WILD ANIMALS IN EU CIRCUSES

PROBLEMS, RISKS AND SOLUTIONS
ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Nowadays, there are growing concerns about the ethics of using wild animals for public entertainment, with increasing calls from the public to put this to an end. In Europe, this is reflected in the national legislation of 19 Member States, who have adopted restrictions on the use of either all, or exclusively wild, animals in circuses.

This report provides an overview of the current legislations and restrictions on the use of animals in circuses in all EU Member States, with a particular focus on the process of enforcement of total bans on the use of wild animals in the respective countries. The goal of this analysis is to recommend solutions that can be adopted when phasing out wild animals in circuses.

Furthermore, the report aims at demonstrating that the use of wild animals in circuses is not only a problem for animal welfare, but also an important issue of public safety and security. Wild animals are unpredictable and can be very dangerous to people. The temporary nature of traveling circuses and the close proximity of dangerous animals to the public mean that this type of public entertainment can never be entirely safe. An extensive list of incidents involving the public and wild animals in EU circuses has been developed. 305 incidents involving 608 wild animals were recorded in the EU circuses in the past 22 years.

Data concerning the number of circuses using wild animals has also been collected in each EU Member State and a total of 300 facilities have been recorded.

When bans on the use of wild animals in circuses are adopted, circuses and/or national authorities have to find a solution for managing the dismissed animals. With the aim of facilitating this process, the report presents a list of rescue centres and sanctuaries, mainly based in Europe, that have been identified by Eurogroup for Animals’ member organisations as being particularly appropriate to rescue dismissed circus animals.

Although most EU Member States and municipalities within them have legal restrictions, circuses belonging to these countries are still allowed to travel to places where wild animals can still perform. This raise concerns not only about the welfare of animals when performing but also about the length of time animals are transported.

Consequently, only a coordinated and full ban in all EU Member States can guarantee a coherent and effective solution to the physical and emotional suffering of wild animals in circuses and to the related public security risks. Given the cross-border nature of the issue and the related risks for the safety of both people and animals, Eurogroup for Animals believes that an action of the European Commission for an EU ban is also legitimate and perfectly justified. It is intended that the information provided in this report will contribute to reaching these goals.
2

CONTEXT

In 2015, the Federation of Veterinarians of Europe stated in a Position Paper that the exploitation of wild animals in circuses "reflects a traditional but out-dated view" of them (Annex 1).

The document supports a total phase out of wild animals’ performances in circuses. Their main argument is that circuses cannot provide adequate physiological, mental and social requirements for wild animals, thus seriously jeopardising their welfare.

A statement published in 2015 by Eurogroup for Animals and signed by 28 scientists with extensive research records in wildlife biology/ethology/ethology, identified in particular five main welfare implications: 1) limited space availability, 2) maternal separation, 3) restricted social interactions, 4) frequent traveling, and 5) training and performance (Annex 2). Furthermore, a recent report commissioned by the Welsh Government analysed the scientific evidence available in more than a thousand scientific peer-reviewed papers, recognising that circuses cannot guarantee optimal welfare conditions to wild captive animals, thwarting all the “Five Freedoms”, as described by the Farm Animal Welfare Council in 1992. The very nature of these infrastructures, with their constant movement and confinement, regardless of the willingness of the caretaker, is what mainly harm the animals’ well-being. In addition, constant human handling and forced performance of unnatural behaviours are daily routines in the circus environment, and are stressors detrimental for the welfare of animals.

Besides animal welfare arguments, there is increasing concern that public entertainment with the use of wild animals does not have any educational value and, on the contrary, may have a negative impact on the public’s perception (especially children) of wild animals. This is coherent with a recent declaration that has been signed by over 100 Italian psychologists (Annex 3). This states that attending this kind of performance with animals can hinder the normal development of empathy in children, soliciting joy and amusement responses while looking at animals behaving unnaturally, feeling discomfort and being punished. Similarly, the Committee of Psychology of the Polish Academy of Sciences (PAN) released an opinion declaration stating that circuses with animals are detrimental for children’s educational growth (Annex 4).

All the above mentioned arguments highlight the necessity and urgency to phase out the use of wild animals in circuses. The steps already taken by 19 EU Member States to restrict the use of wild animals in circuses are a move in the right direction, but it is not enough. Only 11 EU Member States have adopted a total ban on the use of wild animals. In addition, circuses belonging to countries or municipalities that have adopted restrictions can simply move to places where wild animals are still allowed to perform. This unfortunately means that the 19 EU Member States with legal restrictions are still obliged to accept circuses using banned animals to move through their territory.

At EU level, there is no legislation dealing with circuses and animal welfare. However, circuses are supposed to comply with the provisions of Council Regulation 338/97/EC (9 December 1996) on the protection of endangered species of wild Fauna and Flora by regulating trade therein. Council Directive 92/65/EEC (13 July 1992) provides for the establishment of specific health requirements for imports into the Community of animals intended for circuses, according to species. In addition, European Commission Regulation (EC) 1739/2005 lays out animal health requirements for the movement of circus animals between EU Member States and provides for the registration of circuses that move from one Member State to another. The Minister may grant or revoke a registration of a circus on the basis of human or animal health considerations.

DEFINITIONS

WILD ANIMALS: For the purpose of this report, the term “wild animal” comprises those species of which populations still exist in a wild state, in the country of origin - that is to say, a species whose collective behaviour, life cycle or physiology remains unaltered from the wild conspecific despite their breeding and living conditions being under human control for multiple generations. This definition was developed through a review of national Animal Welfare and Protection Acts, in particular the Italian Law 157/92, the Dutch Royal Decree 2014 and the Scottish Bill 2017 scientific papers and reports such as the paper by Doming et al. (2016) and the report by Radford (2007).

A special case is the one of the Camelidae family, and in particular the species of Bactrian camels (Camelus bactrianus), dromedaries (Camelus dromedarius), llamas (Lama glama) and the guanaco (Lama guanicoe). Morphologically and physiologically “domestic” individuals are equal to their wild ancestors, and therefore it can be assumed that their behavioural needs are the same, in particular regarding their nomadic lifestyle to which they are still adapted.

For all of the above mentioned reasons and for the purpose of this report, we consider that species belonging to the Camelidae family should be included in the “wild animal” category.

CIRCUS: For the purpose of this report, a circus is defined as a temporary outdoor facility or tent where animals are held and perform for the amusement of the public for which they are stimulated and/or trained by a trainer during the performing and behind the scenes, with the exception of zoological parks. In this report we often use the word ‘circus’ or ‘circuses’ to refer to those using wild animals to perform.
4 METHODOLOGY

Data has been collected over six months from January to June 2017. The information and data used in this report have been provided by Eurogroup for Animals’ member organisations, other animal welfare and protection organisations, national authorities, and a wide range of reliable and referenced resources.

Data collection and analysis were hindered by several challenges due to the multiplicity and diversity of data sources as well as, in some cases, the difficulty in accessing information (e.g. incidents are not always reported by the media). Thus, despite the rigor applied during the research, Eurogroup for Animals cannot guarantee that the results are exhaustive. However, we consider that the data obtained provides a realistic overview of the situation and that the report is a credible, representative and reliable source of information.

The report covers five main topics that are discussed in separate chapters. These include:

• An overview of the current legislation in EU Member States to ban the use of wild animals in circuses;
• An analysis of the enforcement of such legislation in the respective countries;
• The risks to public safety and security in circuses;
• A database for rescue centres and sanctuaries that could rehome dismissed animals.

4.1 OVERVIEW OF THE CURRENT LEGISLATION IN EU MEMBER STATES TO BAN THE USE OF WILD ANIMALS IN CIRCUSES

A review of all national legislations adopting restrictions on the use of wild animals in circuses in the EU has been made. The following information has been collected for each legislation (N.B. the description of the rationale for the implementation of a ban/ restriction on the use of animals in circuses was taken from Dorning et al. [4]):

• Legislation;
• Date of adoption;
• Date of implementation;
• Specific legislation’s clause on circuses;
• Summary of the legislation’s specific clause on circus;
• Exceptions;
• Rationale.

In order to collect evidence about whether the use of wild animals in circuses represents a serious risk to public safety and security, an extensive list of incidents involving the public and wild animals in circuses has been developed for those occurring in the EU between 1995 and 2017. Eurogroup for Animals started the research in 2015, with the aim of covering the past 20 years. With the purpose of updating the research, the list was then extended until 2017, covering in total 22 years.

For each incident, the following information has been collected:

• Year;
• EU Member State;
• Animal species;
• Number of involved animals;
• Number of involved people;
• Category of the incident, and;
• Source of information.

Incidents were classified in accordance to their effects and gravity and three main categories were identified:

Category 1
Incidents with no consequences: animals escaped but did not cause any harm or problems to the public.

Category 2
Incidents with consequences (road blocks, car accidents, traffic jams, injury of people or animals, killing of animals, high levels of public fear).

Category 3
Incident that caused the death of a person(s).

The main sources of information included news published online or in the Eurogroup for Animals’ databases and archives. In most of the cases, Eurogroup for Animals’ member organisations have provided the information, with translations into English. A few non-member organisations also contributed with relevant information.

In most of the cases, the used sources of information reported the exact number of involved animals in the incidents. When more animals were involved, but the exact number was not specified, the minimum number of two individuals was recorded. Conversely, when a total number was given for a group including different species, equal numbers of individuals have been assigned to each species.
5 RESULTS

5.1 OVERVIEW OF THE CURRENT LEGISLATION

Below we outline all the national legislation that, at the date of the publication of the present report, includes specific requirements/restrictions on the use of wild animals in EU Member States. The information and details contained in the clauses of the legislation regarding the use of animals in circuses are also indicated.

The rationale for implementing a ban varied among EU Member States: in 15 countries the reason was primarily for animal welfare/protection, in two there were mixed reasons, one for animal health and one that is unspecified [4].

The following EU Member States have no legally binding restrictions at national level on the use of animals in circuses and therefore were not included in the summary below: France, Germany, Ireland, Italy, Lithuania, Luxembourg, Spain, and the United Kingdom.

However, it should be mentioned that in some Member States, such as Spain, municipalities and/or regions have adopted local bans on the use of wild animals in circuses.

National legislation

The National legislation including specific legally binding requirements/restrictions on the use of wild animals in EU Member States has been summarized below. The sign ‘[-]’ indicates the lack of a specific section on circus animals, whereas the sign ‘!’ indicates that the information was not found.

<table>
<thead>
<tr>
<th>Country</th>
<th>Legislation</th>
<th>Implementation date</th>
<th>Clause on circuses</th>
<th>Summary</th>
<th>Exceptions</th>
<th>Rationale</th>
<th>Reference</th>
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<tbody>
<tr>
<td>Austria</td>
<td>Bundesgesetz über den Schutz der Tiere (Tierschutzgesetz - Tierschutzgesetz) – Federal Act on the Protection of Animals, 2004</td>
<td>1/1/2005</td>
<td>Clause 2 § 27, (1)</td>
<td>Species of wild animal are not allowed to be kept in circuses, variety show institutions and similar facilities.</td>
<td></td>
<td>Animal welfare</td>
<td><a href="https://gpo.gl/V4q2ek">https://gpo.gl/V4q2ek</a></td>
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<td>Belgium</td>
<td>Arrêté royal modifying the Arrêté royal of 2 September 2005 about the welfare of animals used in circuses and temporary exhibitions.</td>
<td>11/02/2014</td>
<td>Chapter 2</td>
<td>All wild animals (except domesticated species listed in Annex 1) are not allowed to be kept in circuses.</td>
<td></td>
<td>Animal welfare</td>
<td><a href="https://gpo.gl/0Jhrff">https://gpo.gl/0Jhrff</a></td>
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<tr>
<td>Bulgaria</td>
<td>Animal Protection Act No 13/8.02.2008</td>
<td>8/2/2008</td>
<td>Chapter 3 § 27 (1,2)</td>
<td>No wild mammals, including species of the order of primates, shall be used in circuses, variety shows, and other entertainment facilities.</td>
<td></td>
<td>Animal protection</td>
<td><a href="https://gpo.gl/272Ht1y">https://gpo.gl/272Ht1y</a></td>
</tr>
<tr>
<td>Czech Republic</td>
<td>Protection of Animals Act (No. 252 of 2013)</td>
<td>1/1/2015</td>
<td>Chapter 3 § 17</td>
<td>No person shall constrain new-born primates, pinnipeds, Cetacea (excluding the Delphinidae family), rhinoceros, hippopotami or giraffes to a special training for the preparation and performance of tricks or for a circus.</td>
<td></td>
<td>Animal welfare</td>
<td><a href="https://gpo.gl/pr4E1W">https://gpo.gl/pr4E1W</a></td>
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<td>Cyprus</td>
<td>Official Journal of the Republic of Cyprus, Annex I, Animal Welfare Law, 5/7/2013</td>
<td>2013</td>
<td>Annex One, Law Part I</td>
<td>Installation and operation of circuses that include in their programme any species of animal, whether to perform, parade, or that are exhibited to the public, is prohibited.</td>
<td></td>
<td>Animal welfare</td>
<td><a href="https://gpo.gl/4uAe5o">https://gpo.gl/4uAe5o</a></td>
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<td>Croatia</td>
<td>Animal Protection Act 2006. Official Gazette 135/06, Art. 53.</td>
<td>1/1/2007</td>
<td>Article 4</td>
<td>It is prohibited to use wild animals in circuses and other shows, film and television productions, advertisements, exhibitions or competitions in which animals are forced to behave unnaturally, or are subject to pain, suffering, injury or fear.</td>
<td></td>
<td>Animal protection</td>
<td><a href="https://gpo.gl/GWvGtw">https://gpo.gl/GWvGtw</a></td>
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<td>Denmark</td>
<td>Protection of Animals Act (No. 252 of 2013)</td>
<td>8/3/2013</td>
<td>Chapter 3 §17</td>
<td>Wild animals must not be used for circus performances, variety shows etc. Animals must not be shown in travelling menageries.</td>
<td></td>
<td>Animal welfare</td>
<td>Additional notes: The Minister of Justice can grant exemption from the rule in Subsection 2 if it is unobjectionable.</td>
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<td>European Union Member State</td>
<td>Legal status of wild animals in EU circuses</td>
<td>Ban of all animals</td>
<td>Ban of wild animals</td>
<td>Legally binding restrictions on the use of animals in EU circuses</td>
<td>No legally binding restrictions on the use of animals in EU circuses</td>
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Legislation for each country:

- **Estonia**
  - Implementation date: 1/7/2001
  - Clause on circuses: Chapter 3 §27
  - Summary: It is forbidden to train wild animals (both caught in wilderness and bred in captivity) and use them as amusement animals as well as it is forbidden to display them as entertainment animals.
  - Rationale: Animal protection
  - Reference: https://goo.gl/N4OnCg

- **Finland**
  - Implementation date: 2006
  - Clause on circuses: Chapter 2, Section 20a
  - Summary: It is prohibited to use monkeys, predatory animals, wild ruminants, ungulates, marsupials, seals, elephants, rhinos, hippos, birds of prey and crocodiles. Exceptions: Camels and yaks are allowed
  - Rationale: Animal welfare
  - Reference: https://goo.gl/ykqkw2

- **Greece**
  - Legislation: Law No. 4039, 2012
  - Implementation date: 2/2/2012
  - Clause on circuses: Article 12, 13, 14
  - Summary: Prohibition to use any animal in every kind of entertaining shows, events and other relevant activities.
  - Rationale: Animal welfare
  - Reference: https://goo.gl/xMa68X

- **Hungary**
  - Legislation: Government Decree 222/2007 (VIII.29) on the detailed rules of authorising the establishment and maintenance of a circus menagerie
  - Summary: A wild animal caught after this decree entered into force cannot be kept and displayed in a circus menagerie. After the entry into force of this decree it shall be prohibited to purchase and train new elephants and primates for the purpose of a circus performance. Animal species mentioned in Appendix I of the CITES Convention, dated 3rd March 1973, are not allowed to be purchased, trained and to participate in shows after 1st January 2010.
  - Rationale: Animal protection and wildlife conservation

- **Latvia**
  - Legislation: Animal Protection Law (APL), Cabinet of Ministers Regulations No. 959 (20/12/2005)
  - Implementation date: 2017
  - Clause on circuses: Section 27
  - Summary: It is forbidden to train wild animals (both caught in wilderness and bred in captivity) and use them as amusement animals as well as it is forbidden to display them as entertainment animals.
  - Rationale: Animal protection
  - Reference: https://goo.gl/9se6mx

- **Malta**
  - Clause on circuses: It shall not be lawful for any person to use animals for performances, exhibitions, and shows or for the training thereof in circuses.
  - Rationale: Animal protection
  - Reference: https://goo.gl/t4dk9b

- **The Netherlands**
  - Legislation: Besluit, houdende wijziging van het Besluit houders van dieren in verband met het verbod op deelname met zogenaamde behorende tot wilde diersoorten aan circussen en andere tentoonstellingen en op vervoer van die dieren ten behoeve daarvan, Ast. 4.14, 8/12/2014
  - Implementation date: 15/9/2015
  - Clause on circuses: § 2
  - Summary: It is prohibited to use mammals, other than the ones belonging to the species listed in Annex IV in a circus.
  - Exceptions: Annex IV - list of allowed species: donkey, horse, dog, cat, bovine, sheep, goat, pig, llama, alpaca, camel, dromedary, rabbit, brown rat, house mouse, guinea-pig, golden hamster, and gerbil.
  - Rationale: Animal health
  - Reference: https://goo.gl/DgvE3j

- **Poland**
  - Clause on circuses: Chapter 4
  - Summary: Only animals born and bred in captivity may be used for training, shows and entertainment, and only those to which it is possible to provide such living conditions that are appropriate to the need of a given species are allowed.
  - Rationale: Animal protection
  - Reference: https://goo.gl/9se6mx

- **Portugal**
  - Legislation: Ordinance 1226/2009
  - Implementation date: 12/26/2009
  - Summary: It is prohibited to keep and breed CITES listed species and their hybrids.
  - Rationale: Wildlife conservation, animal welfare, animal health and public safety
  - Reference: https://goo.gl/yVKr9Z

Reference:

- Summary: Prohibition to use any animal in every kind of entertaining shows, events and other relevant activities.
  - Rationale: Animal welfare
  - Clause on circuses: Chapter 2, Section 20a
  - Reference: https://goo.gl/ykqkw2

- Clause on circuses: Section 14a
  - Summary: Using wild animals in circuses is prohibited.
  - Rationale: Animal protection
  - Reference: https://goo.gl/Dlv9dk

- Clause on circuses: Section 35, 36
  - Summary: 1) Animals must not be taken from place to place and exhibited to the public menageries. Few exceptions are listed in subsection 2). 3) The animals referred to in subsection 2 must not be exhibited to the public in performances or otherwise at circuses, variety shows or similar entertainments.
  - Exceptions: Subsection 2) Monkeys, predators, with the exception of domesticated dogs and cats, pinnipeds with the exception of sea-lions, rhinoceroses, hippopotamuses, deer, with the exception of reindeer, giraffes, kangaroos, birds of prey, ratite birds and crocodilians must not be taken from place to place and exhibited to the public in other circumstances either.
  - Rationale: Animal protection
  - Reference: https://goo.gl/YKnNYj

Table 1: Summary of the legislation/restrictions in each EU Member State.
Overview on the legal proposal for a ban on the use of animals in EU Member States/countries.

Some EU Member States or countries are currently undergoing the process of adopting legal proposals for the prohibition of the use of all animals, or exclusively wild, and these are expected to enter into force in the near future. An overview of these Member States/countries is presented below.

**Estonia**
Proposal: Amendment of Animal Welfare Act
Expected approval date: 2018
Description of section: Ban on wild animals act
Rationale: Animal welfare

**Finland**
Proposal: Revision of Animal Welfare Act
Expected approval date: 2017
Description of section: Proposal of a positive list of animals that can be used in circuses (domesticated species only).
Rationale: Animal welfare

**Italy**
Proposal: Bill n. 2287-BiS
Expected approval date: 2018
Description of section: Gradual dispel of all animals from circuses.
Rationale: Animal welfare

**Luxembourg**
Proposal: Projet de règlement grand-ducal précisant les conditions spécifiques de détention des animaux
Expected approval date: 2017
Description of section: Proposal of a positive list of animals that can be used in circuses. Animals allowed in circuses are: dogs, cats, ferrets, donkeys, horses, domestic pig, bovines, goats, sheep and European rabbits.
Rationale: Animal welfare

**Slovakia**
Proposal: Revision of Veterinary Law
Expected approval date: 2018
Description of section: Ban on the use of wild animals in circuses.

**UK Scotland**
Proposal: Wild Animals in Travelling Circuses Bill
Expected approval date: 2018
Description of section: This Bill prohibits the use of wild animals in travelling circuses.
Rationale: Ethical

### 5.2 ENFORCEMENT OF NATIONAL BANS

The most meaningful information obtained from the questionnaire has been summarised below. Austria, Bulgaria, Cyprus and Malta have not replied to the questionnaire; therefore no data from them has been included in the report.

#### Main challenges
What were the main challenges encountered during the process of adoption of the ban? What were the main challenges encountered after the adoption of the ban?

#### Belgium
During the process of adoption of a ban, the main challenge was to find consensus between competent authorities and animal welfare associations. After the ban was adopted, the challenge was to find compliance with standards defined in the ban.

#### Croatia
During the process of adoption, there was a great resistance from the Ministry of Agriculture. The ban was adopted because of the hard and persistent work of Animal Friends Croatia (AFC) and support of the media and the public. After the ban was adopted, camels and lamas were still performing in circuses, presenting them as domestic animals. AFC continued to protest and asked the Ministry of Agriculture to ban their use in shows. In 2013 the Ministry amended the Animal Protection Act with a new definition of domestic animals: “animals that have been tamed and domesticated by man, farmed and bred for the purpose of the production of food, feed and animal by-products and for other economic purposes”. Although this definition does not allow performances of camels and lamas in circuses as they are not domesticated according to the new definition in Croatia, veterinary inspectors keep allowing such animals to perform in circuses.

#### Greece
After the ban was adopted, initially there was a limited response by the authorities.

#### The Netherlands
After the ban was adopted, a challenge concerned solutions needed regarding the re-allocation of the forbidden animals held in circuses. For some species of wild animals it was hard to find place in a shelter; in other cases circus owners and care providers were very attached to their animals and did not want to relocate them.

#### Slovenia
No major challenges during or after the adoption of the ban – politically favourable situation.

### Competent national authority

Who is the national authority in charge of verifying the correct enforcement of the ban?

#### Belgium
The Animal Welfare Veterinary Offices in each Region.

#### Croatia
The Ministry of Agriculture.

#### Greece
Local councils.

#### The Netherlands
The Netherlands Food and Consumer Product Safety Authority (NVWA).

### Monitoring enforcement of the ban

Which measures have been established to monitor the enforcement of the ban?

#### Belgium
General follow-up as for all animal welfare legislation.

#### Croatia
Veterinary inspectors of the Ministry should monitor the enforcement of the ban. However, generally AFC reacts to infringements and then contacts the Ministry of Agriculture.

#### Greece
Local/regional authorities decide whether to grant permission to a circus to perform in the jurisdiction.

#### The Netherlands
Communication activities to inform the circuses and the Dutch municipalities by the Association of Netherlands Municipalities (VNG – Vereniging van Nederlandse Gemeenten). An enforcement strategy was developed by the NVWA.

#### Slovenia
Circuses have to apply for a permit under the public gathering legislation through the Administrative Office. According to veterinary legislation, AFSViPP gives prior consent (after documentation check) to the Administrative Office in form of conditions that circuses have to meet when touring in Slovenia. AFSViPP always inspect circuses to check whether the conditions stated in the prior consent are met.

### Need for additional specific resources

**Did the national government allocate additional specific resources (financial or technical) to the agencies tasked with the enforcement of the ban? If YES, in which way?**

- **Belgium:** No
- **Croatia:** No
- **Greece:** No
- **The Netherlands:** No
- **Slovenia:** No
Responsibility for dismissed animals

Have circuses been allowed to keep their animals belonging to forbidden species until the natural end of their lives? If YES: a) Could circuses still use them in performances? b) Could they transport them from one performing location to another?

If the answer to the previous question is NO and the animals had to be rehomed, please answer the following questions: a) Who was responsible for their rehoming? b) Did the government compensate the circuses for giving up the animals? Did the government pay their rehoming and keeping? c) Where were they re-homed? d) Is there a record of the species and numbers of animals that were rehomed? If possible, please provide this information.

Vocational retraining

Has any procedure been put in place by your national government for the vocational retraining of an animal’s trainers and other employees involved in the management of the animals? If yes, please detail.

- Belgium: No
- Croatia: No
- Greece: No
- The Netherlands: No
- Slovenia: No

Compliance with the ban

Did circuses respect the ban or were there cases of infringement? If there were, please briefly describe the cases and what measures have been taken.

- Belgium: Some cases at the beginning of the adoption of the ban.
- Croatia: Attempts of using camels and llamas as domestic animals.
- Greece: No cases of infringement.
- The Netherlands: Enforcement was necessary on some occasions. Administrative sanctions (such as warnings) were taken.
- Slovenia: No cases of infringement.

Challenges in court

Has the ban been challenged in court? If so, what was the final result? If the process is on-going, please briefly describe the current state of affairs.

- Belgium: Yes, there has been one challenge in court, but it failed.
- Croatia: No
- Greece: No
- The Netherlands: Only the date of implementation was challenged in court. The circuses won and they were allowed to stay until the beginning of January 2016. After that date, they went to their winter residence in Germany for the season.
- Slovenia: No

5.3 ISSUES OF PUBLIC SAFETY AND SECURITY IN CIRCUSES.

In total, 305 incidents involving wild animals in circuses were recorded in the EU in the past 22 years, from 1995 to 2017. Figure 1 shows the distribution of the incidents throughout EU Member States, with the highest number recorded in Germany (138 cases) followed by France (49) and Italy (29).

No incidents occurred in the following countries: Belgium, Bulgaria, Croatia, Cyprus, Estonia, Finland, Latvia, Lithuania, Luxembourg, Malta, Slovakia and Slovenia.

Denmark, France, Germany, Ireland, Italy, The Netherlands, Poland, Romania, Spain, Sweden and the United Kingdom reported incidents in the last five years, for a total of 118 cases; between January and May 2017, eight incidents occurred in France, three in Italy and one in the Czech Republic, representing the most recent data (Figure 2).

A total of 608 animals have been involved in 305 incidents. Germany presents the highest number of animals involved, coherently with its highest amount of incidents (Figure 3).

As described in the Methodology, incidents were divided into three categories depending on their effects and gravity. Figure 4 shows the percentages for each category, with an almost 50/50 split between incidents that had some consequences and those that had no consequences.

A total of 11 people were killed and 86 people were injured as a consequence of an incident involving a wild animal in a circus (Figure 5,6).

The species of animals involved in incidents that caused injury or death of one or more people are outlined in Figure 7, with the highest numbers caused by tigers and elephants.

A total of 91 individuals belonging to the Camelidae family were involved in incidents (63 in Category 1 accidents and 28 in Category 2, Figure 8). This corresponds to 15% of the animals that have been implicated in incidents, underlining the potential danger represented by these animals, often included among the domesticated ones by national legislations.

In total, 305 incidents involving wild animals in circuses were recorded in the EU in the past 22 years, from 1995 to 2017. Figure 1 shows the distribution of the incidents throughout EU Member States, with the highest number recorded in Germany (138 cases) followed by France (49) and Italy (29).
**Figure 1:** Incidents caused by wild animals in circuses in EU Member States between 1995 and 2017.

**Figure 2:** Number of incidents between 2013 and 2017 in EU Member States.

**Figure 3:** Total number of wild animals involved in incidents in EU Member States between 1995 and 2017.

**Figure 4:** Percentage of events for each category of incidents. The definitions of each category are described in section 4.3.

**Figure 5:** Number of people who were either injured or killed during an incident involving a wild animal in a circus.
5.4 Database of Wild Animals in EU Circuses.

Data concerning circuses using wild animals has been collected in each EU Member State and a total of 300 facilities have been recorded (Table 2). The circuses were divided according to their country of origin, which is not necessarily the country where they perform. A more detailed list with name of circuses, website links and sources is provided in Annex 6.

More precise data on the number of wild animals has been collected only for Portugal (762 wild animals in 41 circuses [16]), Germany (more than 900 wild animals in total – excluding camelids – in more than 330 circuses officially registered in 2012 [17]; minimum 300 wild animals – excluding camels – in 90 circuses estimated by Deutscher Tierschutzbund in 2017) and Italy (more than 2,000 wild and domestic animals in approximately 100 circuses in 2010 [18]). More details can be found in Annex 6.

Table 2: Total number of circuses with wild animals in each EU Member State.

<table>
<thead>
<tr>
<th>Country of Origin</th>
<th>Number of circuses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Czech Republic</td>
<td>9</td>
</tr>
<tr>
<td>Denmark</td>
<td>3</td>
</tr>
<tr>
<td>Finland</td>
<td>1</td>
</tr>
<tr>
<td>France</td>
<td>52</td>
</tr>
<tr>
<td>Germany</td>
<td>98</td>
</tr>
<tr>
<td>Hungary</td>
<td>5</td>
</tr>
<tr>
<td>Ireland</td>
<td>1</td>
</tr>
<tr>
<td>Italy</td>
<td>66</td>
</tr>
<tr>
<td>Lithuania</td>
<td>1</td>
</tr>
<tr>
<td>The Netherlands</td>
<td>2</td>
</tr>
<tr>
<td>Poland</td>
<td>5</td>
</tr>
<tr>
<td>Portugal</td>
<td>41</td>
</tr>
<tr>
<td>Romania</td>
<td>3</td>
</tr>
<tr>
<td>Slovakia</td>
<td>1</td>
</tr>
<tr>
<td>Spain</td>
<td>9</td>
</tr>
<tr>
<td>Sweden</td>
<td>3</td>
</tr>
<tr>
<td>UK</td>
<td>1</td>
</tr>
<tr>
<td>Grand Total</td>
<td>300</td>
</tr>
</tbody>
</table>

5.5 Rescue Centres and Sanctuaries Database

In strict collaboration with Eurogroup for Animals’ member organisations, a list of rescue centres and sanctuaries, mainly based in Europe, have been identified as being particularly appropriate to rescue circus animals (see below). These facilities have been evaluated as suitable either because they adhere to determinate criteria (like those specified by EARS in Annex 8), or because Eurogroup for Animals’ member organisations reported them as being particularly respectful to the welfare of animals. The column named ‘additional information’ includes further data about the centres, provided by Eurogroup for Animals’ member organisations.

In addition to the rescue centres and sanctuaries mentioned below, the NGO Animal Defenders International (http://www.ad-international.org/ad_i_home/) is regularly collaborating with a network of structures that rescue wild animals from circuses all around the world. More information can be requested by contacting the organisation directly.

Descriptive information on rescue centres and sanctuaries

Austria
Bärenwald Arbesbach
www.baerenwald.at
Animals: Bears
Ownership/Affiliation: EARS partner and Vier Pfoten rescue centre
Additional Information: They have former circus bears.

Belgium
De Zonnegloed Sanctuary
http://www.dezonnegloed.be/
Animals: Birds of Prey, Ungulates (Zebras)
Ownership/Affiliation: EARS partner

Natuurhulpcentrum Wildlife Rescue Centre
www.natuurhulpcentrum.be
Animals: Bears, Parrots, Birds of Prey, Great Apes (Chimpanzees), Lions, Tigers, Jaguars, Pumas, Cheetah, New World Monkeys, Old World Monkeys, Prosimians, Ungulates, other Mammals, Reptiles
Ownership/Affiliation: EARS partner
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Bulgaria
Dancing Bears Park Balista
www.vier-pfoten.org
Animals: Bears
Ownership/Affiliation: EARS partner and Vier Pfoten rescue centre
Additional Information: The rescue centre is supported by Fondazione Brigitte Bardot.

France
Elephanthaven
http://www.elephanthaven.com
Animals: Elephants
Additional Information: No animals are hosted yet, as the project is still in the planning phase.

Refuge de l’Arche
http://www.refuge-arche.org
Animals: Bears, Parrots, Birds of Prey, Lions, Tigers, Leopards, New World Monkeys, Old World Monkeys, Primates, Ungulates, Reptiles
Ownership/Affiliation: EARS partner

Tonga Terre D’Accueil
http://www.association-tonga.com
Animals: Primates, Big cats

Germany
Auffangstation für Reptilien
https://www.reptilienauffangstation.de
Animals: New World Monkeys, Old World Monkeys, other Mammals, Reptiles
Ownership/Affiliation: Member of Deutscher Tierschutzverband
Additional Information: They rescued a circus alligator that was confiscated in 2015. They could provide shelter for small exotic mammals

Anholter Bärenwald
http://www.baeren-anholt.de
Animals: Bears
Ownership/Affiliation: Rescue centre of International Bear Federation (IBF) and Deutscher Tierschutzverband
Additional Information: They host former circus bears as well as rescued bears from zoos and private owners

Bärenpark Schwarzwald
https://www.baer.de/projekte/alternativer-wolf-und-baerenpark-schwarzwald
Animals: Bears
Additional Information: They host former circus bears.

Bärenwald Müritz
www.baerenwald-muerritz.de
Animals: Bears
Ownership/Affiliation: EARS partner and Vier Pfoten rescue centre
Additional Information: They host former circus bears.

Gnadenhof Für Bären in Bad Füssing
http://gewerkschaft-fuer-tiere.de/gnadenhof-in-bad-fuessing.html
Animals: Bears
Additional Information: They rescued the last German circus bear last year and also other bears in the past.

Raukkatzenasyl Ansbach
http://www.raukkatzenasyl.de
Animals: Big cats

Tierart
http://www.tierart.de
Animals: Big cats
Ownership/Affiliation: Vier Pfoten rescue centre
Additional Information: They host one former circus tiger from Bulgaria.

Tierschutzverein Keller-Ranch
http://www.kellers-ranch.de
Animals: Primates
Ownership/Affiliation: Member of Deutscher Tierschutzverband
Additional Information: They rescued several apes (for example some Barbary macaques from circus Alberto) and also llamas and a dromedary from circuses.

Greece
Arcturos Environmental Centre
www.arcturos.gr
Animals: Bears
Ownership/Affiliation: EARS partner

Italy
Centro Recupero Animali Selvatici
Esotici di Semproniano
http://www.regione.toscana.it/-/centri-di-conservazione-ex-situ-della-fauna-e-della-flora-selvatica-art-9-1r-56-00-
Animals: Bears
Ownership/Affiliation: EARS partner
Additional Information: They host former circus bears.

BIO Animal Protection Centre
http://www.animalprotection.org
Animals: Bears
Ownership/Affiliation: Vier Pfoten rescue centre
Additional Information: They host former circus bears.

The Netherlands
AAP Rescue Centre for Exotic Animals
https://www.aap.nl
Animals: Great Apes, Lions, Tigers, Jaguars, Leopards, Pumas, Cheetahs, Kangaroos, Wallabies, New World Monkeys, Old World Monkeys, Primates, other Mammals, Ungulates
Ownership/Affiliation: EARS partner

Alertis Fund for Bear and Nature Conservation
http://www.alertis.nl
Animals: Bears
Ownership/Affiliation: EARS partner

Feldida
www.feldidabigcats.nl
Animals: Big cats
Ownership/Affiliation: Vier Pfoten rescue centre

UK
Lakeview Monkey Sanctuary
www.lakeviewmonkeysanctuary.com
Animals: New World Monkeys, Old World Monkeys, Primates, Ungulates, other Mammals
Ownership/Affiliation: EARS partner

Wild Futures
www.wildfutures.org
Animals: New World Monkeys
Ownership/Affiliation: EARS partner

Ukraine
Bear Sanctuary Nadiya
Animals: Bears
Ownership/Affiliation: Vier Pfoten rescue centre
Additional Information: They host former circus bears

South Africa
Lionsrock
http://www.lionsrock.org
Animals: Big cats
Ownership/Affiliation: Vier Pfoten rescue centre
Additional Information: It rescued 6 tigers from a German circus and has circus animals that came from the Dutch Felida project.

Spain
AAP Primadomus
https://www.aap.nl/en/primadomus-spain
Animals: Bears, Elephants, Great Apes, Lions, Tigers, Jaguars, Leopards, Pumas, Cheetahs, Kangaroos, Wallabies, New World Monkeys, Old World Monkeys, Primates, Ungulates (Zebras, Hippopotamus), other Mammals
Ownership/Affiliation: EARS partner

Spain
Fundacio Mona
www.fundaciomona.org
Animals: Great Apes (Chimpanzees), Old World Monkeys
Ownership/Affiliation: EARS partner

Ukraine
Bear Sanctuary Nadiya
Animals: Bears
Ownership/Affiliation: Vier Pfoten rescue centre
Additional Information: They host former circus bears

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6 DISCUSSION

6.1 OVERVIEW OF THE CURRENT LEGISLATION

In general, the majority of EU Member States do not have specific laws for the protection of animals in circuses. Mainly, this topic is covered by sections or articles of the Animal Welfare or Animal Protection Acts. Rationale for adopting the bans varied among EU Member States, including animal welfare, conservation, animal health, and public safety.

The legal provisions and regulations provided differ greatly from country to country, and even though 19 EU Member States have brought forward restrictions on the use of wild animals in circuses, only 11 adopted an actual ban, three of which prohibited the use of all species. However, as shown in section 5.1, a growing number of EU Member States/countries are planning to adopt a ban on the use of wild animals in the near future. Italy is proposing a gradual phase out of all animals in circuses, whereas Estonia, Finland, Slovakia, Luxembourg and Scotland are planning to phase out the use of wild animals only. It can then be expected that within a couple of years, 17 EU countries will have a total ban on the use of wild animals in circuses.

In addition, hundreds of municipalities in EU Member States have already taken measures to prohibit the use of animals in circuses at local level. However, circuses belonging to countries or municipalities that adopted restrictions can move to places where they are still allowed to perform. This has several negative consequences:

- The 19 EU Member States, which already adopted restrictions on the use of wild animals in circuses, are still compelled to accept circus animals being moved through their territory.
- Circuses are forced to cover larger distances to reach sites in which they are authorised to perform. Consequently, animals spend more time in lorries, and their welfare is even more seriously compromised.
- The increased number of journeys and distances covered by circuses amplify the risk of spreading diseases and create more loopholes that allow for exploitation of criminal activities.

Consequently, only a coordinated approach among EU Member States can guarantee the end of these outdated entertainments and a coherent and effective solution to the physical and emotional suffering of wild animals in circuses and to the related health and conservation risks.

Finally, although this report addresses only the use of wild animals in circuses, it should be acknowledged that domestic animals also suffer in circuses, as recognised by the four EU Member States banning all animals’ use. They are subject to many of the same welfare problems as captive wild animals and, although indicators of poor welfare may be less obvious in domestic animals, there is evidence that shows that they do suffer as a result of poor husbandry or confinement situations.[1][2][3][4]

6.2 ENFORCEMENT OF NATIONAL BANS

Even if four out of the nine countries did not reply to the questionnaire, the data collected among the five other countries provide interesting information. The replies received from the Dutch and Belgian competent authorities are particularly informative, as only the Netherlands and Belgium had to deal with dismissed animals to rehome after the adoption of the ban, while there were no national circuses in Greece, Croatia and Slovenia. In Belgium and the Netherlands, circuses were not allowed to keep the animals after the ban and they have been responsible for rehoming the animals. In no cases financial aid was allocated to the circuses by the governments. Nevertheless, thanks also to the support offered by NGOs in finding suitable facilities for rehoming animals and in monitoring the enforcement, the ban has been enforced without major hurdles and with a limited number of infringement cases (none in Greece).

The ban was only challenged in court in Belgium, but the legitimacy of the ban has then been acknowledged. In the Netherlands only the date of implementation has been challenged to court.

6.3 ISSUES OF PUBLIC SAFETY AND SECURITY IN CIRCUSES

The data analysis indicates that during the past 22 years, animals from circuses have been involved in or have caused incidents in a striking number of cases: 305 involving 608 animals (Figures 1 & 3), with an average of 15 per year in the whole EU. This data is even more striking if we consider the limited number of circuses using wild animals in Europe and the relatively small amount of animals potentially implicated.

With no surprise, the countries with the highest number of incidents are those that did not adopt any kind of restriction on the use of wild animals in circuses: Germany, France and Italy (Figure 1 and Table 1). Obviously, in Member States such as Belgium, Bulgaria, Croatia, Cyprus, and Malta, the adoption of the ban prevented this type of incidents from happening. The cases reported in Austria, Greece and the Netherlands, that recently adopted a ban, happened before the ban’s implementation and no other cases were reported afterwards.

In other EU Member States, incidents are still continuing to happen and 118 cases have been recorded in the last five years (Figure 2). In the first six months of 2017, 12 accidents have already been reported in the media.

Incidents happen because wild animals are unpredictable and can become aggressive and very dangerous to people, the proximity of people to such animals and the temporary nature of the circuses’ infrastructures means that these shows can never be completely safe for trainers, public and animals.[5][6][7][8][9][10]

Wild animals in circuses are individuals forced to adapt to and submit themselves to humans. They are sometimes referred to as tamed animals, but they cannot be considered domesticated.[11][12][13] Apart from elephants, that are mainly wild-caught, circuses breed with animals available to them.[14][15][16][17] and there is no evidence on consequent selective reproduction.[18] Thus, genetically wild animals in circuses are identical to their wild conspecifics. They express similarly high motivation to perform their species-specific behaviours.[19][20][21] and their instincts are unaffected. As a result, (tamed) wild animals in captivity are often unpredictable and under stressful circumstances likely to become aggressive.[22][23][24][25] In 2015, 28 scientists with extensive research records in wildlife biology/ ecology/ ethology signed a statement affirming that for all the above mentioned reasons, wild animals are not suited for a life in circus entertainment (see Annex 2).

2 https://ec.europa.eu/food/animals/health_en
Figure 4 shows that 47% of incidents had consequences and 4% provoked the death of a person. The level of gravity varied from case to case, from events where animals caused some public disorder such as roadblocks and traffic jams, to situations in which people were injured or killed by an animal (Figure 4, 5). On average, one person is killed every two years, shocking data, again, especially considering the relatively small amount of animals potentially implicated.

The remaining 49% of incidents did not cause any particular consequence, and they include mainly animals escaping from their enclosures. The animals were promptly recaptured and no damage was done. However, the potential for more serious consequences is undeniable. Wild animals are always potentially dangerous, especially when they live in unsuitable environments, where they are under stimulated, not properly taken care of, or even mistreated. The absence of consequences in 49% of the incidents should then be considered as purely fortuitous.

Furthermore, these incidents underline the inadequate temporary infrastructures from which animals are likely to escape, and the low security measures present in circuses. These are not necessarily due to a lack of care from the circus workers, but are the inevitable consequence of the temporary nature of traveling circuses and the close proximity of dangerous animals to the public, which are intrinsic characteristics of this kind of public entertainment. In addition, the lack of financial and human resources is a limiting factor for the application of safety measures.

It is important to underline that the data presented above is clearly an underestimation of the real number of incidents. This is due to the following factors that seriously limited the access to the data and information on the accidents:

- Local media does not report all incidents. This can be a particularly relevant factor to the underestimation of incidents that occurred, especially in the first years covered by our research, when the media attention for this kind of news and media presence online was lower;
- Most of the news is published only by local press, in the national language. This limited the access to the information especially in countries where Eurogroup for Animals does not have any member organisation (Portugal and Hungary).

Nevertheless, the data collected clearly demonstrates that the use of wild animals in circuses is a significant risk factor for public safety and security, which justifies a total ban even at EU level.

### 6.4 DATABASE OF EU CIRCUSES WITH WILD ANIMALS

Originally, the purpose of this database was to provide an exhaustive list of all the circuses still using wild animals in the EU. However, the difficulties encountered during the data collection and the uncertain reliability of some information allowed only for the estimation of the minimum number of circuses using wild animals in the EU (300, see Table 2 and Annex 6).

Data on the number of circuses in the EU and on the number of held animals are difficult to collect as circuses are not static entities; they continuously change their names, split in smaller units or merge in bigger ones, they share, and exchange or sell animals, or perform without animals in certain months of the year.

The impossibility to trace the movements of circuses and their animals also clearly indicates the difficulties for national competent authorities to monitor the activities of circuses and the respect of the national legislation.

For the same above mentioned reasons, it has been impossible to estimate the total number of animals used in EU circuses. The last figure dates back to 2005 and estimated 2,400 to 5,900 animals of both wild and domestic species.

Nevertheless, the collected information indicates that France, Germany, and Italy present the highest number of circuses and animals, which is also coherent with the number of recorded incidents (Figure 1, Table 2).

### 6.5 RESCUE CENTRE AND SANCTUARIES DATABASE

When bans on the use of wild animals in circuses are adopted, circuses and/or national authorities have to find a solution for managing the dismissed animals. Circuses are responsible for deciding what to do with the animals. Although some of the animals are rehomed in rescue centres, sanctuaries or zoos, unfortunately others are sold to private owners, euthanised for fur or to feed carnivores, abandoned or left to slowly die in the circuses’ winter quarters.

In some cases, circuses move to other countries or give their animals to circuses performing in countries without a ban. Consequently, while the ban will have an indisputable benefit for the future generations of animals that will be spared the suffering of a circus life, it risks not actually improving the destiny of the animals currently involved. Circus animals should instead be rehomed in certified rescue centres and sanctuaries that can offer appropriate housing, respectful of the animals’ ethological needs.

Table 15 provides an overview of the rescue centres and sanctuaries that have been indicated by Eurogroup for Animals’ member organisations as some of the most suitable ones to rehome wild animals from circuses. These facilities are genuinely committed to provide a better life to the animals, after years of mistreatment and suffering.

Most of the rescue centres and sanctuaries mentioned in section 5.5 are partners of the European Alliance of Rescue Centres and Sanctuaries (EARS). This is because members of EARS commit to respect specific criteria (listed in Annex B) to support, promote and achieve continuous improvements in animal welfare.

Other listed facilities are members of some of Eurogroup’s member organisations, such as Four Paws, Fondation Brigitte Bardot, LAV and Deutscher Tierschutzbund. Furthermore, organisations such as Animal Defenders International (ADI), AAP Animal Advocacy and Protection (AAP) and others are also providing support to identify facilities that have not been included in section 5.5, evaluating the best solution for each individual case. Also zoos can be available to rescue circus animals, but only on an occasional basis, as not all zoos have the expertise or the willingness to accommodate traumatised animals that might need particular care to recover and be rehabilitated.

Indeed, the rescue and rehabilitation process of circus animals is complex and expensive, and since governments do not provide any financial support, the costs are fully covered by NGOs or citizens.
Wild animals in circuses are bought and sold, prematurely separated from their mothers and then from conspecifics, confined or chained and forced to stand for hours and frequently moved in small compartments on trains or trucks. They are required to perform behaviours never seen in their natural environment.

Supporters of the use of wild animals in circuses claim that these animals do not possess the same behavioural and physiological needs as their wild counterparts, as they have been bred in captivity, sometimes even for several generations, and thus the welfare of these animals in not affected. Yet, scientists, veterinarians, competent authorities and NGOs have all demonstrated that this claim cannot be substantiated by scientific arguments and that circuses fail to provide basic social, spatial and health requirements for wild animals (see Annexes 1 and 2). Life for wild animals in circuses does not appear to constitute either a ‘good life’ or a ‘life worth living’.

The information presented in this report demonstrates that the use of wild animals in circuses is not only an issue for animal welfare and public safety arguments, but also for public safety and security. Incidents involving animals in circuses occur regularly and frequently, causing varying degrees of public disorder or even the injury or the death of people.

Besides animal welfare and public safety arguments, there is also an increasing concern that animals used for public entertainment do not have any educational value and, on the contrary, may have negative impact on the public’s perception, especially children, of wild animals, soliciting joy and amusement responses while looking at animals behaving unnaturally, feeling discomfort and being punished (see Annexes 3 and 4).

Most EU Member States and hundreds of municipalities have already taken measures to restrict the use of wild animals in circuses. However, circuses belonging to countries or municipalities that have adopted restrictions can move to places where they animals are still allowed to perform. Consequently, only a coordinated and full ban in all EU member states can guarantee a coherent and effective solution to the physical and emotional suffering of wild animals in circuses and to the related public security risks. Given the cross-border nature of the issue and the related risks for the safety of both people and animals, an action of the European Commission for an EU ban is also legitimate and perfectly justified.

The experience of EU Member States that have already adopted bans shows that, thanks also to the support provided by NGOs in finding suitable structures for rehoming the animals, cases of infringement have been limited and the ban has been respected without major challenges or problems for the involved national governments.

Public support for transporting wild animals in the back of trucks around towns and for public entertainment is long gone. Now it is time to adopt a total EU wide ban on the use of wild animals in circuses, to show future generations that these magnificent animals deserve respect and protection instead of suffering and humiliation.
FVE position on the use of animals in travelling circuses

The use of any animal species (including birds, reptiles, and domesticated species) in any entertainment, travelling or otherwise, should be submitted to scientific and ethological consideration.

The use of wild mammals, especially elephants, big cats (lions and tigers) in travelling circuses reflects a traditional, but outdated, view of wild animals. These animals have the same genetic makeup as their counterparts in the wild and retain their natural instinctive behavioural drives and needs. The needs of non-domesticated, wild mammals cannot be met within a travelling circus; especially in terms of housing and being able to express normal behaviours.

There is little or no educational, conservational, research or economic benefit derived from the use of wild mammals in travelling circuses that might justify their use. In addition to the welfare considerations, the use of wild mammals in circuses can represent serious animal health and public health and safety risks. These wild mammals can cause physical injury to the public and their keepers and zoonotic disease transmission. Public polls show that an overwhelming majority of the public backs a ban on wild animals performing in circuses.

Many European countries, such as Austria, Belgium, Bulgaria, Croatia, Cyprus, Estonia, Greece, Slovenia, Poland and Malta, have already prohibited the use of all (wild) animals in circuses. Other countries are currently examining a prohibition e.g. Netherlands and the UK, or have severely restricted the number of species permitted in travelling circuses, e.g. Denmark, Finland, Hungary, Portugal, Norway, Slovakia and Sweden.

FVE, aiming to "promote animal health, animal welfare and public health across Europe" therefore recommends: all European and national competent authorities to prohibit the use of wild mammals in travelling circuses across Europe since there is by no means the possibility that their physiological, mental and social requirements can adequately be met.

Suitable sunset provisions, re-housing opportunities and in some cases as last resort euthanasia need to be worked out with the circus owners.

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INTRODUCTION

In recent years, there has been an increasing discussion about the justification for the use of wild animals in public entertainment. This has been reflected in different national legislations and by now, 18 EU-countries have adopted limitations on using wild animals in circuses.

The supporters of the use of wild animals in circuses claim that these animals do not possess the same behavioral and physiological needs as their wild counterparts, as they were born in captivity, sometimes even for several generations, and thus that these animals’ welfare is not affected.

The purpose of this document is to provide a broad scientific consensus that this claim cannot be substantiated by scientific arguments. This statement clearly explains the differences between tamed and domesticated animals and lists the welfare implications that life in circuses has on the welfare of wild animals, both at individual and social levels. The undersigned scientists with extensive research records in wildlife biology/ecology/ethology, pose that wild animals are not suited for a life as circus entertainment.

TAMED OR DOMESTICATED: A CRUCIAL DIFFERENCE

Wild animals used in circuses are tamed, not domesticated, in entertainment practices it is often unavoidable that social animals are housed singly, in groups smaller than the average in the wild or in unnatural groupings (Agoramoorthy and Hsu, 2005). This prevents establishment of normal social dynamics and has significant consequences for behavior, welfare and reproduction (Price and Stoinski, 2007).

FREQUENT TRAVELING: wild animals show signs of behavioral and physiological distress when travelling (Montes et al, 2004), in contrary to habituation seen in domesticated animals (Grandin, 1997). A study of captive black rhinoceroses demonstrated a connection between transport and the immediate development of a skin disease (Munson et al, 2005). Although habituation to travel was suggested (Kiley-Worthington, 1990; Toscano et al, 2001), in circuses tigers pacing was reported to increase with prolonged travel time (Neill and Friend, 2006) as were altered levels of stress hormones (Dembiec et al, 2004).

TRAINING AND PERFORMANCE: the majority of the evidence available suggests that performance acts in the presence of spectators may cause severe stress to wild animals (Hossey, 2000; Carlestad & Brown, 2005). These stressful situations include restricted movement options, incorrect (artificial) lighting, exposure to loud or aversive sounds, uncomfortable or disturbing odors and temperatures (Morgan and Tromborg, 2007). The type of training that is used highly affects the welfare of the animals, since training procedures that include physical punishment will be stressful for and impose fear on the animals undergoing them (Morgan and Tromborg, 2007). Finally, joint and herd problems result from circus elephants repeatedly assuming unnatural positions during performance (Kuntze, 1989). Stereotypic behavior is associated with performances in circus elephants (Friend and Parker, 1999) and tigers (Krawcil et al, 2005).

CONCLUSIONS

Wild animals used in circuses are tamed, not domesticated, and evidence from literature demonstrates that circuses are an unsuitable environment for wild animals. For wild animals in general, circuses fail to provide some of the most basic social, spatial and health requirements. The ability to execute many natural behaviors is severely reduced, while the animals are obliged to perform unnatural behavior. As a direct consequence, their welfare, health and reproduction are significantly reduced.

Highly social animal species such as elephants and wide-ranging species like big carnivores are amongst the most popular species kept in circuses (Gallardo, 2005), whereas they also appear to be the least suitable to circuses (T. A. E. R. Project, 2008; Iossa et al, 2009). This has already been recognized in many countries across the world where (some or all) wild animals have become prohibited in circuses.

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Professor of Veterinary Medicine, University of California-Davis

Richard Byrne
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Tomás Camps
Veterinarian and Ethologist, Autonoma of Barcelona

Immaculada de Vicente
Associated Professor Ecology Department, University of Granada

Debra Durham
Board of Directors, Terra Mar Research

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Gustavo Gandini
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Stephen Harris
Professor, University of Bristol

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Elfriede Kalcher-Sommersguter
Institute of Zoology, University of Graz

Marina Mangas Sánchez
Biologist, wildlife ecologist

Debra Merskin
Associate Professor, University of Oregon

Manfred Niekisch
Professor for International Nature Conservation, Goethe University, Frankfurt

Joyce H. Poole
Co-Founder, Co-Director, ElephantVoices
Biology Harvard University

WILD ANIMALS IN EU CIRCUSES

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Clubb R. and G. Mason


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Dembiec D., R. Snider and A. Zanella


Detting A., J. Feldon and C. Pryce


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Hosey G.


Howard S., R. Gandelman and C. Rosenthal


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Kiley-Worthington M.


Kiley-Worthington M.


Krawcew P., T. Friend and A. Windom


Kuenzel C., S. Kaiser, E. Meier and N. Sachser


Kuntze A.


Latham N. and G. Mason


McEwen B.


Montes L. G. McLaren, D. Macdonald and R. Mian


Morgan K. and C. Tromborg


Munson L., J. Koehler, J. Wilkinson and R. Miller


Nevill C. and T. Friend


Price E.


Price E.


Price L. and T. Stoinski


Reimers M., F. Schwarzenberger and S. Preuschoft


Ricker, J. L. Skoog and J. Hirsch


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Warwick C.


Pedersen V. and L. Jefferson


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Ricker, J. L. Skoog and J. Hirsch


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Circus position statement, 2008.

Toscano M., T. Friend and C. Nevill


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Warwick C.

WILD ANIMALS IN EU CIRCUSES

PROBLEMS, RISKS AND SOLUTIONS

including:

The statement has been signed by over 100 psychologists
anthrozoology scientist; writer and essayist.
psycho-therapist, grapho-analyst, hypnosis-therapist,
Promoter: Annamaria Manzoni
– Psychologist,

A radical change of these traditions to ban the use of
and the community of animals, and consequently
the psychological well-being of the individual, the group
The undersigned psychologists

Indeed, these experiences entail that the animals are
deprived of freedom, kept in unnatural settings under
conditions not respectful of their needs, and are forced to
perform unnatural behaviour.

Such contexts, far from facilitating and promoting learning
about the animals' nature and needs, may promote a lack
of respect for living beings, lead to the denial of pain
messages and hinder the development of empathy which is
critical during the development and growth process as they
may solicit an incongruous response – that is, amusement
and joy - to punishment, discomfort and injustice.

The undersigned psychologists are dedicated to promote the
psychological well-being of the individual, the group
and the community of animals, and consequently call for
a radical change of these traditions to ban the use of
animals in circuses and other shows.

Promoter: Annamaria Manzoni – Psychologist,
psycho-therapist, grapho-analyst, hypnosis-therapist,
anthrozoology scientist; writer and essayist.

The statement has been signed by over 100 psychologists
(full list is available here: https://goo.gl/QhhK2m),
including:

Melanie Joy, Professor of psychology and sociology at the
University of Massachusetts (Boston); author of articles
and books, like the best seller Why We Love Dogs, Eat Pigs,
and Wear Coats.

Jeffrey Moussaieff Masson, Psychoanalyst with PhD on
Sanskrit and Indian studies, Project Director of the Freud
Archives. Expert on animal psychology. Author of several
international bestsellers, like When Elephants Weep.

Fulvio Scaparro, Professor of psychopedagogy and
psychology at the University of Milano. Expert on
childhood, adolescence, elderly and ADR (Alternative
Dispute Resolution). Writer, columnist and journalist.

Camilla Pagani, Researcher at the Institute of Cognitive
Sciences and Technology, National Research Council;
Fellow at Denver University, the Graduate School of Social
Work, Institute for Human-Animal Connection.

Marco Poli, Director of the Institute of Psychology, Milano
University; Doctor and Psychologist.

Stefano Federici, Associate Professor of General
Psychology, University of Perugia.

Chira Rigamonti, Researcher on Clinical Psychology,
University of Milano; Referee for the Journals Ricerche di
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Domenico Barrilà, Psychologist and Psychoanalyst.

Valeria La Via, Psychologist and Psychoanalyst.

Laura Occhini, Researcher, University of Siena.

Marina Valcareghni, Psychologist and Psychoanalyst.

Marcella Danon, Psychologist and Journalist.

Mariangela Ferrero, Psychologist and Psychotherapist

ANNEX 3

ANNEX 4

PSYCHOLOGISTS’ STATEMENT ON THE ANTI-PEDAGOGICAL VALUE OF
THE ABUSE OF ANIMALS IN CIRCUSES AND PERFORMANCES

RATIONALITY

Animal performances in circuses are very popular with
children, who are encouraged to attend this sort of
entertainment by parents, schools, media, and those who
stand to profit – the circus companies themselves. Children
watch animals on stage being forced to perform tricks and
behave in ways that are not natural to them. After the
show, they often watch them in trailers, cages, or chained,
which may give them the idea that there is nothing wrong
with this sort of treatment of animals in captivity.

Many animals, especially wild species, are subjected from a
very young age to brutal training methods meant to force
them into submission and teach them to follow commands.
During the circus season, the animals are frequently
moved between locations in cramped and dark trailers.
They spend most of their days in small cages or tethered,
deprived of sufficient living space, unable to satisfy their
basic needs, such as socialising with their conspecsips.
ANNEX 5

QUESTIONNAIRE ON THE ADOPTION OF THE BAN ON THE USE OF ANIMALS IN CIRCUSES

Please note that the questionnaire’s results will be used exclusively to identify best practices for the adoption and implementation of a ban on the use of either all, or exclusively wild, animals in circuses in European countries. The analysis of the results will be published in a final report. Names and contact details of contributors will not be identified in any report or documentation.

1. Date of adoption of the ban and date of its implementation
2. Who initiated the process for the adoption of the ban?
3. What were the main challenges encountered during the process of adoption of the ban?
4. What were the main challenges encountered after the adoption of the ban?
5. What is the national authority in charge of verifying the correct enforcement of the ban?
6. Which measures have been established to monitor the enforcement of the ban?
7. Did your government allocate any additional specific resources (financial or technical) to the agencies tasked with the enforcement of the ban? If YES, in which way?
8. Have circuses been allowed to keep their animals belonging to forbidden species until the natural end of their lives? If YES:
   a) Could circuses still use them in performances?
   b) Could they transport them from one performing location to another?
9. If the answer to the previous question is NO and the animals had to be rehomed, please answer the following questions:
   a) Who was responsible for their rehoming?
   b) Did the government compensate the circuses for giving up the animals? Did the government pay their rehoming and keeping?
   c) Where were they rehomed?
   d) Is there a record of the species and numbers of animals that were rehomed? If possible, please provide this information.
10. Has any procedure been put in place by your government for the vocational retraining of animal’s trainers and other employees involved in the management of the animals? If yes, please detail.
11. Did circuses respect the ban or were there cases of infringement? If there were, please briefly describe the cases and what measures have been taken.
12. Has the ban been challenged in court? If so, what was the final result? If the process is ongoing, please briefly describe the current state of affairs.
13. Any other information or points you would like to include:

ANNEX 6

LIST OF CIRCUSES USING WILD ANIMALS IN THE EU

CIRCUS DATABASE

<table>
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<td>Zirkus Malleo and Jörg Probst</td>
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<td>Circus Quaiser</td>
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<td>Circus Renz</td>
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<td>Circus Rolles</td>
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<td>Circus Klasik Trumpf</td>
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<td>Circus Verona</td>
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<td>Circus Alfons Wilhem</td>
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<td>Circus William</td>
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<td>Circus Zamunda</td>
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**Hungary**

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<tr>
<td>Picard Cirkusz</td>
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<td>Edelris Cirkusz</td>
<td><a href="http://www.edelriscirkusz.com">http://www.edelriscirkusz.com</a></td>
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<tr>
<td>Richter Florian Cirkusz</td>
<td><a href="http://richterfloriancirkusz.hu">http://richterfloriancirkusz.hu</a></td>
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<tr>
<td>Magyar Nemzeti Cirkusz</td>
<td>[<a href="http://www.magyar">http://www.magyar</a> nemzeticirkusz.hu](<a href="http://www.magyar">http://www.magyar</a> nemzeticirkusz.hu)</td>
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<td>Nagy Cirkusz - Capital Circus of Budapest</td>
<td><a href="http://www.nagyhu.hu">http://www.nagyhu.hu</a></td>
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**Ireland**

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<td>Country</td>
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<td>Lithuania</td>
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<td>Cyrk Vegas</td>
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<td>Rocking Circus</td>
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<td>Micro Safari</td>
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<td>Circo Gottani</td>
<td>[<a href="http://www.cir">http://www.cir</a> cogottani.com](<a href="http://www.cir">http://www.cir</a> cogottani.com)</td>
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<td>UK</td>
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ANNEX 7
ANIMALS IN CIRCUSES: PORTUGAL, GERMANY AND ITALY.

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<thead>
<tr>
<th>Portugal</th>
<th>Germany</th>
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<tr>
<td>234 birds</td>
<td>71 lions</td>
<td>160 tigers</td>
</tr>
<tr>
<td>186 reptiles</td>
<td>91 tigers</td>
<td>60 lions and other big cats</td>
</tr>
<tr>
<td>100 piranhas</td>
<td>2 ligers</td>
<td>140 camels and dromedaries</td>
</tr>
<tr>
<td>42 scorpions</td>
<td>2 leopards</td>
<td>50 elephants</td>
</tr>
<tr>
<td>35 lions</td>
<td>1 serval</td>
<td>80 bovid (comprise of bison)</td>
</tr>
<tr>
<td>30 tigers</td>
<td>50 elephants</td>
<td>60 llamas</td>
</tr>
<tr>
<td>28 camels</td>
<td>10 primates</td>
<td>20 hippopotamuses</td>
</tr>
<tr>
<td>22 tarantulas</td>
<td>2 rhinoceroses</td>
<td>9 giraffes</td>
</tr>
<tr>
<td>18 pacu</td>
<td>3 hippopotamus</td>
<td>6 rhinoceroses</td>
</tr>
<tr>
<td>11 alpacas</td>
<td>5 giraffes</td>
<td></td>
</tr>
<tr>
<td>8 sharks</td>
<td>11 sea lions</td>
<td></td>
</tr>
<tr>
<td>6 crocodiles</td>
<td>&gt; 50 zebras</td>
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<tr>
<td>6 iguana</td>
<td>5 kangaroos</td>
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<tr>
<td>5 lions</td>
<td>1 red fox</td>
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</tr>
<tr>
<td>5 guanaco</td>
<td>2 bison</td>
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</tr>
<tr>
<td>5 lizards</td>
<td>3 emus</td>
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</tr>
<tr>
<td>3 gecko</td>
<td>2 ostriches</td>
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</tr>
<tr>
<td>2 bison</td>
<td>200-250 camelids</td>
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1 234 birds (source: https://goo.gl/YfjxEK)
2 Minimum numbers, Deutscher Tierschutzband personal communication

ANNEX 8
CRITERIA FOR JOINING THE EUROPEAN ALLIANCE OF RESCUE CENTRES AND SANCTUARIES (EARS)

(approved at http://ears.org/join-ears/become-a-partner)

APPLICANTS WILL NEED TO PROVIDE EVIDENCE OF THE FOLLOWING:

1. Operate a rescue and rehabilitation centre and/or a sanctuary in Europe.

2. Is a legal entity with the necessary national licence and/or permits.

3. Strive to provide humane and responsible care. The outcome of this should stimulate and support: Expression of natural species-specific behaviour (physical, social and psychological): Partners should strive to provide all species and individuals with a suitable environment that allows the expression of a natural repertoire of physical and social activity and behaviour, and supports psychological well-being. Good physical health: Partners should provide a management system, including professional veterinary care and quarantine (or isolation facilities as appropriate), environment and healthcare regimes that support animals to maintain an appropriate weight and body condition for the species and individual; be free of pain, injury and disease; and display an appropriate degree of physical mobility and flexibility. This requires Partners to keep up-to-date with and apply best practice in rehabilitation and captive care according to current scientific knowledge and practice.

4. Do not buy, sell, or trade animals.

5. Work to ensure intake and outplacement helps to reduce the reasons that cause animals to need rescue, rehabilitation and sanctuary, and not increase it.

6. Work to prevent the need for sanctuaries and rescue centres, e.g. through education and involvement in conservation issues.

7. Provide education as a condition for the visiting public.

8. Restrict physical contact between the public and animals.

9. Do not conduct research if it compromises animal welfare and/or conservation.

10. Use appropriate measures to prevent propagation including species appropriate contraceptive programmes.

11. Conduct euthanasia only for terminally ill, critically injured, or severely psychologically and behaviourally impaired individuals, for whom there is no reasonable recovery and quality of life. This should be determined by a multi-disciplinary team, including a qualified vet and behavioural specialist, taking into consideration physical and psychological impacts.

12. Consult and follow taxon/species appropriate guidelines for rehabilitation and reintroduction practice.

13. Actively engage with the alliance and work in the spirit of collaboration, sharing knowledge and information.