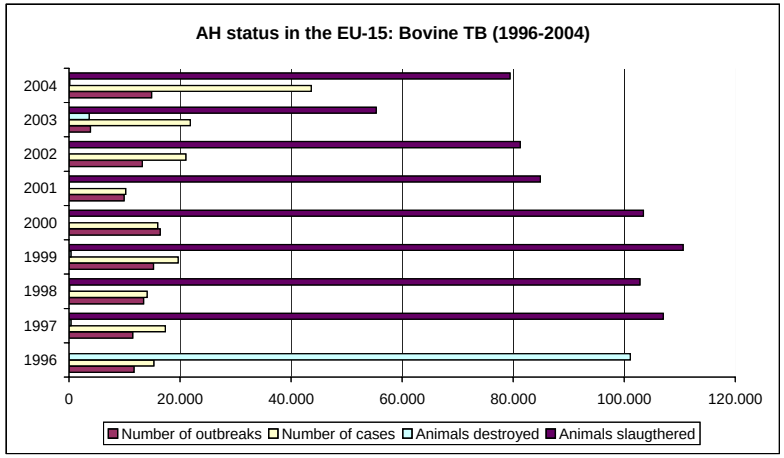
AH status in the EU-15: Bovine TB (1996-2004) Source: OIE, HANDISTATUS II

	Number of:					*Number of:*					*Number of:*				
	Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria	5	5	5			6	8		8		..	..			
Belgium	43	467	2.895			6	..	..	500		4	330			
Denmark															
Finland															
France	261	..	1.560			195	..	..	5.228		149	..		6.466	
Germany	..	..				10	..	366			5	97	97		
Greece	167	4.420	4.410			73	2.706		2.519		9	29		5	
Ireland	8.867	..	30.400			8.139	..	..	28.647		10.055	..		44.498	
Italy	444	4.379	3.887			1.432	9.327		8.633		841	6.603		5.868	
Luxembourg															
Netherlands	1	1				..	..	..	..		3	3			
Portugal	209	407	433			144	385		714		274	774		774	
Spain	..	..	49.081			..	..		55.450		..	..		38.519	
Sweden															
U.K./Great Britain	471	1.487	4.124			..	..	..			1	..			
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	1.232	4.084	4.303			1.486	4.923		5.306		2.069	6.247		6.717	
EU-15	**11.700**	**15.250**	**101.098**	**0**	**0**	**11.491**	**17.349**	**366**	**107.005**	**0**	**13.410**	**14.083**	**97**	**102.847**	**0**

	Number of:					*Number of:*					*Number of:*				
	Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria	6	42	38	3											
Belgium	11	..				23	..		1.665		20	..		1.330	
Denmark															
Finland															
France	122	..		6.656		103	..		7.631		70	..		6.830	
Germany	2	3	2			4	..	..			4	..			
Greece	85	710	158	552		416	650		305		77	520		201	
Ireland	10.660	..		44.903		10.785	..		39.847		9.195	..		33.702	
Italy	1.312	9.199		9.429		996	5.379		5.765						
Luxembourg															
Netherlands	5	108	153			7	8	8							
Portugal	306	752		872		239	830		1.008		160	546		1.194	
Spain	..	..		38.745		..	..		29.334		..	..		25.849	
Sweden															
U.K./Great Britain	..	..				988	..		8.403		405	..		6.120	
U.K./Guernsey															
U.K./Isle of Man											3	20	60		
U.K./Jersey															
U.K./NI	2.713	8.814		9.467		2.872	9.109		9.516		..	9.110		9.650	

EU-15	**15.222**	**19.628**	**351**	**110.627**	**0**	**16.433**	**15.976**	**8**	**103.474**	**0**	**9.934**	**10.196**	**60**	**84.876**	**0**
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria	2	20													
Belgium						..	8				..	8			
Denmark															
Finland															
France	42	..		5.667		46	..		5012		32	..		3.676	
Germany	6	119				9	38	76			10	..	114		
Greece	84	1.081		49		105	1.328				72	826		67	
Ireland	8.338	..		28.930							6.882	..		23.283	
Italy	1.506	4.038		4.206		569	3.178	1.840	3.789		600	3.401		2.884	
Luxembourg															
Netherlands	2	2													
Portugal	100	716				69	1.221	1.725	1.725		..	..	..	..	
Spain	..	..		28.134		..	..		27.845		2.735	18.684		21.219	
Sweden															
U.K./Great Britain	..	..				..	..				1.451	5.591		12.516	
U.K./Guernsey															
U.K./Isle of Man	1	1	1								4	34		34	
U.K./Jersey															
U.K./NI	3.136	15.070		14.260		3.047	16.066		16.957		3.070	15.079		15.750	
EU-15	**13.217**	**21.047**	**1**	**81.246**	**0**	**3.845**	**21.839**	**3.641**	**55.328**	**0**	**14.856**	**43.623**	**114**	**79.429**	**0**

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	11.700	11.491	13.410	15.222	16.433	9.934	13.217	3.845	14.856
Number of cases	15.250	17.349	14.083	19.628	15.976	10.196	21.047	21.839	43.623
Animals destroyed	101.098	366	97	351	8	60	1	3.641	114
Animals slaugthered	0	107.005	102.847	110.627	103.474	84.876	81.246	55.328	79.429
Animals vaccinated	0	0	0	0	0	0	0	0	0



AH status in the EU-15: BSE (1996-2004) Source: OIE, HANDISTATUS II

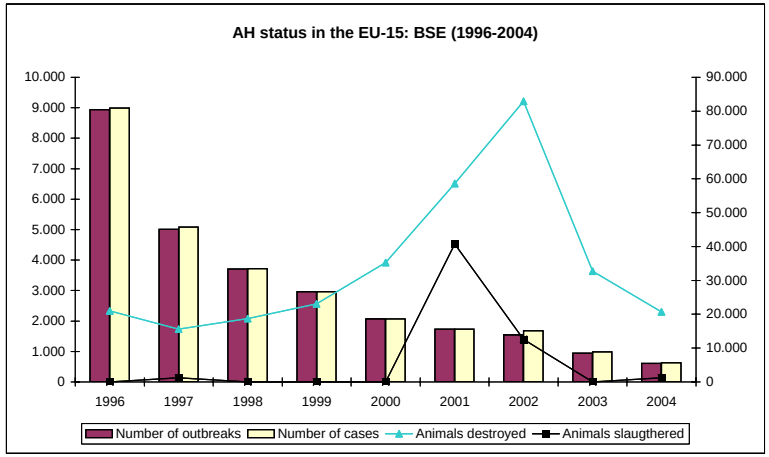
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria															
Belgium						1	33	33			6	..	588		
Denmark															
Finland															
France	12	12	1.420			6	6	810			18	18	2.083	..	
Germany						2	2	25							
Greece															
Ireland	73	73	10.726			77	80	8.298			79	83	8.481		
Italy (a)															
Luxembourg						..	1	99							
Netherlands						2	2	175			2	2	183		
Portugal	31	31				30	30	1.255	1.255		127	127	3.920		
Spain															
Sweden															
U.K./Great Britain	8.738	8.738	8.738			4.847	4.847	4.847			3.445	3.445	3.445		
U.K./Guernsey	24	36	36			20	44	44			17	17	17		
U.K./Isle of Man	11	11	11			9	9	9			4	5	5		
U.K./Jersey	12	12	12			5	5	5			..	6			
U.K./NI	39	82	80			15	28	45			10	18	23		
EU-15	**8.940**	**8.995**	**21.023**	**0**	**0**	**5.014**	**5.087**	**15.645**	**1.255**	**0**	**3.708**	**3.721**	**18.745**	**0**	**0**

	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria											1	1	61		
Belgium	3	..				9	9	1.152			46	46	6.450		
Denmark						1	1	..			6	6	1.633		
Finland											1	1	42		
France	30	30	4.010	..		162	162	13.947			274	274	33.156		
Germany						7	7	970			125	125	8.986		
Greece											1	1	150		
Ireland	91	95	8.992			145	149	15.021			241	246		28.317	
Italy (a)											50	50	5.098		
Luxembourg															
Netherlands	2	2	262			2	2	112			20	20	2.228		
Portugal	159	159	7.084			149	149	2.478			110	110		6.169	
Spain						2	2	25	23		82	82		6.216	
Sweden															
U.K./Great Britain	2.657	2.657	2.657			1.512	1.512	1.512			771	771	771		
U.K./Guernsey	11	11	11												
U.K./Isle of Man	3	3	3												
U.K./Jersey	..	..	3												
U.K./NI	6	6	6			76	76	22				..	69	..	..

EU-15	**2.962**	**2.963**	**23.028**	**0**	**0**	**2.065**	**2.069**	**35.239**	**23**	**0**	**1.728**	**1.733**	**58.644**	**40.702**	**0**
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria															
Belgium						..	15				..	11			
Denmark	3	3	709			2	2	535			1	1	90		
Finland															
France	239	340	27.842			127	139	1.952			54	54	919		
Germany	106	106	..			54	54	..			65	65	..		
Greece															
Ireland	328	333	39.575			183	185	23.902			125	126	17.639		
Italy (a)	36	36	3.649			29	29	2.178			7	7	161		
Luxembourg	1	1	11												
Netherlands	24	24	2.906			19	19	870			6	5	283		
Portugal	86	86	7.150	7.150		133	133	133			92	92	1.217	1.217	
Spain	127	134		5.466		167	173	2.576			137	138	..	..	
Sweden															
U.K./Great Britain	513	513	876			178	178	431			93	93	320		
U.K./Guernsey	1	1	1			1	1	1							
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	85	103	144			49	62	105			28	34	64		
EU-15	**1.549**	**1.680**	**82.863**	**12.616**	**0**	**942**	**990**	**32.683**	**0**	**0**	**608**	**626**	**20.693**	**1.217**	**0**

(a) during 2001-04 above figures include bovine animals and buffaloes; during 1996-2000 only bovine animals are included

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	8.940	5.014	3.708	2.962	2.065	1.728	1.549	942	608
Number of cases	8.995	5.087	3.721	2.963	2.069	1.733	1.680	990	626
Animals destroyed	21.023	15.645	18.745	23.028	35.239	58.644	82.863	32.683	20.693
Animals slaugthered	0	1.255	0	0	23	40.702	12.616	0	1.217
Animals vaccinated	0	0	0	0	0	0	0	0	0



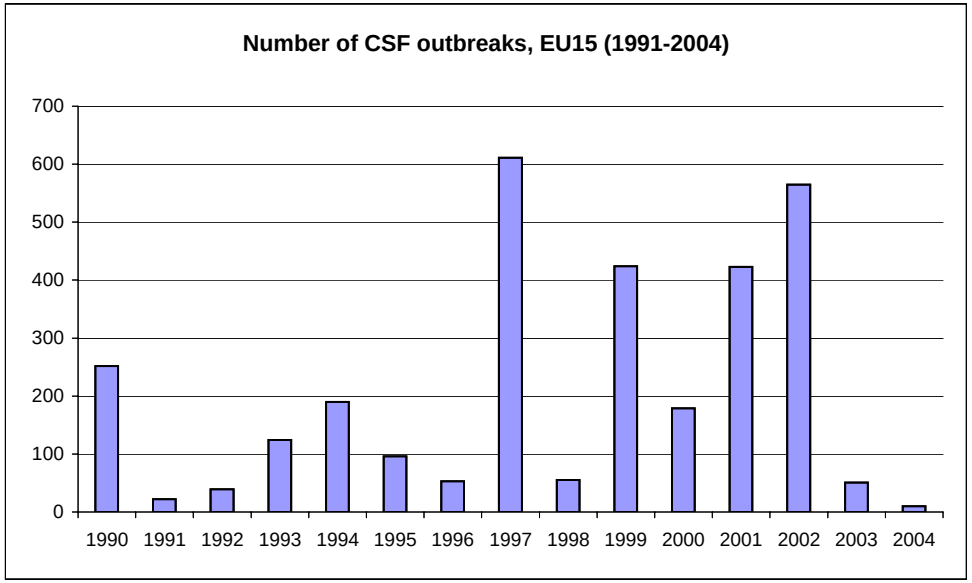
Number of outbreaks of CSF in the EU-15, 1996-2004

1997 epidemic

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1991-98	1999	2000	2001	2002	2003	2004
Austria					1	2	2			**5**			1			
Belgium	113			7	48			8		**176**				1		
France	4	1	1							**6**				9	13	7
Germany	118	6	13	105	117	54	4	46	11	**474**	415	176	378	462	37	3
Italy	15	15	20	12	25	42	49	55	18	**251**	9	3	5		1	
Luxembourg	..	..	..	..	..	..							7	77		
Netherlands	2		5					424	5	**436**			33			
Spain								78	21	**99**				16		
UK	..	..	..	..	..	..										
EU-15	**252**	**22**	**39**	**124**	**190**	**96**	**53**	**611**	**55**	**1.442**	**424**	**179**	**423**	**565**	**51**	**10**

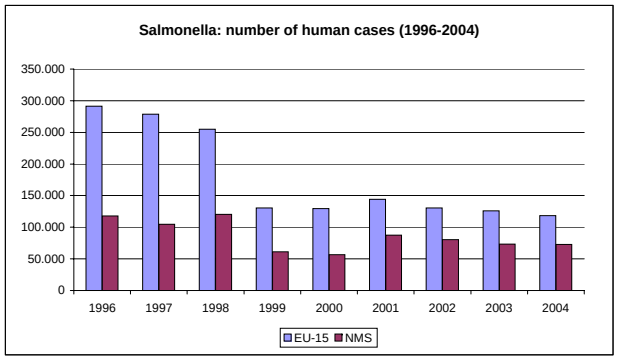
year = market year

Sources: 1990-98: Court of Auditors Report on CSF (2000), based on EC, DG AGRI/A.4; 1999-2004: OIE HANDISTATUS II



Salmonella, number of human cases Source: OIE, HANDISTATUS II

	2004	2003	2002	2001	2000	1999	1998	1997	1996
Allemagne	56.947	63.044	72.377	77.186	79.535	85.146	97.100	105.340	109.499
Autriche	6.699	7.523	7.390	6.608	6.526	6.887	..	7.344	9.275
Belgique	9.524	12.786	.. ..		..	..	10.011	0	0
Danemark	15	1.724	2.072	2.918	2.339	3.268	...	..	3.259
Espagne	7.369	8.561	7.984	7.797	6.415	6.918	6599	0	..
Finlande	2.254	2.169	2.216	2.740	2.624	2.843	2.740	2.886	2.730
France	6.296	6.199	7.456	12.883	..	2.485	..	..	+..
Grèce	1.600	837	460	306	232	310	918	350	0
Irlande	415	441	..	435	625	962	1.257	958	676
Italie	10.839	3.546	12.565	12.565	12.565	..	1.487	16.020	15.560
Luxembourg	326	418	376	366	419	294	49	56	67
Pays-Bas	...	2.142	1.473	2.089	2.040	2.161	112.500	112.500	112.500
Portugal	..	677	330	536	289	415	336	646	544
Royaume-Uni/Grande-Bretagne	14.926	14.853	14.738	16.465	14.845	17.251	23.216	32.169	32.940
Royaume-Uni/Guernesey ..		0	0 ..		..	..	121	..	91
Royaume-Uni/Irlande du Nord	446	211	30	365	421	688	558	453	432
Royaume-Uni/Jersey	76	65 ..		53	..	84	158	158	94
Royaume-Uni/Man (Ile de)	37	19	17	29	..	19	30	46	39
Suède	497	800	819	646	677	903	4.304	..	3.861
EU-15	***118.266***	***126.015***	***130.303***	***143.987***	***129.552***	***130.634***	***254.785***	***278.926***	***291.567***
Chypre	89	+..	117	146	158	158	148	75	52
Estonie	135	184	0	..	0	0	0	0	+..
Hongrie	7.557	9.457	10.721	10.433	11.580	14.109	18.068	20.928	28.003
Lettonie	480	799	927	836	1.032	915	1.105	694	805
Lituanie	1.879	1.161	1.648	1.390	1.202	1.460	2.548	1.990	1.960
Malte	56	76	67	135	..	181	181	181	110
Pologne	15.955	16.613	20.688	19.879	22.794	23.424	26.700	23.206	26.057
Slovaquie	12.604	14.153	15.747	19.517	18.143	18.915	21.471	18.335	15.176
Slovénie	3.188	3.991	2.526	1.715	1.801	2.103	1.279	893	..
Tchèque (Rép.)	30.724	26.899	27.964	33.594	+..	+..	49.045	38.499	45.566
NMS	***72.667***	***73.333***	***80.405***	***87.645***	***56.710***	***61.265***	***120.397***	***104.726***	***117.729***
EU-25	***190.933***	***199.348***	***210.708***	***231.632***	***186.262***	***191.899***	***375.182***	***383.652***	***409.296***



AH status in the EU-15: brucella melitensis (1996-2004) (a) Source: OIE, HANDISTATUS II

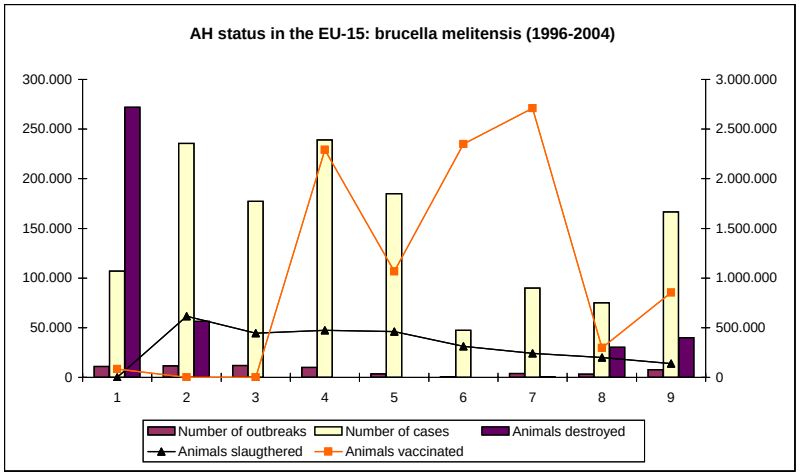
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria															
Belgium															
Denmark															
Finland															
France	524	..	17.488			306	..	..	12.789		329	..		7.153	
Germany															
Greece	948	11.350	16.539			3.893	69.915	56.338	163.628		1.718	28.380		9.788	
Ireland															
Italy	342	7.066	11.036			3.586	94.722		80.572		1.988	62.784		56.982	
Luxembourg															
Netherlands															
Portugal	9.278	88.541			84.778	3.856	70808	..	77.927		7.831	85.920		85.920	
Spain	..	..	226.979			..	..	..	279.106	..	..	..		285.860	..
Sweden															
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI															
EU-15	**11.092**	**106.957**	**272.042**	**0**	**84.778**	**11.641**	**235.445**	**56.338**	**614.022**	**0**	**11.866**	**177.084**	**0**	**445.703**	**0**

	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria															
Belgium															
Denmark															
Finland															
France	95	..	..	3.561		44	..	..	4.510		17	..		3.883	
Germany															
Greece	59	414		413	450.000	156	1.383		164	1.003.220	160	578		310	1.395.402
Ireland															
Italy	4.127	170.264		179.168		3.213	116.446		125.441						
Luxembourg															
Netherlands															
Portugal	5.801	68.295		56.658		177	67.192		80.341		234	46.917		74.041	
Spain	..	..		232.579	1.842.590	..	..		249.993	61.942	..	..		234.520	955.272
Sweden															
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI															
EU-15	**10.082**	**238.973**	**0**	**472.379**	**2.292.590**	**3.590**	**185.021**	**0**	**460.449**	**1.065.162**	**411**	**47.495**	**0**	**312.754**	**2.350.674**

	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaugtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria									1						
Belgium															
Denmark															
Finland															
France	12	..		423		6	..		3.323						
Germany											1	1	..		
Greece	243	2.480		221	1.422.028	270	2.018		837		152	564		178	855.255
Ireland															
Italy	3.375	61.820	358	52.648		1.721	53.191				1.568	55.769	39.936		
Luxembourg															
Netherlands															
Portugal	193	25.676			14.337	1.349	19.968	30.423	20.423	196.230					
Spain	..	..		187.723	1.274.893	..	..		176.454	100.942	6.171	110.299	..	138.003	
Sweden															
U.K./Great Britain															
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI															
EU-15	**3.823**	**89.976**	**358**	**241.015**	**2.711.258**	**3.346**	**75.177**	**30.423**	**201.038**	**297.172**	**7.892**	**166.633**	**39.936**	**138.181**	**855.255**

(a) includes caprine and ovine brucellosis; excludes *B. ovis*

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	11.092	11.641	11.866	10.082	3.590	411	3.823	3.346	7.892
Number of cases	106.957	235.445	177.084	238.973	185.021	47.495	89.976	75.177	166.633
Animals destroyed	272.042	56.338	0	0	0	0	358	30.423	39.936
Animals slaugthered	0	614.022	445.703	472.379	460.449	312.754	241.015	201.038	138.181
Animals vaccinated	84.778	0	0	2.292.590	1.065.162	2.350.674	2.711.258	297.172	855.255



AH status in the EU-15: scrapie (1996-2004)

Source: OIE, HANDISTATUS II

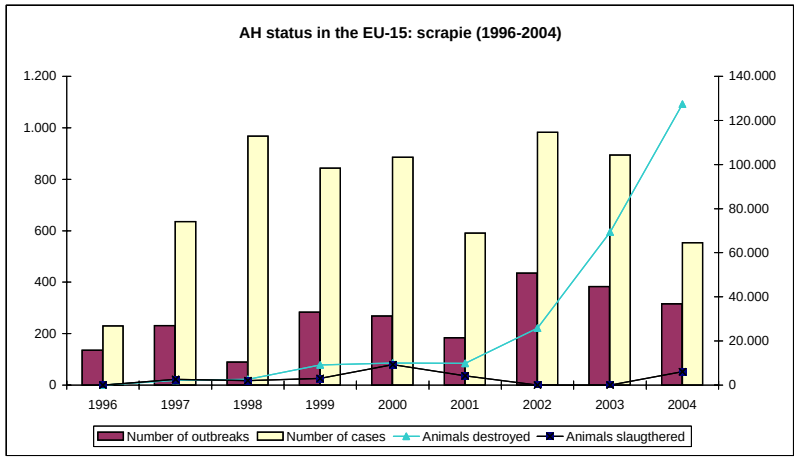
	Number of:		*Animals*			*Number of:*		*Animals*			*Number of:*		*Animals*		
	Outbreaks	*Cases*	*destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*destroyed*	*slaugtered*	*vaccinated*
	1996					**1997**					**1998**				
Austria															
Belgium						2	5	..	..		1	5			
Denmark															
Finland															
France	..	..				52	52	52	2.550		45	45	6	2.047	
Germany	4	..				1	1	1.057			2	2	1.313		
Greece						1	2	934			6	8	8		
Ireland	10	10				13	13				9	74	74		
Italy	2	3				19	142	142			9	352	1.231		
Luxembourg															
Netherlands	..	..				11	..				16	16	16		
Portugal															
Spain															..
Sweden															
U.K./Great Britain	112	209				131	419				..	464	..	..	
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	8	8				1	1				1	1			
EU-15	**136**	**230**	**0**	**0**	**0**	**231**	**635**	**2.185**	**2.550**	**0**	**89**	**967**	**2.648**	**2.047**	**0**

	Number of:		*Animals*			*Number of:*		*Animals*			*Number of:*		*Animals*		
	Outbreaks	*Cases*	*destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*destroyed*	*slaugtered*	*vaccinated*	*Outbreaks*	*Cases*	*destroyed*	*slaugtered*	*vaccinated*
	1999					**2000**					**2001**				
Austria						2	2	345							
Belgium	2	11													
Denmark															
Finland															
France	56	..	1.154	3.038		53	..	..	5.700		34	..		4.241	
Germany	1	2	1								3	3	541		
Greece	11	54	1.280			11	80	1.523			9	154	2.433		
Ireland	5	100	100			14	66	66			18	50	50		
Italy	14	70	6.550			15	152	4.505			13	72	5.045		
Luxembourg											9	15	15		
Netherlands	12	12	12			12	20	20							
Portugal															
Spain						3	5	3.618	3.618		4	9	1.512		
Sweden											92	282	292		
U.K./Great Britain	181	593				156	555	..	..						
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	1	1	1			2	6	..	..		2	6	..		

EU-15	**283**	**843**	**9.098**	**3.038**	**0**	**268**	**886**	**10.077**	**9.318**	**0**	**184**	**591**	**9.888**	**4.241**	**0**
	Number of: Outbreaks	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*	*Number of: Outbreaks*	*Cases*	*Animals destroyed*	*slaughtered*	*vaccinated*
	2002					**2003**					**2004**				
Austria															
Belgium	..	5	..			..	2				..	11			
Denmark															
Finland	1	4	..	..							1	1	37		
France	126	275	14.628			69	128	11.920			43	63	11.668		
Germany	16	..	..			23	..	..			43	..	..		
Greece	36	100	8.084			20	154	3.919			8	13	6		
Ireland	67	93	95			36	43	11.474			27	55	1.463		
Italy						34	..	12.782			23	23	9.699		
Luxembourg															
Netherlands	48	59	59			50	50	150					15		
Portugal											28	28		31	
Spain	15	42	2.348			31	138	28.830			15	48	..	1	
Sweden											128	309	104.506	6.120	
U.K./Great Britain	126	405	558			120	377	299							
U.K./Guernsey															
U.K./Isle of Man															
U.K./Jersey															
U.K./NI	..	..	2			..	2	2	1		..	2	2	1	
EU-15	**435**	**983**	**25.774**	**0**	**0**	**383**	**894**	**69.376**	**1**	**0**	**316**	**553**	**127.396**	**6.153**	**0**

(a) includes caprine and ovine brucellosis; excludes *B. ovis*

EU-15 total	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**
Number of outbreaks	136	231	89	283	268	184	435	383	316
Number of cases	230	635	967	843	886	591	983	894	553
Animals destroyed	0	2.185	2.648	9.098	10.077	9.888	25.774	69.376	127.396
Animals slaugthered	0	2.550	2.047	3.038	9.318	4.241	0	1	6.153
Animals vaccinated	0	0	0	0	0	0	0	0	0



Annex 5

EU spending on disease eradication and monitoring programmes

Source: 'SANCO/10141/2005 Rev1 (8/4/05): "Priorities for 2006" / Note: Amounts as indicated in the different annual Decisions

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Bovine brucellosis	CY										55000	100000
	EI	4900000	1900000	1400000	1000000	3000000	5000000	5000000	5000000	5200000	5055000	5000000
	EL	-	-	656 000	700000	600000	600000	500000	200000	150000	300000	100000
	ES	6600000	4300000	4560000	2500000	2500000	3000000	2900000	2800000	2800000	4150000	5000000
	FR	4950000	2000000	1550000	1000000	1000000	850000	500000	200000			
	IT	-	-	-		2000000	1700000	1700000	1500000	800000	750000	1545000	3000000
	LT											50000	
	PL											50000	800000
	PT	2700000	2500000	4000000	2400000	2400000	2200000	2200000	2200000	1500000	2000000	1800000
	SI											125000	
	UK	-	-	-	-	-		900000	700000	700000	-		2700000	5000000
	Total	**19.150.000**	**10.700.000**	**12.166.000**	**9.600.000**	**11.200.000**	**14.250.000**	**13.300.000**	**11.900.000**	**10.400.000**	**16.030.000**	**20.800.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Bovine tuberculosis	EI	5260000	-	-	-	-	770000	770000	770000	2250000	4500000	
	EL	-	-	-		400000	100000	100000	100000	100000	300000	100000
	ES	-		11400000	8240000	6000000	6200000	6500000	5800000	5700000	5000000	4935000	4000000
	IT	-	-	-	-		800000	800000	700000	700000	800000	1900000	2500000
	LT											70000	
	PL											165000	700000
	PT	-	-	-	-	-		65000	100000	100000	150000	540000	250000
	SI											255000	
	UK	-	-	-	-	-	-		65 000	65 000	-		2000000	
	Total	**5.260.000**	**11.400.000**	**8.240.000**	**6.400.000**	**7.100.000**	**8.235.000**	**7.535.000**	**7.435.000**	**8.300.000**	**14.665.000**	**7.550.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Enzootic bovine leucosis	EE											25000
	ES	-		1300000	1525000	-	-	-	-	-			
	IT	-	-		4735000	3000000	2500000	1250000	200000	50000	50000	110000	250000
	LT											100000	200000
	LV												100000
	PT	-	-	-	-		3000000	2200000	2000000	1200000	400000	115000	200000
	SE	-		4230000	2385000	-	-	-	-	-			
	SK											40000	
	UK											5000	
	Total		**5.530.000**	**8.645.000**	**3.000.000**	**5.500.000**	**3.450.000**	**2.200.000**	**1.250.000**	**450.000**	**370.000**	**775.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Contagious bovine	ES	1950000	1050000	775000	-	-	-	-	-			
pleuro-pneumonia	IT	1625000	-	-	-	-	-	-	-			
	PT	6550000	1720000	750000	1400000	2000000	800000	110000	50000			
	Total	**10.125.000**	**2.770.000**	**1.525.000**	**1.400.000**	**2.000.000**	**800.000**	**110.000**	**50.000**			
DOM	FR	1300000	980000	700000	500000	750000	500000	-	250000	250000	250000	150000
	Total	**1.300.000**	**980.000**	**700.000**	**500.000**	**750.000**	**500.000**		**250.000**	**250.000**	**250.000**	**150.000**
EHEC	FI	-	-	-	-	125000	125000	-	-	-			
	Total					**125.000**	**125.000**					

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Ovine and caprine	CY										195000	175000
brucellosis	EL	1300000	2780000	5500000	3275000	1200000	1100000	900000	750000	700000	1000000	800000
	ES	6000000	9100000	8100000	5500000	5000000	5000000	5700000	5700000	6000000	6000000	6500000
	FR	815000	1000000	950000	950000	900000	900000	350000	200000	70000	395000	300000
	IT	1550000	6300000	6000000	4500000	4500000	4500000	2500000	1700000	1800000	4500000	4500000
	LT										2000	
	PT	2250000	3500000	640000	3000000	2500000	2500000	2000000	1900000	1600000	1600000	1700000
	SI											
	Total	**1.915.000**	**22.680.000**	**24.190.000**	**17.225.000**	**14.100.000**	**14.000.000**	**11.450.000**	**10.250.000**	**10.170.000**	**13.692.000**	**13.975.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Blue Tongue	ES	-	-	-	-	-	-	-	200000	30000	355000	25000
	FR	-	-	-	-	-	-	-	300000	200000	225000	50000
	IT	-	-	-	-	-	-	-	450000	600000	1205000	400000
	Total								**950.000**	**830.000**	**1.785.000**	**475.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
African swine fever	ES	2500000	1210000	-	-	-	-	-	-			
	IT	1000000	800000	1000000	600000	600000	400000	350000	250000	225000	250000	
	PT	1000000	220000	-	-	-	-	-	-			
	Total	**4.500.000**	**2.230.000**	**1.000.000**	**600.000**	**600.000**	**400.000**	**350.000**	**250.000**	**225.000**	**250.000**	

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Classical swine fever	AT	-	-	13000	-	-	-	-	-			
	BE	-	-	-	-	-	-		20000	100000	175000	15000
	CZ										95000	100000
	DE	2000000	2200000	1000000	130000	1600000	2200000	2000000	1000000	1040000	900000	800000
	FR											150000
	LT										20000	
	LU	-	-	-	-	-	-	30000	20000	80000	90000	100000
	SI										25000	10000
	SK										125000	200000
	Total	**2.000.000**	**2.200.000**	**1.013.000**	**1.300.000**	**1.600.000**	**2.200.000**	**2.030.000**	**1.040.000**	**1.220.000**	**1.430.000**	**1.375.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Swine vesicular disease	IT	3600000	1880000	350000	200000	200000	300000	300000	300000	400000	400000	200000
	Total	**3.600.000**	**1.880.000**	**350.000**	**200.000**	**200.000**	**300.000**	**300.000**	**300.000**	**400.000**	**400.000**	**200.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Aujeszky's disease	BE	-	-	36 000	-		550000	380000	950000	450000	500000	550000	300000
	DE	-	-		3000000	2700000	2700000	1242000	-	-			
	ES	-	-	-	-	-	-	-		225000	100000	75000	250000
	HU											160000	50000
	IE	-	-	-	-	-	-	-	-		50000	10000	50000
	LT											50000	
	MT												
	PT	-		250000	-	-	-	-		50000	100000	50000	25000
	NL	-		250000		430000	-	-	-	-			
	SK											30000	25000
	UK	-		250000	75 000		75 000	75 000	-	-	-		
	Total			**750.000**	**3.541.000**	**2.775.000**	**3.325.000**	**1.622.000**	**950.000**	**725.000**	**750.000**	**925.000**	**700.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Salmonella in poultry	AT	-	-	-	-	-	-	100000	50000	15000	100000	70000
	BE											400000
	DK	-		470000	200000	500000	500000	400000	200000	250000	250000	210000	110000
	EI	-	-	-	-	-		50000	-	50000		100000	50000
	FR	-	-	-	-	-	-		3000000	1300000	650000	150000	600000
	IT												600000
	LT											50000	
	NL	-	-	-	-	-	-	-		400000	250000	200000	350000
	SK	-										1000	100000
	Total			**470.000**	**200.000**	**500.000**	**500.000**	**450.000**	**3.300.000**	**2.050.000**	**1.165.000**	**811.000**	**2.280.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Rabies	AT	-		720000	300000	250000	250000	220000	200000	150000	175000	190000	180000
	BE		75500	270000	300000	200000	180000	165000	160000	50000	50000		
	CZ											700000	400000
	DE		5900000	5700000	3300000	2800000	2000000	2000000	1800000	1800000	950000	600000	400000
	FI	-		70000	280000	280000	250000	100000	100000	65000	35 000	80000	100000
	FR		550000	1160000	820000	500000	300000	300000	200000	150000	130000		
	IT		270000	330000	330000	50000	-	40000	15000	-			
	LU		76000	80000	100000	70000	70000	70000	70000	70000			
	LV												
	PL											1695000	1500000
	SI												200000
	SK											410000	400000
	Total		**6.871.500**	**8.330.000**	**5.430.000**	**4.150.000**	**3.050.000**	**2.895.000**	**2.545.000**	**2.285.000**	**1.340.000**	**3.675.000**	**3.180.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Infectious hemato-poïetic	ES	-	22000	-	-	-	-	-	-			
necrosis	FI	-	145000	-	-	-	-	-	-			
	LU	1000	-	-	-	-	-	-	-			
	PT	25000	12000	-	-	-	-	-	-			
	Total	**26.000**	**179.000**									

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Echinococcus hydatidosis	EL	-	200000	-	-	-	-	-	-			
	PT	-	200000	-	-	-	-	-	-			
	Total		**400.000**									

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
BSE/TSE	AT	-	-	-	-	-		197700	1640000	2401430	1789000	1920000
Monitoring	BE	-	-	-	-	-		171000	4850000	4430730	3351000	3550000
	CY										144000	85000
	CZ											1700000
	DE	-	-	-	-	-		3450000	20710000	19527350	15611000	15020000
	DK	-	-	-	-	-		321000	2860000	2906920	2351000	2375000
	EE	-	-	-	-	-					159000	290000
	EI	-	-	-	-	-		210000	10630000	7996480	5386000	6170000
	EL	-	-	-	-	-		90000	1300000	753570	383000	585000
	ES	-	-	-	-	-		1136000	10700000	6442930	4854000	4780000
	FI	-	-	-	-	-		306000	500000	1438450	1060000	1160000
	FR	-	-	-	-	-		4800000	34900000	33461590	24735000	24045000
	HU											1085000
	IT	-	-	-	-	-		2500000	10850000	7374940	6401000	6660000
	LT											835000
	LU	-	-	-	-	-		82500	350000	230690	158000	145000
	MT										37000	35000
	NL	-	-	-	-	-		1260000	5800000	5650110	4346000	4270000
	PT	-	-	-	-	-		180000	2750000	1250030	1177000	1135000
	SE	-	-	-	-	-		577800	600000	461780	358000	305000
	SI										399000	435000
	UK	-	-	-	-	-		270000	5560000	-	4269000	5570000
	Total							**15.552.000**	**114.000.000**	**94.327.000**	**76.968.000**	**82.155.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
BSE/TSE	AT											10000
Eradication												250000
	BE											
	CY											25000
	CZ											2500000
	DE											875000
	DK											200000
	EE											25000
	EL											150000
	ES											1320000
	FI											25000
	FR											500000
	IE											4000000
	IT											205000
	LU											150000
	NL											450000
	PT											975000
	SI											25000
	SK											25000
	UK											4235000
	Total											**15.945.000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Scrapie	AT	-	-	-	-	-	5 000	-		35000	5000	10000
	BE	-	-	-	50000	50000	50000	50000	-	-		105000
	CY										1360000	5565000
	CZ											20000
	DE	-	-	-	-	-	-		175000	140000	927000	2275000
	DK										1000	5000
	EE											10000
	EI	-	-	-	-	-		200000	-	-	1006000	800000
	EL	-	-	-	-	-	50000	100000	150000	320000	450000	1555000
	ES	-	-	-	-	-	25 000		375000	150000	573000	9525000
	FI										3000	5000
	FR	-	-	-	800000	500000	100000	200000	300000	1050000	3014000	1300000
	HU											5000
	IT	-	-	-	-	-	50000	100000	-	300000	671000	2485000
	LT											5000
	LU											35000
	LV											5000
	NL	-	-	-	-	150000	100000	100000	700000	350000	704000	575000
	PT	-	-	-	-	-	-		15000	-	275000	695000
	SE	-	-	-						5000	34000	10000
	SI											65000
	SK											340000
	UK										6652000	7380000
	Total				**850000**	**700000**	**350000**	**780000**	**1715000**	**2350000**	**15675000**	**32775000**

Total all diseases (Euro)	**1.017.363.500**	**54.747.500**	**70.499.000**	**67.000.000**	**48.500.000**	**50.750.000**	**49.577.000**	**60.402.000**	**154.450.000**	**132.177.000**	**146.926.000**	**182.335.000**
(in mn Euro)		54,7	70,5	67,0	48,5	50,8	49,6	60,4	154,5	132,2	146,9	182,3

Source: 'SANCO/10141/2005 Rev1 (8/4/05): "Priorities for 2006" / Note: Amounts as indicated in the different annual Decisions

Disease	€	in million €	% share
BSE/TSE Monitoring	377.798.000	377,8	38,1%
Ovine and caprine brucellosis	160.275.000	160,3	16,2%
Bovine brucellosis	148.316.000	148,3	15,0%
Bovine tuberculosis	90.930.000	90,9	9,2%
Scrapie	47.820.000	47,8	4,8%
Rabies	38.446.500	38,4	3,9%
Enzootic bovine leucosis	30.705.000	30,7	3,1%
Contagious bovine pleuro-pneumonia	18.780.000	18,8	1,9%
Aujeszky's disease	15.748.000	15,7	1,6%
Classical swine fever	15.663.000	15,7	1,6%
BSE/TSE Eradication	13.345.000	13,3	1,3%
Salmonella in poultry	11.575.000	11,6	1,2%
African swine fever	10.405.000	10,4	1,1%
DOM	5.630.000	5,6	0,6%
Blue Tongue	4.040.000	4,0	0,4%
Echinococcus hydatidosis	400.000	0,4	0,0%
EHEC	250.000	0,3	0,0%
Infectious hemato-poïetic necrosis	205.000	0,2	0,0%
Swine vesicular disease	200.000	0,2	0,0%
TOTAL	**990.531.500**	**990,5**	100,0%

Disease	€	in million €	% share
BSE/TSE Monitoring	377.798.000	377,8	38,1%
Ovine and caprine brucellosis	160.275.000	160,3	16,2%
Bovine brucellosis	148.316.000	148,3	15,0%
Bovine tuberculosis	90.930.000	90,9	9,2%
Scrapie	47.820.000	47,8	4,8%
Rabies	38.446.500	38,4	3,9%
Enzootic bovine leucosis	30.705.000	30,7	3,1%
Others	96.241.000	96,2	9,7%
TOTAL	**990.531.500**	**1.068,0**	**100,0%**

The four main:
78,5%

Source: 'SANCO/10141/2005 Rev1 (8/4/05): "Priorities for 2006" / Note: Amounts as indicated in the different annual Decisions

EU-15 spending

MS	€	million €	% share
ES	224.957.930	225,0	22,5%
FR	164.950.590	165,0	16,5%
IT	132.806.940	132,8	13,3%
DE	130.472.350	130,5	13,1%
IE	93.533.480	93,5	9,4%
PT	83.174.030	83,2	8,3%
UK	46.546.000	46,5	4,7%
EL	30.497.570	30,5	3,1%
NL	26.335.110	26,3	2,6%
BE	22.784.230	22,8	2,3%
DK	14.109.920	14,1	1,4%
AT	10.996.130	11,0	1,1%
SE	8.966.580	9,0	0,9%
FI	6.252.450	6,3	0,6%
LU	2.078.190	2,1	0,2%
TOTAL	**998.461.500**	**998,5**	**100,0%**
EU-25	***1.017.363.500***	***1.017,4***	***100,0%***
NMS	***18.902.000***	***18,9***	***1,9%***

MS	€	million €	% share
ES	224.957.930	225,0	22,5%
FR	164.950.590	165,0	16,5%
IT	132.806.940	132,8	13,3%
DE	130.472.350	130,5	13,1%
IE	93.533.480	93,5	9,4%
PT	83.174.030	83,2	8,3%
UK	46.546.000	46,5	4,7%
Others	122.020.180	122,0	12,2%
TOTAL	**998.461.500**	**998,5**	**100,0%**

Source: 'SANCO/10141/2005 Rev1 (8/4/05): "Priorities for 2006" / Note: Amounts as indicated in the different annual Decisions

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	total
Bovine brucellosis	IE	4900000	1900000	1400000	1000000	3000000	5000000	5000000	5000000	5200000	5055000	5000000	42455000
	EL	-	-	656000	700000	600000	600000	500000	200000	150000	300000	100000	3806000
	ES	6600000	4300000	4560000	2500000	2500000	3000000	2900000	2800000	2800000	4150000	5000000	41110000
	FR	4950000	2000000	1550000	1000000	1000000	850000	500000	200000				12050000
	IT	-	-	-	2000000	1700000	1700000	1500000	800000	750000	1545000	3000000	12995000
	PT	2700000	2500000	4000000	2400000	2400000	2200000	2200000	2200000	1500000	2000000	1800000	25900000
	UK	-	-	-	-	-	900000	700000	700000	-	2700000	5000000	10000000
	Total	**19150000**	**10700000**	**12166000**	**9600000**	**11200000**	**14250000**	**13300000**	**11900000**	**10400000**	**15750000**	**19900000**	**148316000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	total
Bovine tuberculosis	IE	5260000	-	-	-		770000	770000	770000	2250000	4500000		14320000
	EL	-	-	-		400000	100000	100000	100000	100000	300000	100000	1300000
	ES	-		11400000	8240000	6000000	6200000	6500000	5800000	5700000	5000000	4935000	4000000	63775000
	IT	-	-	-	-		800000	800000	700000	700000	800000	1900000	2500000	8200000
	PT	-	-	-	-	-		65000	100000	100000	150000	540000	250000	1205000
	UK	-	-	-	-	-	-		65000	65000	-	2000000		2130000
	Total	**5260000**	**11400000**	**8240000**	**6400000**	**7100000**	**8235000**	**7535000**	**7435000**	**8300000**	**14175000**	**6850000**	**90930000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	total
Enzootic bovine leucosis	ES	-		1300000	1525000	-	-	-	-		-			2825000
	IT	-	-		4735000	3000000	2500000	1250000	200000	50000	50000	110000	250000	12145000
	PT	-	-	-	-		3000000	2200000	2000000	1200000	400000	115000	200000	9115000
	SE	-		4230000	2385000	-	-	-	-		-			6615000
	UK											5000		5000
	Total	**0**	**5530000**	**8645000**	**3000000**	**5500000**	**3450000**	**2200000**	**1250000**	**450000**	**230000**	**450000**	**30705000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	total
Contagious bovine	ES	1950000	1050000	775000	-	-	-	-	-				3775000
pleuro-pneumonia	IT	1625000	-	-	-	-	-	-	-				1625000
	PT	6550000	1720000	750000	1400000	2000000	800000	110000	50000				13380000
	Total	**10125000**	**2770000**	**1525000**	**1400000**	**2000000**	**800000**	**110000**	**50000**	**0**	**0**	**0**	**18780000**
DOM	FR	1300000	980000	700000	500000	750000	500000	-	250000	250000	250000	150000	5630000
	Total	**1300000**	**980000**	**700000**	**500000**	**750000**	**500000**	**-**	**250000**	**250000**	**250000**	**150000**	5630000
EHEC	FI	-	-	-	-	125000	125000	-	-	-				250000
	Total	**-**	**-**	**-**	**-**	**125000**	**125000**	**-**	**-**	**-**				**250000**

Disease	MS	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	total
Ovine and caprine brucellos	EL	1300000	2780000	5500000	3275000	1200000	1100000	900000	750000	700000	1000000	800000	19305000
	ES	6000000	9100000	8100000	5500000	5000000	5000000	5700000	5700000	6000000	6000000	6500000	68600000
	FR	815000	1000000	950000	950000	900000	900000	350000	200000	70000	395000	300000	6830000
	IT	1550000	6300000	6000000	4500000	4500000	4500000	2500000	1700000	1800000	4500000	4500000	42350000
	PT	2250000	3500000	640000	3000000	2500000	2500000	2000000	1900000	1600000	1600000	1700000	23190000
	Total	**11915000**	**22680000**	**21190000**	**17225000**	**14100000**	**14000000**	**11450000**	**10250000**	**10170000**	**13495000**	**13800000**	**160275000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Blue Tongue	ES	-	-	-	-	-	-	-	200000	30000	355000	25000	610000
	FR	-	-	-	-	-	-	-	300000	200000	225000	50000	775000
	IT	-	-	-	-	-	-	-	450000	600000	1205000	400000	2655000
	Total								**950000**	**830000**	**1785000**	**475000**	**4040000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
African swine fever	ES	2500000	1210000	-	-	-	-	-	-				3710000
	IT	1000000	800000	1000000	600000	600000	400000	350000	250000	225000	250000		5475000
	PT	1000000	220000	-	-	-	-	-	-				1220000
	Total	**4500000**	**2230000**	**1000000**	**600000**	**600000**	**400000**	**350000**	**250000**	**225000**	**250000**	**0**	**10405000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Classical swine fever	AT	-	-	13000	-	-	-	-	-				13000
	BE	-	-	-	-	-	-	-	20000	100000	175000	15000	310000
	DE	2000000	2200000	1000000	130000	1600000	2200000	2000000	1000000	1040000	900000	800000	14870000
	FR											150000	150000
	LU	-	-	-	-	-	-	30000	20000	80000	90000	100000	320000
	Total	**2000000**	**2200000**	**1013000**	**130000**	**1600000**	**2200000**	**2030000**	**1040000**	**1220000**	**1165000**	**1065000**	**15663000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Swine vesicular disease	IT	3600000	1880000	350000	200000	200000	300000	300000	300000	400000	400000	200000	8130000
	Total	**3600000**	**1880000**	**350000**	**200000**	**200000**	**300000**	**300000**	**300000**	**400000**	**400000**	**200000**	**200000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Aujeszky's disease	BE	-	-	36000	-	550000	380000	950000	450000	500000	550000	300000	3716000
	DE	-	-	3000000	2700000	2700000	1242000	-	-				9642000
	ES	-	-	-	-	-	-	-	225000	100000	75000	250000	650000
	IE	-	-	-	-	-	-	-		50000	10000	50000	110000
	PT	-	250000	-	-	-	-	-	50000	100000	50000	25000	475000
	NL	-	250000	430000	-	-	-	-	-				680000
	UK	-	250000	75000	75000	75000	-	-	-				475000
	Total		**750000**	**3541000**	**2775000**	**3325000**	**1622000**	**950000**	**725000**	**750000**	**685000**	**625000**	**15748000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Salmonella in poultry	AT	-	-	-	-	-	-	100000	50000	15000	100000	70000	335000
	BE											400000	400000
	DK	-	470000	200000	500000	500000	400000	200000	250000	250000	210000	110000	3090000
	IE	-	-	-	-	-	50000	-	50000		100000	50000	250000
	FR	-	-	-	-	-	-	3000000	1300000	650000	150000	600000	5700000
	IT											600000	600000
	NL	-	-	-	-	-	-	-	400000	250000	200000	350000	1200000
	Total		**470000**	**200000**	**500000**	**500000**	**450000**	**3300000**	**2050000**	**1165000**	**760000**	**2180000**	**11575000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Rabies	AT	-	720000	300000	250000	250000	220000	200000	150000	175000	190000	180000	2635000

	BE	75500	270000	300000	200000	180000	165000	160000	50000	50000			1450500
	DE	5900000	5700000	3300000	2800000	2000000	2000000	1800000	1800000	950000	600000	400000	27250000
	FI	-	70000	280000	280000	250000	100000	100000	65000	35000	80000	100000	1360000
	FR	550000	1160000	820000	500000	300000	300000	200000	150000	130000			4110000
	IT	270000	330000	330000	50000	-	40000	15000	-	-			1035000
	LU	76000	80000	100000	70000	70000	70000	70000	70000				606000
	Total	**6871500**	**8330000**	**5430000**	**4150000**	**3050000**	**2895000**	**2545000**	**2285000**	**1340000**	**870000**	**680000**	**38446500**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Infectious hemato-poïetic	ES	-	22000	-	-	-	-	-	-	-			22000
necrosis	FI	-	145000	-	-	-	-	-	-	-			145000
	LU	1000	-	-	-	-	-	-	-	-			1000
	PT	25000	12000	-	-	-	-	-	-	-			37000
	Total	**26000**	**179000**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**205000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Echinococcus hydatidosis	EL	-	200000	-	-	-	-	-	-	-			200000
	PT	-	200000	-	-	-	-	-	-	-			200000
	Total	**-**	**400000**	**-**	**-**	**-**	**-**	**-**	**-**	**-**			**400000**

Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
BSE/TSE monitoring	AT	-	-	-	-	-	-	197700	1640000	2401430	1789000	1920000	7948130
	BE	-	-	-	-	-	-	171000	4850000	4430730	3351000	3550000	16352730
	DE	-	-	-	-	-	-	3450000	20710000	19527350	15611000	15020000	74318350
	DK	-	-	-	-	-	-	321000	2860000	2906920	2351000	2375000	10813920
	IE	-	-	-	-	-	-	210000	10630000	7996480	5386000	6170000	30392480
	EL	-	-	-	-	-	-	90000	1300000	753570	383000	585000	3111570
	ES	-	-	-	-	-	-	1136000	10700000	6442930	4854000	4780000	27912930
	FI	-	-	-	-	-	-	306000	500000	1438450	1060000	1160000	4464450
	FR	-	-	-	-	-	-	4800000	34900000	33461590	24735000	24045000	121941590
	IT	-	-	-	-	-	-	2500000	10850000	7374940	6401000	6660000	33785940
	LU	-	-	-	-	-	-	82500	350000	230690	158000	145000	966190
	NL	-	-	-	-	-	-	1260000	5800000	5650110	4346000	4270000	21326110
	PT	-	-	-	-	-	-	180000	2750000	1250030	1177000	1135000	6492030
	SE	-	-	-	-	-	-	577800	600000	461780	358000	305000	2302580
	UK	-	-	-	-	-	-	270000	5560000	-	4269000	5570000	15669000
	Total							**15552000**	**114000000**	**94327000**	**76229000**	**77690000**	**377798000**

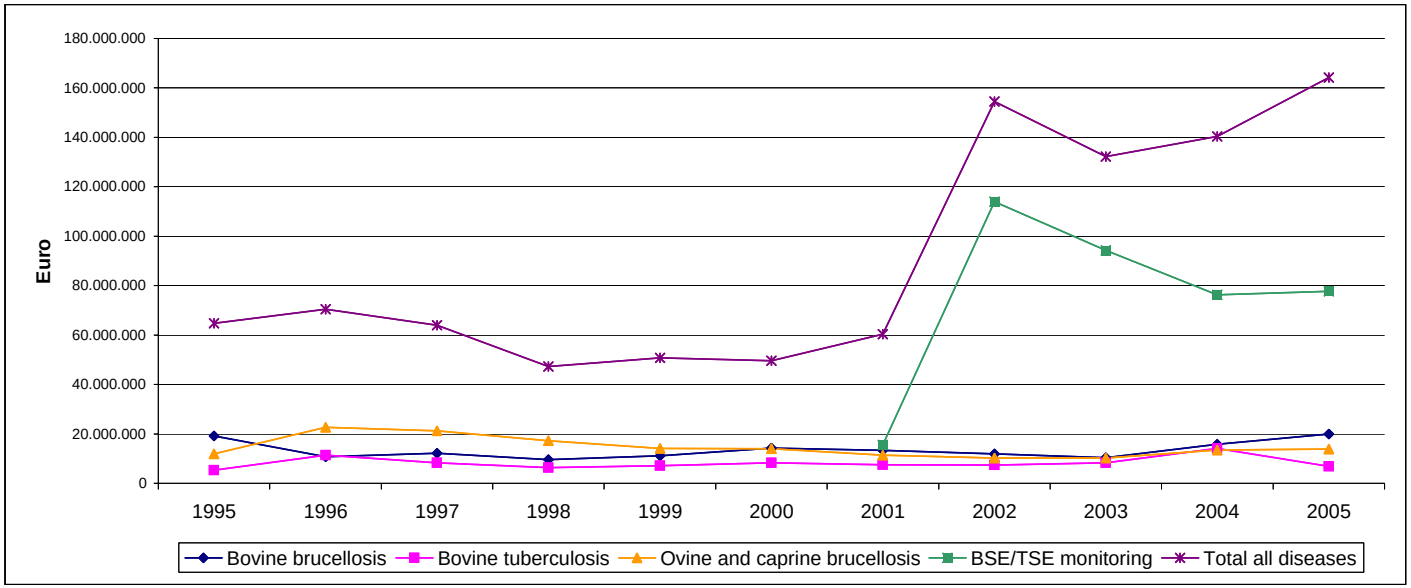
Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
BSE/TSE eradication	AT											10000	10000
	BE											250000	250000
	DE											875000	875000
	DK											200000	200000
	EL											150000	150000
	ES											1320000	1320000
	FI											25000	25000
	FR											500000	500000

	IE											4000000	4000000
	IT											205000	205000
	LU											150000	150000
	NL											450000	450000
	PT											975000	975000
	UK											4235000	4235000
	Total											**13345000**	**13345000**

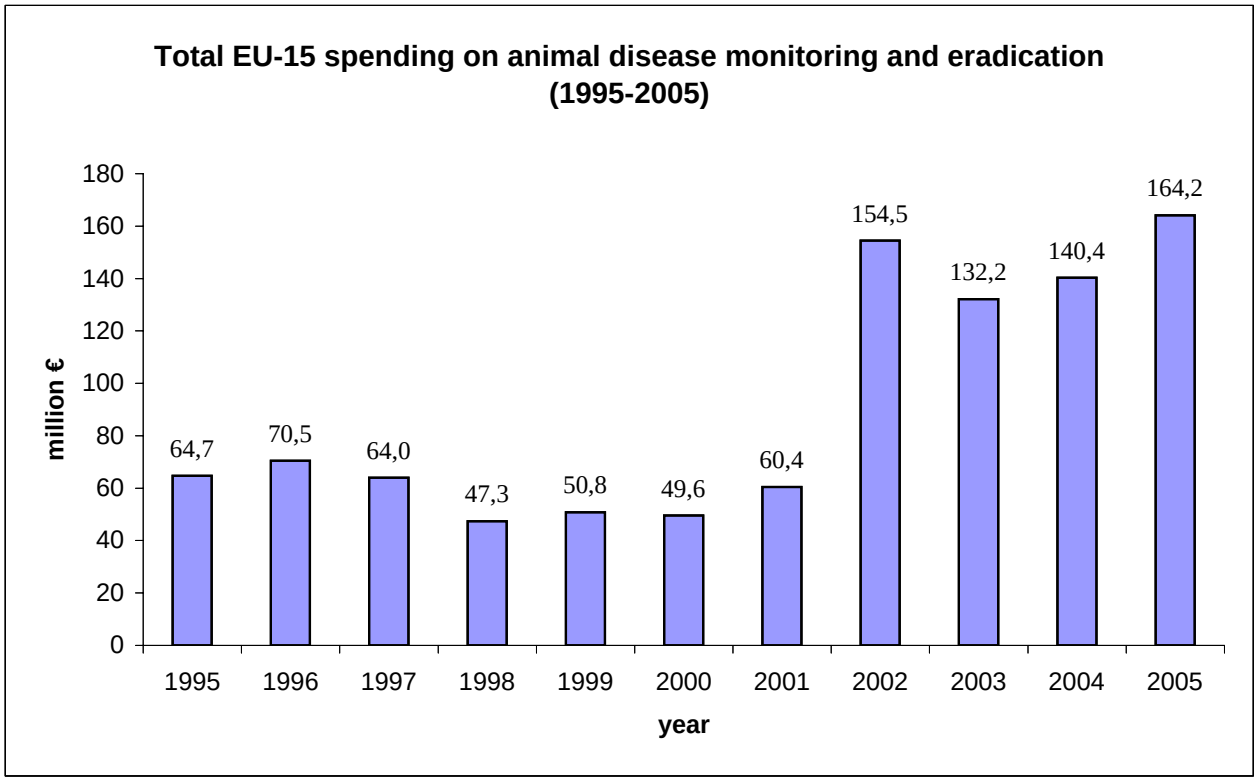
Disease	**MS**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Scrapie	AT	-	-	-	-	-	-	5000	-	35000	5000	10000	55000
	BE	-	-	-	50000	50000	50000	50000	-	-		105000	305000
	DE	-	-	-	-	-	-	-	175000	140000	927000	2275000	3517000
	DK										1000	5000	6000
	IE	-	-	-	-	-	-	200000	-	-	1006000	800000	2006000
	EL	-	-	-	-	-	50000	100000	150000	320000	450000	1555000	2625000
	ES	-	-	-	-	-	-	25000	375000	150000	573000	9525000	10648000
	FI										3000	5000	8000
	FR	-	-	-	800000	500000	100000	200000	300000	1050000	3014000	1300000	7264000
	IT	-	-	-	-	-	50000	100000	-	300000	671000	2485000	3606000
	LU											35000	35000
	NL	-	-	-	-	150000	100000	100000	700000	350000	704000	575000	2679000
	PT	-	-	-	-	-	-	-	15000	-	275000	695000	985000
	SE	-	-	-						5000	34000	10000	49000
	UK										6652000	7380000	14032000
	Total				**850000**	**700000**	**350000**	**780000**	**1715000**	**2350000**	**14315000**	**26760000**	**47820000**

	MS	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**total**
Total all diseases	**Sum**	**64.747.500**	**70.499.000**	**64.000.000**	**47.330.000**	**50.750.000**	**49.577.000**	**60.402.000**	**154.450.000**	**132.177.000**	**140.359.000**	**164.170.000**	**998.461.500**
	in million	64,7	70,5	64,0	47,3	50,8	49,6	60,4	154,5	132,2	140,4	164,2	

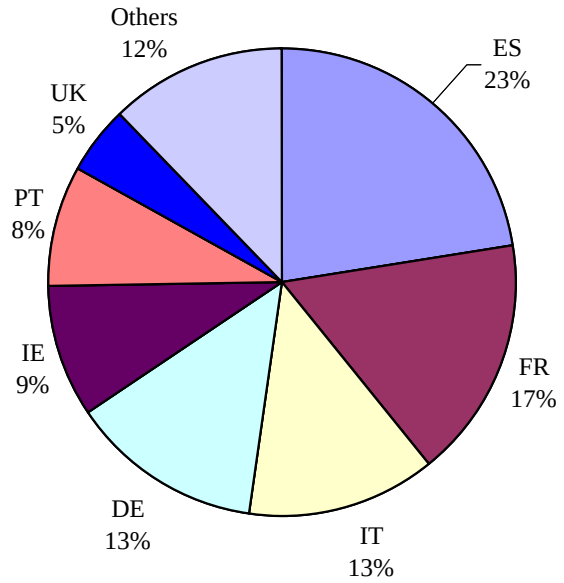
EU spending on main diseases (1995-2005)


Euro
180.000.000
160.000.000
140.000.000
120.000.000
100.000.000
80.000.000
60.000.000
40.000.000
20.000.000
0
1995
1996
1997
1998
1999
2000
2001
2002
2003
2004
2005
Bovine brucellosis
Bovine tuberculosis
Ovine and caprine brucellosis
BSE/TSE monitoring
Total all diseases

Source of data: COM document: Animal disease eradication, control and monitoring programmes, 2006 priorities



Breakdown of EU15 spending on animal disease monitoring and eradication per Member State for the period 1995-2005 (in million €)



Breakdown of EU15 spending on animal disease monitoring and eradication per disease for the period 1995-2005 (in million €)