

# Removing the Blinkers:

*The Health and Welfare of European Equidae in 2015*



**WorldHorseWelfare**

**EUROGROUP  
4ANIMALS**

A World Horse Welfare and Eurogroup for Animals report

# Foreword

The influence of equidae can be seen in every European Member State. From the heroic and beautiful, historic equestrian statues in our capital cities, to the beloved companion, international athletes and working equidae of today, these animals are still integral to many aspects of our lives.

The European Commission organised the first meeting of experts on the welfare of horses last year. At this event, despite the above, several European stakeholders highlighted that more information on the equine sector in the European Union was needed. Such information could help to meet the health and welfare needs of these animals.

This report, prepared by World Horse Welfare and Eurogroup for Animals, builds on the experience of the first expert meeting, and is welcome because it starts an important debate. Under discussion is the size, scope and position of the equine sector in the European Union, and how to address the key welfare challenges facing equidae.

The main elements that emerge from this report show that high standards of health and welfare are essential for the success of the equine industry. The outcomes of this report encourage us to work together to meet those standards which would bring benefits not only to equidae but to people too. I would like to thank everyone who has played a role in putting this report together and to build from this.

Andrea Gavinelli

A handwritten signature in black ink, appearing to read 'Andrea Gavinelli', with a stylized flourish at the end.

Head of Animal Welfare Unit, DG SANTE

# Contents

5	<i>Thanks and acknowledgements</i>	46	<b>Chapter two – The equid in legislation</b>
7	<i>Executive summary</i>	47	<i>What is an equid?</i>
9	<i>List of recommendations</i>	49	<i>Application of Council Regulation (EC) No 1/2005 to registered equidae</i>
11	<i>Glossary of terms</i>	51	<i>Equidae in other areas of EU law</i>
12	<i>List of acronyms</i>	51	<i>Identification and registration</i>
13	<i>Themes of the report</i>	53	<i>When is an equid a farm animal?</i>
14	<i>Introduction</i>	55	<i>Welfare at the end of life</i>
15	<b>Chapter one – The size and scope of the equine sector</b>	59	<i>Is self-regulation the answer?</i>
16	<i>How many equidae in the EU?</i>	62	<i>Differing penalties</i>
18	<i>Per capita equine populations</i>	62	<i>Neglect – different sectors, similar problems</i>
20	<i>Foundations of local economies</i>	65	<b>Chapter three – Key problems for equidae</b>
22	<i>Movement of equidae</i>	66	<i>The equine identity crisis</i>
25	<i>A changing picture</i>	68	<i>Continuing welfare problems</i>
27	<i>Europe as a centre for competition</i>	70	<i>Enforcement issues</i>
29	<i>Opportunities – but also risks</i>	71	<i>A sporting chance</i>
31	<i>The invisible equidae?</i>	74	<i>A European standard</i>
36	<i>Breeding of equidae</i>	75	<i>Beyond Europe</i>
38	<i>Beyond culture, beyond economics</i>	78	<b>Conclusion</b>
40	<i>Do the markets protect equidae?</i>	79	<b>References</b>
42	<i>Wild and semi-feral equidae</i>	81	<b>Annexes</b>
44	<i>End of life decisions</i>		

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<sup>1</sup>Please note that acknowledgement of information received does not imply an endorsement of the conclusions of the report.

## Executive Summary

This report aims to give a snapshot of equidae and the equine sector in the EU in 2015, uncover welfare problems, analyse the legislation currently in place affecting them, and recommend how legislation can better protect these animals.

Equidae in 21st century Europe play a myriad of roles – they are perhaps the most versatile animals humans have domesticated. While this diversity of use has ensured that equidae have remained close to humans, it has also created problems when seeking protection for them in law. Equidae do not fit neatly into the categories used in modern legislation and policy, meaning that they can easily fall into gaps between laws drafted for pets and those aimed at farm animals, often to the detriment of their welfare.

### Versatility and variety

Based on averaging the available figures, the European Union (EU) has around seven million equidae, used for a wide variety of purposes – although it should be noted that this figure probably underestimates the true equine population. The equine sector:

- Provides employment to at least 896,000 people across the EU.
- Is worth over €100 billion per annum.
- Uses at least 2.6 million hectares of land in the EU.

The scale and breadth of the sector, coupled with its fragmented organisational structure, mean that the information available is often skewed towards more centrally organised aspects or pursuits, such as high-level sports and racing.

Equidae are also essential working animals in some areas of the EU, with many more kept as pets or leisure animals. These animals may never be registered with a centralised organisation, and will therefore not be included in official figures from stakeholder bodies. Legislators must be aware of the existence of these animals and their owners, and ensure that policies take their needs into account. Indeed, further research may well be needed if policy making is to be sufficiently holistic to cater for equidae.

### Challenges in legislation

Depending on where they are and how they are used, equidae may be classified as farm animals or pet animals in legislation. In EU legislation there are at least three different official definitions of ‘equidae’, three sub-categories of equid, and several context-specific definitions which depend on how the animal is being used. Equidae may also be wild animals.

Across the 28 Member States, there are considerable differences in some aspects of legislation. Most have some form of animal welfare legislation, but the provisions of this legislation vary greatly with a number of fundamental differences, such as the legal grounds for euthanasia.

EU legislation is often enforced differently across the EU. Council Regulation (EC) No 1/2005 on the protection of animals during transport and related operations is a particular cause for concern – not only do the provisions of the Regulation fail to follow up-to-date scientific evidence about the effects of long-distance transport on equidae, but levels of enforcement are highly variable across the EU. In addition, this regulation pertains mostly to transportation for commercial purposes. Commission Regulation (EC) No 504/2008 (the equine identification Regulation) was highlighted as another area for concern by the 2013 horse meat scandal – progress is now being made, with Commission Implementing Regulation (EU) 2015/262 (laying down rules pursuant to Council Directives 90/427/EEC and 2009/156/EC as regards the methods for the identification of Equidae (Equine Passport Regulation)) having been agreed upon by Member States and the Commission - but with some Member States reporting more than 70 Passport Issuing Organisations operating within their borders, it is hardly surprising that at the moment the system is fragmented and confusing. This is indicated by the variety of estimates that are provided for the equine population of the EU. A properly functioning identification system would remove this uncertainty.

### Continuing welfare problems

Unfortunately, equidae continue to suffer welfare problems across the EU. While some Member States face unique challenges, a number of themes have become clear. The most commonly perceived problems, as reported by respondents to a survey of European non-governmental organisations (NGOs) are:

- Problems with the environments and ways in which equidae are kept, including:
  - environments with a lack of space;
  - long periods of confinement without access to turnout, and environments which do not provide social interaction;
  - a lack of knowledge of proper equine care among equid owners, and;
  - neglect (failing to meet basic needs such as the need for food or water).
- Training and handling methods, including welfare problems in sport.
- The use of equidae for meat.
- The treatment of working equidae.
- A lack of access to professionals such as veterinarians, farriers to provide hoof-care and saddlers to provide well-fitting harnesses.

With this in mind, we have made a number of specific recommendations to the European Commission, Competent Authorities, the Food and Veterinary Office and equine sector bodies. These should ensure that:

- Equine welfare and health is protected at EU level through adequate and enforceable legislation and through effective implementation and enforcement of such legislation.
- The threat posed to the sector by disease is recognised and addressed.
- A greater awareness of the versatility of equidae is provided for both in policy development and legislation.
- A consistent approach is taken to how equidae are defined and treated within EU law.

# Recommendations

## The European Commission:

- Should commission a Eurostat study to analyse the economic and social impact of all aspects of the equine sector.
- Should make TRACES data available to the public with far less delay than is currently the case.
- Should adopt a single definition clarifying which species are counted as equidae for the purposes of all relevant legislation.
- Should amend the applicability of the derogation for registered equidae for the purposes of Council Regulation (EC) No 1/2005 to include proof of the purposes of the journey when this exceeds 8 hours.
- Should allow Competent Authorities to radically streamline the number of Passport Issuing Organisations operating within their Member States.
- Should table proposals to replace Council Directive 98/58/EC with species-specific equine welfare legislation, allowing for greater levels of harmonisation between Member States and creating a level playing field to assist with the operation of the single market.
- Should make independently monitored CCTV in slaughterhouses dealing with equidae mandatory.
- Should extend the labelling rules set out by Regulation (EU) No 1169/2011 on the provision of food information to consumers of equine meat.
- Should actively support the development of guides to good practice to assist with levels of compliance and consistent enforcement, for example by releasing resources for translation of such documents and assisting with their distribution.
- Should support the production and dissemination of information on how to meet the needs of equidae, and should consider the expansion of their educational resources on farm animal welfare to encompass equine welfare.
- Should ensure that animal health, welfare and traceability are included in any trade negotiations and should only authorise the import of horse meat from Third Countries with EU-compatible animal welfare, health and food safety standards.
- Should bring infringement proceedings in cases where breaches of animal welfare and health legislation are discovered and not swiftly rectified by Competent Authorities.
- Should ensure that Third Country standards on the administration of medicinal products which may harm human health are harmonised with EU standards where animal products are to be imported.

## The Food and Veterinary Office:

- Should regularly conduct unannounced inspections at EU certified slaughterhouses and cutting plants in Third Countries, and include inspecting other parts of the production chain during these missions.

## **The European Commission and Competent Authorities:**

- Must take urgent action to address the shortcomings in the registration and traceability of equidae.
- Must allow for the differing perceptions of equidae in different Member States in their communication plans for Commission Implementing Regulation (EU) 2015/262.
- Should consider working equidae in agricultural and tourism policy. Support should be given to welfare-focussed development of equine tourism and agriculture, and robust enforcement should be carried out in cases where welfare is not respected.
- Should promote information to assist tourists to make welfare-friendly choices when deciding whether or not to use the services of working equidae.
- Must ensure that they are aware of emerging sectors in the equine market, whether legislation may be needed to ensure good animal welfare and consumer safety, and how legislation may affect them.

## **Competent Authorities:**

- Must be clear about when an equid is classed as 'semi-feral' (meaning that it is owned), and when it has no natural person to act as an owner. Legislation must make it clear how each of these types of equid differ, and who is responsible for their welfare and health.
- Should investigate reports of inhumane practices during euthanasia, such as the improper use of drugs such as T-61 without appropriate sedation, as a matter of urgency when such concerns are reported to them.
- Should always ensure that they consider the specific needs of equidae when drafting animal welfare policy, rather than assuming that they will always be covered by broad regulation pertaining either to livestock or pet animals.
- Should ensure that those slaughterhouses licenced to take equidae are able to meet the welfare needs of these animals, in their facilities and the training of their personnel.
- Should - while recognising the value of self-regulation schemes - regard these as enhancements to welfare legislation, rather than replacements.
- Should ensure that they allow enough flexibility in the penalties they set during the implementation of Community Regulations to allow dissuasive penalties to be set, no matter where in the EU the sanctioned business is based.

## **Equine sector bodies:**

- Should encourage equid owners to make provision to prevent welfare problems from developing at the end of the life or working career of an equid, as part of the promotion of responsible ownership.
- Should give equine welfare in sports and leisure a priority equal to that of the safety of the rider and higher than other considerations.

## Glossary of terms used in this report

**Equid:** A horse, pony, donkey, or hybrid thereof.

**Equidae:** Plural of equid.

**Equine:** Pertaining to equidae (e.g. the equine industry, the equine sector).

**Equine sector:** For the purposes of this report, we have taken the equine sector to encompass all activities undertaken with equidae, including activities undertaken by private individuals.

**Euthanasia:** Please note that for the purposes of this report, the term ‘euthanasia’ has been taken to mean humane killing carried out without the intention that the animal should then enter the human or pet food chains. There is an ongoing debate on when euthanasia may be ethically justified, but it is not the place of this report to enter this debate.

**Five freedoms:** There are many views on what constitutes good equine welfare. However, one generally (although not universally) accepted system for defining welfare is the ‘five freedoms’, which are as follows:

- Freedom from hunger and thirst.
- Freedom from discomfort.
- Freedom from pain, injury or disease.
- Freedom to display normal behaviour.
- Freedom from fear and distress.

In order to provide the five freedoms, animals must be provided with a suitable diet, living environment, company (in the case of social species such as equidae), and healthcare. Moreover, their care and handling must be adapted to the needs of the animal in question.

**Slaughter:** killing with the intention that the animal should then enter the human or pet food chains, or for disease control purposes.

For the purposes of the project research, the following sub-categories of equidae were used:

- Sports - equidae kept mainly for professional or amateur competitive activity, whether ridden, driven, or non-ridden (e.g. in-hand showing).
- Leisure - equidae kept mainly for non-competitive, non-commercial ridden or driven activity.
- Companion - equidae kept mainly for non-competitive, non-commercial non-ridden/driven activity.
- Breeding - equidae kept mainly for commercial and non-commercial breeding.
- Working - equidae kept mainly for non-competitive, commercial, official or subsistence activity (agriculture, forestry, commercial work such as carriage hire, riding school equidae, trekking centre equidae, military and police equidae, equidae used for tourism, circuses, etc.).
- Meat producing - equidae intended to be slaughtered for human consumption or in the process of entering the food chain (i.e. being transported for slaughter).
- Milk producing - equidae used to produce milk.

## *List of acronyms used*

APHA	Animal and Plant Health Agency (UK)
AWF / TSB	Animal Welfare Foundation and Tierschutzbund Zürich
CCTV	Closed-circuit television
CEM	Contagious Equine Metritis
EEF	European Equestrian Federation
EHN	European Horse Network
EIA	Equine Infectious Anaemia
EU	European Union
EUPAW	Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future
EVA	Equine Viral Arteritis
FAOSTAT	The Food and Agriculture Organisation of the United Nations' statistical database
FECTU	Fédération Européenne du Cheval de Trait pour la promotion de son Utilisation
FEI	Fédération Equestre Internationale
FTE	Full time equivalent [jobs]
IFCE	Institut Français du Cheval et de l'Équitation
IFHA	International Federation of Horseracing Authorities
NGO	Non-governmental organisation
OIE	World Organisation for Animal Health
PIO	Passport Issuing Organisation
RSPCA	Royal Society for the Prevention of Cruelty for Animals (UK)
SSF	Semi-subsistence farm
TFEU	Treaty on the Functioning of the European Union
TPA	Tripartite Agreement
TRACES	Trade Control and Expert System
UELN	Unique Equine Life Number
UK	United Kingdom
UNIC	Union Nationale Interprofessionnelle du Cheval
WBFSH	World Breeding Federation for Sports Horses

## Themes of the report



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A number of overarching themes concerning equine welfare in Europe have been identified by the European Commission's Equine Steering Committee. Where these are addressed in the report, this is indicated by the icons below:



*Welfare at Slaughter*



*Rural Development*



*Responsible Ownership*



*Identification & Registration*



*Welfare in Transport*

In addition to this, disease poses a major risk to the health, welfare and economic potential of the sector. Topics which may impact on the EU's ability to effectively deal with disease will be represented by the following icon.



*Disease Control*

## Introduction

Equidae have a unique and integral place in human culture and history. For more than 5000 years, they have been essential to people in both war and peace, providing the only way to travel on land faster than at a human pace in the pre-industrial age, and providing the muscle power to build entire civilisations. Their influence even echoes through European languages – in Italian, where someone may be warned that ‘la superbia va a cavallo e torna a piedi’ (pride rides a horse and returns on foot), German, where someone with flawed priorities may be said to ‘das Pferd beim Schwanz aufzäumen’ (bridle the horse by the tail), and English, where trusted information may be said to ‘come straight from the horse’s mouth’.

Today, equidae continue to play a unique role in European culture. They are perhaps the most versatile animals that humans have domesticated. From financially valuable internationally renowned athletes to children’s pets; working animals in transport, tourism, forestry, agriculture and even therapy to sources of milk and of meat; research animals, wild and semi-feral animals to regional and national symbols of pride; equidae fulfil virtually every role an animal can.

The various strands of the equine sector cannot be viewed in isolation. Equidae can and do move between different roles throughout their lives. What affects one aspect of the sector can and does affect other parts of it – and because of the equid’s dual legal status as both pet and food-producing animal, may also affect consumers beyond those immediately involved with equidae. Furthermore, the information available is very much skewed towards the sports and racing industries, meaning that policy makers cannot make fully informed decisions on how their policies and proposals will affect the sector as a whole.

Equidae should be recognised in wider policies where appropriate. Working equidae are a common sight in some Member States, where they are used in agriculture, forestry and the transport of people and goods, yet these animals are all too easily overlooked when policies are made relating to these sectors. Leisure riders too can be a hard to reach group, especially when they do not belong to any central organisation, but this does not mean that their needs – or the needs of their equidae – should be ignored in favour of more easily quantifiable parts of the sector.

The equine sector has not been immune to the economic fluctuations that have affected the European Union (EU) in recent years. In some Member States this has contributed to an ‘equine crisis’, with an increase in the number of animals being slaughtered, and in some areas abandoned by owners unable to keep them. The economic situation is also likely to have contributed to the 2013 ‘horse meat scandal’ (when horse meat was discovered, unlabelled, in food products labelled as beef) – a surplus of cheap equidae that were not robustly identified or subject to proper traceability controls, combined with a rise in demand for cheap food products, led to an ideal opportunity for fraudsters.

The EU without equidae would be a very different place. Our history would be vastly different without the special relationship we humans have with equidae – and so would our future. We hope that this report will be a starting point for a more informed and enlightened view of equidae amongst the EU’s policy makers, and a spur to further research into this important, diverse and growing sector.

# Chapter one

## *The size and scope of the equine sector*

### **Chapter one recommendations:**

#### *The European Commission:*

- *Should commission a Eurostat study to analyse the economic and social impact of all aspects of the equine sector.*
- *Should make TRACES data available to the public with far less delay than is currently the case.*

#### *The European Commission and Competent Authorities:*

- *Must take urgent action to address the shortcomings in the registration and traceability of equidae.*
- *Must ensure that they are aware of emerging sectors, whether legislation may be needed to ensure good animal welfare and consumer safety, and how legislation may affect them.*

#### *Competent Authorities:*

- *Should consider working equidae in agricultural and tourism policy. Support should be given to welfare-focussed development of equine tourism and agriculture, and robust enforcement should be carried out in cases where welfare is not respected.*
- *Must be clear about when an equid is classed as ‘semi-feral’ (meaning that it is owned), and when it has no natural person to act as an owner. Legislation must make it clear how each of these types of equid differ, and who is responsible for their welfare and health.*
- *Should always ensure that they consider the specific needs of equidae when drafting animal welfare policy, rather than assuming that they will always be covered by broad regulation pertaining either to livestock or pet animals.*

**The EU’s equine sector is vibrant, varied and difficult to quantify.** The fragmented nature of the sector makes it hard to pin down accurate data, and even the most basic information – such as how many equidae there are in the EU – is impossible to find with any certainty. Frequently, the only figures available have been collated by organisations with very specific interests, such as the racing and equestrian sports industries. Although these figures are valuable, they cannot give the full picture – and all too often, little or no information is available about other categories of equid, such as working equidae and donkeys.

In addition, figures tend to be collected about the most valuable animals and aspects of each part of the sector. Data about the less economically active end of the sector and animals of a lower financial value are often missing, and there is often little or no data available regarding those aspects of the sector which are not formally organised – such as leisure users, pet animals or working equidae. However, the welfare and health of these animals is of equal importance to their more economically valuable peers.

That said, despite the pressing need for further research this project has started to shed light onto a sector that is vibrant and thriving, employing at least 896,000 people across the EU (and almost certainly many more, given the fact that many Member States were unable to supply any data on this, and the

fragmented nature of much of the available data). The European Equestrian Federation (EEF) reports that around 900,000 jobs are created by the equestrian sport industry alone<sup>2</sup> and estimate the economic impact of the equestrian sport industry within ten countries which can supply such data at €34 billion.<sup>3</sup> The European Horse Network (EHN) has supplied data for 6 Member States<sup>4</sup>, and values their combined equine sectors at €44.9 billion<sup>5</sup>, and the Fédération Equestre Internationale (FEI) reports that the sector is worth over €100 billion per annum<sup>6</sup>. In addition to this, in 2013 betting on racing had a total turnover of €27.3 billion in European Member States, with €1.1 billion received by Member State governments<sup>7</sup>. The United Kingdom (UK), France, Ireland and Sweden were the Member States with the largest individual betting turnovers.

It is also a sector of incredible diversity, encompassing everything from sport and racehorses worth millions of euros to animals with no financial value whatsoever. Indeed, it would perhaps be far more accurate to refer to equine sectors, each defined by their own economic realities, goals and purposes. Equid owners may be involved in sport at the highest level, or may rely on their animals for work on subsistence and semi-subsistence farms. This versatility has served equidae well throughout history, ensuring that they have remained vital to humanity, despite technological and cultural changes. However, it can also prove problematic when policy makers are unable to meet the unique needs of such a complex sector.

## How many equidae in the EU?



This simple question is one that has proven almost impossible to answer, despite Commission Regulation (EC) 504/2008 (soon to be replaced by a new Regulation, due to come into force in 2016) which requires all kept equidae to be identified. No data has been received from some Member States, and varying figures from others. There appears to be no standard method for data collection, and in general there is little information available.

Population figures have been received which give a range for the EU's equine population of 4.16 million to 7.74 million. The mean total population, based on all the results obtained, is 6.99 million<sup>8</sup>.

<sup>2</sup> Presentation to the European Equestrian Federation General Assembly by Ali Küçük (EEF Secretary General), 21st October 2014. Please note that due to the organisation of the EEF, these data relate to the following countries (non-Member States highlighted in bold): Austria, Belgium, Bulgaria, Croatia, Denmark, Spain, Estonia, Finland, France, Great Britain [sic], Greece, Hungary, Ireland, Germany, Italy, Latvia, Luxembourg, the Netherlands, **Norway**, Poland, Portugal, **San Marino**, **Serbia**, **Switzerland**, Slovakia, Sweden, **Turkey**.

<sup>3</sup> Presentation to the European Equestrian Federation General Assembly by Ali Küçük (EEF Secretary General), 21st October 2014. These figures relate to Austria, Belgium, France, Great Britain [sic], Germany, Ireland, the Netherlands, Spain, Sweden and Switzerland.

<sup>4</sup> United Kingdom, France, Spain, Germany, Sweden, Ireland

<sup>5</sup> Presentation to the Ouest France Horse Industry Conference by Yann Souillert-Desert (Oeust France, now Hippolia Foundation), 2nd July 2014

<sup>6</sup> Fédération Equestre Internationale, FAQs on High Health, High Performance Horse (HHP) Concept adopted at the May 2014 OIE General Session. See [http://fei.org/system/files/FAQs\\_HHP\\_Concept\\_2014.docx\\_0.pdf](http://fei.org/system/files/FAQs_HHP_Concept_2014.docx_0.pdf)

<sup>7</sup> Annual Report of the International Federation of Horseracing Authorities, 2013

<sup>8</sup> NB: It should be noted that in the case of 11 Member States the only data available came from FAOSTAT. In Member States where more varied data sources were available, FAOSTAT figures were often significantly at variance with those other sources, and stakeholders in several Member States feel them to be significant underestimations of the true equine population.

Member State	Lowest figure given	Highest figure given	Mean (all responses)	Ranking (from mean)	Notes
France	461,036	1,000,000	840,259	1	
United Kingdom	390,000	1,000,000	796,000	2	
Romania	626,380	800,000	728,814	3	
Spain	502,000	805,496	681,331	4	
Belgium	38,968	805,496	535,897	5	
Germany	461,000	500,000	480,500	6	
Italy	339,000	534,188	468,851	7	
Netherlands	137,000	450,000	293,500	8	
Poland	222,210	316,055	276,188	9	
Sweden	98,000	360,000	229,000	10	
Portugal	179,000	179,000	179,000	11	FAOSTAT only available
Ireland	118,400	200,000	159,200	12	
Denmark	68,000	175,000	121,500	13	
Bulgaria	97,500	97,500	97,500	14	FAOSTAT only available
Austria	86,500	120,000	103,250	15	
Hungary	77,180	77,180	77,180	16	FAOSTAT only available
Finland	74,100	74,100	74,100	17	FAOSTAT only available
Greece	52,885	88,000	70,443	18	Highest estimate dates to 2008
Czech Republic	33,175	33,175	33,175	19	FAOSTAT only available
Lithuania	17,205	36,400	26,803	20	
Croatia	24,300	24,300	24,300	21	FAOSTAT only available
Slovenia	23,000	23,000	23,000	22	FAOSTAT only available
Latvia	11,000	11,000	11,000	23	FAOSTAT only available
Estonia	6,500	10,000	8,250	24	
Slovakia	6,937	7807	7,372	25	
Cyprus	7,350	7,350	7,350	26	FAOSTAT only available
Luxembourg	4,887	4,887	4,887	27	FAOSTAT only available
Malta	1,860	1,860	1,860	28	FAOSTAT only available
<b>Totals</b>	<b>4,165,373</b>	<b>7,741,794</b>	<b>6,994,510</b>		

See annex one for further details.

The EEF estimates the total horse population within their area of interest to be around 4.5 million (with around 1.7 million of these horses registered with national equestrian federations for equestrian sport – based on information received from their most recent survey, the total estimated horse population has been taken by the EEF to be 2.5 times the number of horses registered with national equestrian federations)<sup>9</sup>. Based on the mean estimate of the total equine population, this would however put the donkey and mule population at around 2.5 million animals. FAOSTAT, by contrast, suggests that there were around 650,000 donkeys and mules in the EU in 2013<sup>10</sup> – or around 15% of the EU’s total equine population (given by FAOSTAT as 4.25 million animals - see annex one).

Commission Implementing Regulation (EU) 2015/262 introduces some improvements to the existing system, and is to be welcomed. It introduces a requirement for central databases to be held, and allows Member States to require that ownership details for the equid are included on these databases – this information would be crucial in the event of a disease outbreak. However, there is no requirement to allow owners to update the details of their equid online: technological developments mean that it should be possible to run a system allowing this securely, and the Regulation still requires owners to lodge the identification document with the issuing body. In addition, the fact that equidae move freely across the EU means that Competent Authorities do not only need access to their own databases – they must also be able to easily access information held in other Member States. A simple cross-Member State online platform, giving Competent Authorities access to basic data (such as the transponder number and registered owner details, for example) would be an excellent starting point, and the feasibility of such a solution should be investigated.

**Recommendation:** The European Commission should commission a Eurostat study to analyse the economic and social impact of all aspects of the equine sector.

**Recommendation:** The European Commission and Competent Authorities must take urgent action to address the shortcomings in the registration and traceability of equidae.

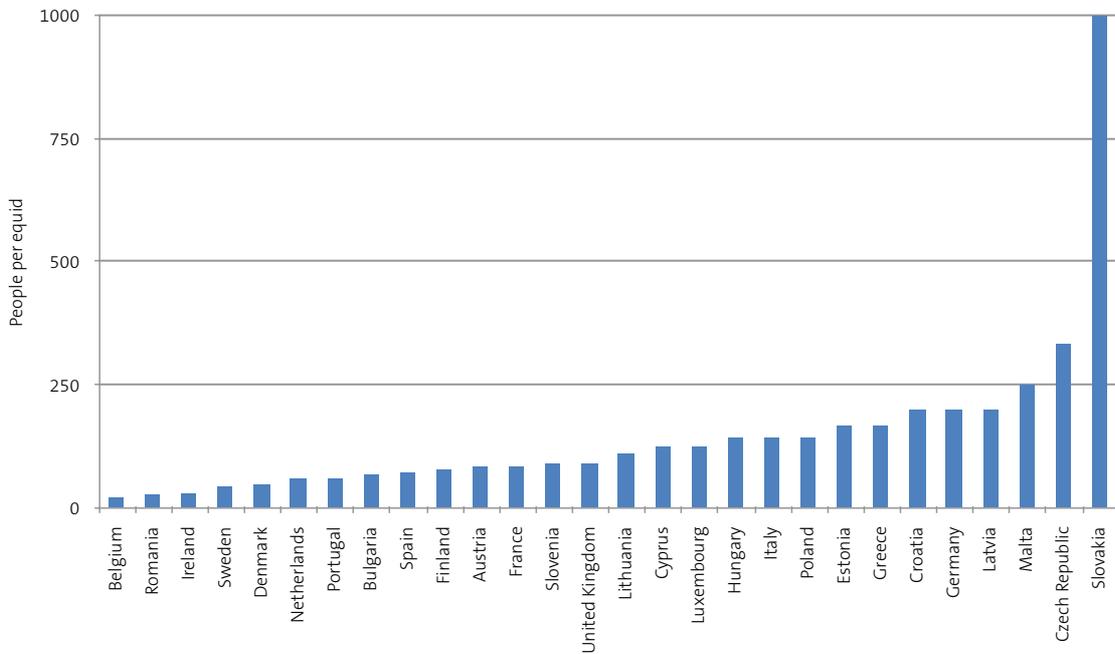
## *Per capita equine populations*

In order to give greater depth to population figures and a better comparison between Member States, the per capita equine population has been calculated (see chart). It should be remembered that the difficulties in gaining equine population figures mean that these calculations should be taken as indicative rather than comprehensive. The full table of calculations can be found in annex two.



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### Per capita equine populations



Using the mean equine population figures, Belgium has the highest per capita equine population with approximately one equid for every 21 persons, followed by Romania and Ireland. Slovakia has the lowest per capita equine population, with around one equid per 1000 persons. These figures give an indication of the relative size of the equine population – although they do not reveal the ways in which the equidae are used. However, it should be noted that even here there is disagreement – at the 2014 International Society for Equitation Science Conference, Denmark was presented as having the highest per capita equine population<sup>11</sup> – whereas based on the figures uncovered during the research phase of this report, Denmark has the fifth highest per capita equine population.



© World Horse Welfare

*Equine businesses can provide much needed employment in rural areas.*

<sup>9</sup> Presentation to the European Equestrian Federation General Assembly by Ali Küçük (EEF Secretary General), 21st October 2014. Please note that due to the organisational structure of the EEF, these data relate to the following countries (non-Member States highlighted in bold): Austria, Belgium, Bulgaria, Croatia, Denmark, Spain, Estonia, Finland, France, Great Britain, Greece, Hungary, Ireland, Germany, Italy, Latvia, Luxembourg, the Netherlands, **Norway**, Poland, Portugal, **San Marino**, **Serbia**, **Switzerland**, Slovakia, Sweden, Turkey.

<sup>10</sup> See <http://faostat3.fao.org/browse/Q/QA/E>, accessed 11.02.15

<sup>11</sup> Winther Christensen, J., Ladeweg, L., Peerstrup Ahrendt, L. & Malmkist J. (eds) (2014) Conference Proceedings: 10th International Equitation Science Conference Vingsted Hotel and Conference Centre, Denmark, 6 - 9th August 2014. Danish Centre for Food and Agriculture, Aarhus University <http://www.equitationsscience.com/documents/Conferences/2014/ISES%2010th%20Annual%20Conference%20Proceedings%20-%20DENMARK%202014.pdf>, accessed 24.11.14

## Foundations of local economies



The lack of data which plagues investigation into the sector is again apparent when looking into employment figures. In many Member States these data were simply unobtainable – and even where data were supplied, variations in counting methods mean that we cannot be sure precisely how many jobs and businesses equidae support across the EU. What is known however is that the equine sector can have a huge influence on local economies – particularly in rural areas. In 2015, Scotland’s Rural College published a study in conjunction with the British Horse Society Scotland which stated that the equine industry was the second largest rural employer in the UK<sup>12</sup>, while the European Equestrian Federation estimates that each horse creates five jobs (although this level of employment is based on the equestrian sports industry, and is unlikely to hold true for every part of the sector). A report into the French equine sector found high levels of part-time, female employment<sup>13</sup>, with the Institut Francais du Cheval et de l’Équitation (IFCE) estimating that 180,000 jobs in France in total are associated with the equine sector. At least 2.6 million hectares across 10 Member States<sup>14</sup> are cultivated for equine purposes<sup>15</sup>, with a wide range of jobs and businesses supported both directly and indirectly by the equine sector. Madsen, Nielson & Peterson list the following professions and businesses as aspects of the equine industry in Denmark<sup>16</sup>, which can be extrapolated to other Member States with similar equine sectors:

- Riding equipment and clothing - manufacturers and retailers
  - Farriers
  - Veterinarians
  - Consultancies
  - Construction of facilities (stables, arenas etc)
  - Stable equipment providers
  - Livery yards
  - Feed production
  - Pharmaceutical companies
  - Transporters
  - Education and training providers
  - Trailer and horsebox manufacturers
  - Other companies
- Further professions and businesses involved in the EU’s equine sector will include:***
- Ancillary veterinary professionals (such as equine dental technicians, equine physiotherapists, equine chiropractors etc)
  - Dealers in equidae
  - Dealers in agricultural equipment (field maintenance tools etc)
  - Breeders of equidae
  - Manufacturers of equipment for the care of equidae, including stable tools meant for the care of the equid, field and stable maintenance tools, fencing supplies, horseshoe production
  - Import and / or production of the raw materials for equine equipment: leather, textiles, metals, plastics, wood
  - Betting industry (please note that gambling is not legal in some Member States)
  - Entertainment and hospitality industry

It should be noted that this is by no means an exhaustive list – underlining the need for further research into the wider impact of the sector.

It has been more difficult to source figures from Member States where equidae are primarily working animals in agriculture, forestry and similar occupations – here equidae may be more likely to be seen as a tool to be used in an activity such as agriculture or forestry as opposed to the foundation of the job itself (as would be the case for a riding school or trekking centre for example) – meaning that jobs involving the use of equidae may not be categorised as jobs falling within the equine sector. Nevertheless, these animals are vital to the people and businesses that use them.



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*Work with equidae can take many forms.*

<sup>12</sup> [http://www.sruc.ac.uk/news/article/1208/scotland\\_s\\_horse\\_industry\\_needs\\_greater\\_coordination\\_and\\_support](http://www.sruc.ac.uk/news/article/1208/scotland_s_horse_industry_needs_greater_coordination_and_support) accessed 16.04.15

<sup>13</sup> Advances in Animal Biosciences, October 2013. The French Horse Industry: Scenarios 2030 Cambridge University Press (2013), p55

<sup>14</sup> Germany (Federal State of Brandenburg), Spain, France, Finland, Lithuania, Portugal, Czech Republic, United Kingdom, Sweden, Denmark

<sup>15</sup> All figures from Réseau Economique de la Filière Equine, Institut Français du Cheval et de l'Équitation, 2014 with exception of Denmark, from Madsen, Nielson & Peterson 2014 Hestesektorens samfundsøkonomiske betydning i Danmark [The sociological impact of equines in Denmark], Dansk Landbrugsrådgivning Landscentret

<sup>16</sup> Madsen, C., Nielson, L., & Peterson, C., 2014 Hestesektorens samfundsøkonomiske betydning i Danmark [The sociological impact of equines in Denmark], Dansk Landbrugsrådgivning Landscentret <https://www.landbrugsinfo.dk/Heste/Sider/HESTESEKTOREN.pdf> Accessed 7.04.15

## Case Study

Newmarket in the UK is known as ‘the home of British Flat Racing’. The town is famous for its concentration of racehorse training yards, stud farms and veterinary facilities, and hosts more flat races than any other venue in the UK. It is also the home of Tattersalls, a leading bloodstock auctioneer which holds nine sales annually at Newmarket and others in the Republic of Ireland – selling around 10,000 horses each year in total<sup>17</sup>.

It is estimated that the racing industry contributes slightly more than €252 million (£200 million) to the economy of the area within a 25 mile radius of Newmarket. Around 3285 full time equivalent (FTE) jobs are thought to be directly created by the local industry, with extra jobs created by event-related employment<sup>18</sup>.



© World Horse Welfare

*Racing is one of the foundations of Newmarket's economy.*

<sup>17</sup> <http://www.tattersalls.com/about-tatts.php> accessed 21.08.14

<sup>18</sup> SQW 2014 Newmarket's Equine Cluster: The economic impact of the horseracing industry centred upon Newmarket SQW, Cambridge 2014

## Case Study

The French equine sector is diverse and successful. It is estimated that 1 out of 10 people in France rides, and that the country has around a million equidae<sup>19</sup>.

Basse-Normandie is a well-known region for the sector, with the local industry having a particular focus on breeding. The Union Nationale Interprofessionnelle du Cheval (UNIC)<sup>20</sup> reports that within the region, the sector provides:

- 12,600 jobs;
- 5600 businesses;
- €1 billion turnover.



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<sup>19</sup> [http://www.chevalunic.fr/fr/userfiles/2547/File/doc/GAMES\\_Tour\\_-\\_VF\\_VEng-LD\\_.pdf](http://www.chevalunic.fr/fr/userfiles/2547/File/doc/GAMES_Tour_-_VF_VEng-LD_.pdf) accessed 27.08.14

<sup>20</sup> [http://www.chevalunic.fr/fr/userfiles/2547/File/doc/GAMES\\_Tour\\_-\\_VF\\_VEng-LD\\_.pdf](http://www.chevalunic.fr/fr/userfiles/2547/File/doc/GAMES_Tour_-_VF_VEng-LD_.pdf) accessed 27.08.14

## Movement of equidae



Equidae may well be the most transported animals in Europe as a proportion of the overall population. The purposes of their journeys vary greatly – from high-value sports and race horses being transported for competition, breeding and training, to lower value animals moving between markets across Europe or to slaughter. In addition, thousands of animals will be moved short distances by their owners – to take part in low-level competition, for leisure activities, to access training facilities or veterinary treatment, or to change where the animal is kept, meaning that their journeys do not appear on the Trade Control and Expert System (TRACES). Proportionally to the overall population of animals therefore, it is fair to assume that equidae move at least as frequently as farmed species, which may only move a few times during their lives (for example, farm – market – slaughterhouse).

TRACES is a management system for tracking the movement of animals and products of animal origin within the European Union and from Third Countries. It records the movement of equidae for breeding, for slaughter, of registered equidae, and for any other purpose. This system consolidates and simplifies previously existing systems, and is a major innovation with the potential to improve the management of animal movements, allow the tracking of outbreaks of disease linked to animal movements and for reducing the administrative burdens on economic operators and Competent Authorities.



*Roadside check of transporter.*

In order to reach this potential however, it is important that data is made available for scrutiny and analysis in a timely fashion. Equine movement figures are currently released annually, with a two year delay – meaning the most recent figures available are from 2012. It should be noted that these figures will have been affected by the presence of the Tripartite Agreement (TPA), which permits some equidae to move between France, the UK and Ireland without certification. The terms of the TPA were amended in 2014 meaning that fewer animals now have an exemption from the EU certification requirements. Making data available more quickly would assist both Competent Authorities and other organisations to see how the movement of equidae is affected by external factors (such as the economic situation of a Member State) and affects other areas in its turn (for example, the movement of equidae for slaughter may be linked to an increase in the incidence of notifiable diseases in the population of non-slaughter equidae – perhaps indicating that biosecurity standards are poor).

**Recommendation:** The European Commission should make TRACES data available to the public with far less delay than is currently the case.

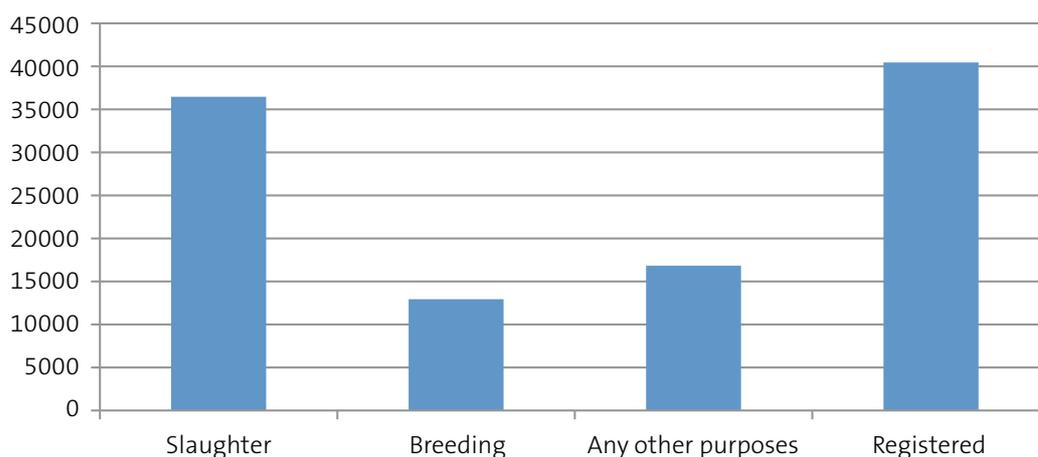
Figures from 2012, released in 2014 (and included in annex six), show that equidae move across Europe frequently. Germany was by far the most common country of origin for registered equidae moving between Member States, with more than 10,000 animals moved to other Member States that year – around a quarter of the total number of registered equidae movements recorded on TRACES. Belgium, Spain and the UK each moved between approximately 6000 and 7000 registered equidae, with Austria, France and Italy each moving between 1000 and 2000. Major destinations for registered equidae in 2012 were France, Denmark, Spain, the Netherlands, Italy, Sweden, Portugal, Austria, Belgium, Finland, the UK and Germany.

Not included in the released figures are movements from the Republic of Ireland, France and Britain due to the TPA, which in 2012 meant that only the movements of equidae for slaughter between the three signatory countries were recorded on TRACES (although this will no longer be the case due to a recent revision to the TPA – see above). Ireland is however famous for horse breeding, and according to the Horseracing Ireland 2012 Factbook, moved 4664 Thoroughbreds to other Member States in 2012 – the majority to the UK (3804) and France (548), although it is notable that around 300 animals were moved to other, non-TPA Member States<sup>21</sup>, yet were not recorded on TRACES<sup>22</sup>. One hundred and seventy-three Thoroughbreds were also exported to Third Countries.

Perhaps unsurprisingly, the main countries moving registered equidae are those which report sports and leisure as the most common use for equidae within that Member State. A smaller number of equidae are transported each year for breeding – around 13,000 in 2012, according to TRACES. The main source country for equidae for breeding according to TRACES was the Netherlands.

Equidae for slaughter also move frequently between Member States, in conditions which often compromise their welfare<sup>23</sup>. They are particularly vulnerable as there is relatively little incentive for transporters to ensure the welfare of these animals during transit (as discussed in Chapters Two and Three). The main route for these animals is from Poland to Italy, with 45% of the equidae transported for slaughter in 2012 (16,311) being transported on this journey. France and Spain also move relatively high numbers of equidae into Italy for slaughter, although Poland is by far the main exporter<sup>24</sup>. Italy remains the main destination country, with France and Poland both also receiving equidae for slaughter, despite both Member States also moving large numbers of equidae for the same purpose to other Member States. These figures therefore raise a number of questions which may be resolved by subsequent TRACES reports – underlining the importance of the previous recommendation.

**2010 Total movement of horses by purpose - no. equidae**



<sup>21</sup> Horse Racing Ireland 2012 Factbook 2012. Ballymany: Horse Racing Ireland, 2012

<sup>22</sup> DG Health and Consumers, 2013. Animal Health Activity Report 2012 Brussels: European Commission (see: [http://ec.europa.eu/food/animal/resources/docs/ahsc\\_report\\_2012\\_en.pdf](http://ec.europa.eu/food/animal/resources/docs/ahsc_report_2012_en.pdf) accessed 11.03.15)

<sup>23</sup> World Horse Welfare, 2008, Dossier of Evidence: Recommendations for amendments to EU Council Regulation (EC) No 1/2005 and World Horse Welfare, 2011, Dossier of Evidence, Second Edition, Part 1: Journey Times

<sup>24</sup> DG Health and Consumers, 2013. Animal Health Activity Report 2012 Brussels: European Commission (see: [http://ec.europa.eu/food/animal/resources/docs/ahsc\\_report\\_2012\\_en.pdf](http://ec.europa.eu/food/animal/resources/docs/ahsc_report_2012_en.pdf) accessed 11.03.15)

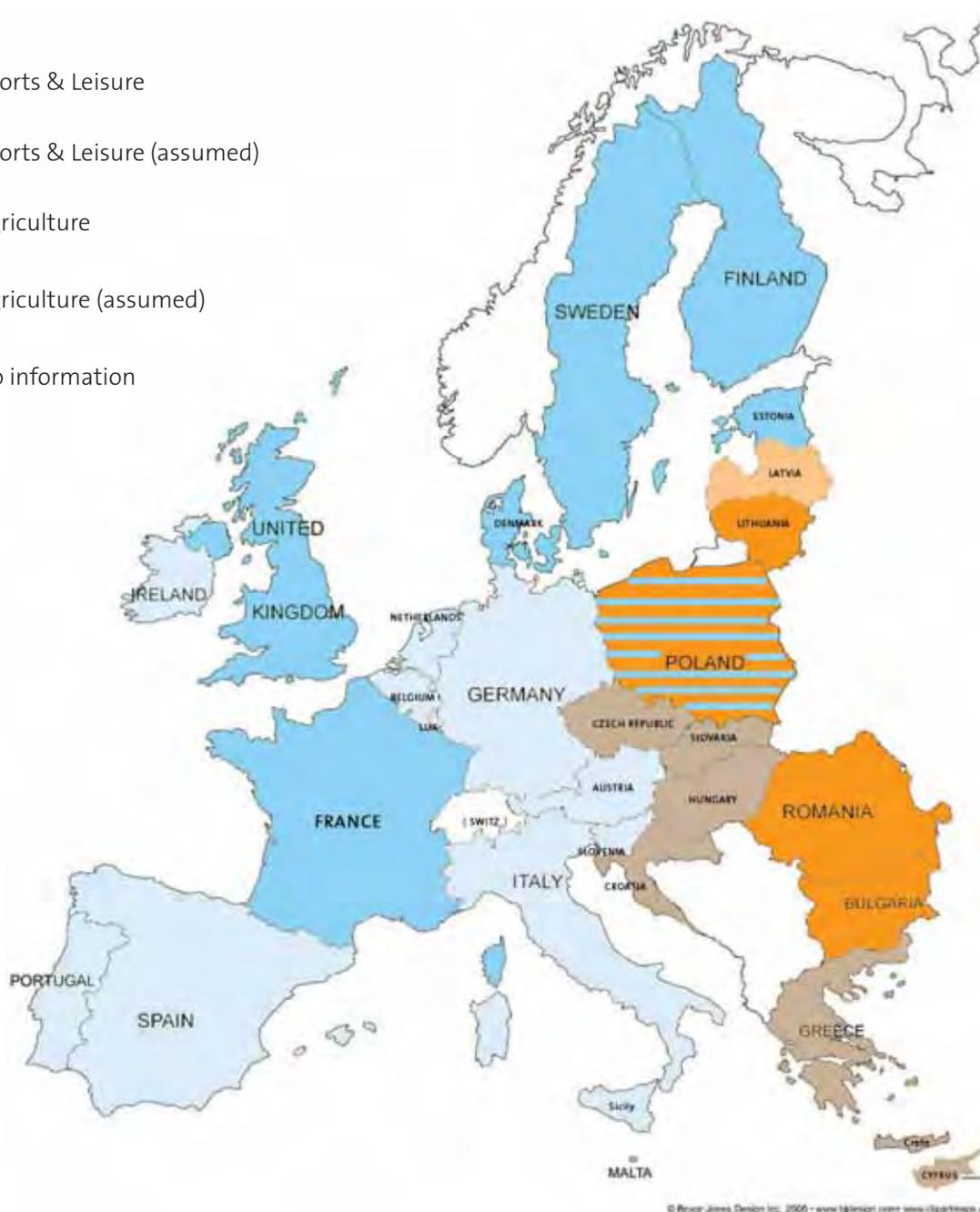
## A changing picture

Across Europe, the position of equidae is constantly changing. In some areas, they have moved away from their roots as working animals, and are now used predominantly for leisure and sport, while in other parts of Europe they are still very much functional creatures, used for semi-subsistence farming, tourism and food production.

Although it has been difficult to find reliable figures showing how many equidae are used for their varying purposes, it has been possible to give a broad picture of the most prevalent uses for equidae in many Member States, and moreover an estimate can be made of the prevalence of sporting activities through the number of competitions held.

### KEY

-  Sports & Leisure
-  Sports & Leisure (assumed)
-  Agriculture
-  Agriculture (assumed)
-  No information



As the uses of equidae change, so too do the economics of the sector. A typical leisure horse owner in Germany for example, aiming to keep an animal for riding and perhaps low-level competition, can be expected to spend very differently from the owner of a working mule in Greece or a cart horse in Romania. Access to services also varies hugely across the 28 Member States. In some Member States, specialist equine veterinarians and farriers are common, whilst in others they rarely exist. The UK has around 2000 veterinarians declaring equidae as their primary interest, and 2800 registered farriers and at least 400 specialist equine veterinarians are practicing in France. The Netherlands has around 200 equine veterinary clinics. However in many Member States, either figures are not available or no specialists are available. A lack of equine professionals was cited as a commonly occurring welfare issue by non-governmental organisations (NGOs) based in five Member States in the survey for this project (see annex three).



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*Specialists, like dentists, saddlers and veterinarians, are not available in every Member State.*

Where specialist provision is lacking, equid owners may struggle to find appropriate care for their animals, with consequences for equine welfare and health, and for the livelihood of the owner, should the equid be unable to work through disease or injury. In several areas, it is common for owners to buy loose horse shoes at markets and apply them at home, with no training or expertise – or indeed, any guarantee that the shoes chosen match each other, or fit the animal. Owners may also trim their animal's feet themselves, potentially leading to welfare problems if the correct foot balance is not preserved, or may not trim the feet at all, which may cause hooves to become overgrown. By contrast, trained farriers in other Member States report that they have many types of shoe available to them, sourced from across the EU (should they choose not to make their own), and are able to select the most appropriate shoes for the animal and its workload, and apply remedial shoes if needed.



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*There is a clear contrast between the work of a trained and an untrained farrier.*

## Europe as a centre for competition

Competition may be a useful indicator of the size of the sports and leisure market. In addition, European nations are well represented at the highest levels of equestrian sport, frequently challenging for medals at major competitions, making sport an important sector for Europe in its own right. 2014 was an especially important year for equine sport in Europe, with the World Equestrian Games taking place in Normandy in September. Ten of the top fifteen countries in the final medals table were European Union Member States, with every medal in the dressage and eventing competitions and 30 out of the 33 para-dressage medals awarded to EU competitors<sup>25</sup>. An audience of 565,000 people attended the Games in person, with 1,150,000 unique visitors to the Games official website<sup>26</sup>. A Deloitte study into the impact of the previous Games, held in Kentucky in 2010, gives a sense of the value of such large events – it estimated the economic impact of the Games in Kentucky to be in the region of €320 million (\$400 million)<sup>27</sup>.

The European Horse Network reports that between 3000 and 3500 affiliated classes are held annually in the EU, with around 58,000 horses and 32,000 riders taking part<sup>28</sup>. These are competitions in the FEI disciplines: Jumping, dressage, eventing, para-dressage (all of which are also Olympic or Paralympic sports), driving, endurance, vaulting and reining. France holds the highest number of FEI competitions in the world – around 500 – with Germany, Italy, Austria, Spain, Belgium, the UK and the Netherlands also featuring in the top ten. Around 800 FEI events (each including a number of classes) were held in the EU in 2014, with the majority of the world's events in most of the FEI disciplines taking place in the Member States (see annex five for details).



© World Horse Welfare

*Europe can be proud of its leading role in equine sport.*

<sup>25</sup> <http://www.normandy2014.com/schedule-results/by-day> accessed 1.09.14

<sup>26</sup> <http://www.normandy2014.com/news/1072/key-figures-of-the-alltech-fei-world-equestrian-games-2014-in-normandy> accessed 3.3.15

<sup>27</sup> [http://www.kentucky.com/2011/11/17/1961951\\_fei-says-2010-weg-had-nearly-400m.html?rh=1](http://www.kentucky.com/2011/11/17/1961951_fei-says-2010-weg-had-nearly-400m.html?rh=1) accessed 21.11.14

<sup>28</sup> Presentation to the Ouest France Horse Industry Conference by Yann Souillert-Desert (Oeust France, now Hippolia Foundation), 2nd July 2014

More difficult to quantify are non-affiliated competitions in FEI disciplines, and competitions in non-FEI disciplines. These sports include showing and equitation competitions, both of which have a number of sub-categories; team sports such as team chasing, polo, polocrosse and horseball; sports based on historical uses of horses, such as jousting and tent-pegging; and newer sports such as TREC, horseboarding and equine agility. The EU is prominently represented in several of these sports – the top ten horseball teams are based in the EU<sup>29</sup> for example – while Portugal became world champions at the 2014 Working Equitation World Championship<sup>30</sup>. The Hurlingham Polo Association from the UK is made up of 132 clubs and associations in the UK, Ireland and overseas<sup>31</sup>, whilst the Federation of International Polo lists affiliated national associations in 15 Member States<sup>32</sup>. Even where a lack of information makes it difficult to quantify participation in many of these sports however, the simple fact that these sports are practised in the EU once again points to the diversity and vigour of the equine sector.



© World Horse Welfare

*More unusual equine sports such as tent-pegging are also practiced in the EU.*

The EU also plays a leading role in the international racing industry. Trotting, flat and jump racing all take place within the EU, with 93% of the world's jump races in 2013 taking place in Member States<sup>33</sup>, and the EU hosting over 21,000 flat races in 2013<sup>34</sup>, and over 43,000 trotting races<sup>35</sup>. Around 21% of the world's Thoroughbred production took place in the EU in 2013, with more than 33,000 mares covered and 19,000 foals produced<sup>36</sup>. In 2013, betting turnover on racing in those Member States for which figures were available was €27 billion of which €1.1 billion was retained by government<sup>37</sup>. Once again this points to the diversity and vigour of the equine sector.

<sup>29</sup> <http://www.fihb.net/docs/whr/2014-WHR-Clubs2014-28.11.14.pdf> accessed 18.02.15

<sup>30</sup> [http://www.wawe-official.com/ficheiros\\_artigos/teams-general-classification-wewc-2014\(2\).pdf](http://www.wawe-official.com/ficheiros_artigos/teams-general-classification-wewc-2014(2).pdf) accessed 1.09.14

<sup>31</sup> <http://www.hpa-polo.co.uk/the-hpa/who-is-who/> accessed 24.11.14

<sup>32</sup> <http://www.fippolo.com/playing-countries/> accessed 24.11.14

<sup>33</sup> IFHA Annual Report 2013

<sup>34</sup> IFHA Annual Report 2013

<sup>35</sup> Union Européenne du Trot - 2013 annual report

<sup>36</sup> IFHA Annual Report 2013<sup>37</sup> IFHA Annual Report 2013

## Opportunities – but also risks



The equine sector provides opportunities for entrepreneurs across the EU. However, it is important to ensure that animal welfare and health remain top priorities, and that such considerations are not overtaken by the rush to exploit new markets. It is also important that consumers are fully protected to ensure that products and services – including products of animal origin such as milk, or services that equid owners may use for their own animals - are safe.

### Case Study

Donkey milk farming is a traditional practice in parts of Italy, with some farms dating back many generations. When donkeys were widely used for agricultural work, it has been suggested that donkey meat and milk were natural by-products. As mechanisation has progressed, donkey meat and milk are now products in their own rights.

Donkey milk is believed by its drinkers to be beneficial in a number of ways. It is thought to be the best substitute for human milk for infants and sick children, with some research suggesting that equine milk is closer in composition to human milk than that of other mammals<sup>38</sup>. Initial research has suggested that children who display an allergic reaction to cows' milk may be able to tolerate equine milk<sup>39</sup>. The milk is also used to ward off cancer in older men, and as an added ingredient in some cosmetics<sup>40</sup>.

The price of donkey milk fluctuates, but generally it retails between €8 and €15 per litre, with prices at the higher end of the scale being the norm<sup>41</sup>. This compares very favourably for producers to cow's milk, which retails at around €1.30 a litre on average across the EU – even when differing milk yields are



© The Donkey Sanctuary

*Donkey breeding centres like this one are part of the production chain for donkey milk.*

taken into account. Welfare standards on the farms visited by The Donkey Sanctuary vary, with the farms themselves varying from small businesses where the animals were kept outdoors to large, intensive businesses. On some farms, milking was done by hand whilst on others milking machines were in place. In addition to this, levels of official surveillance are in no way comparable to that over cows' milk farms. This may be due to the fact that fewer human pathogens are found in donkey milk compared to cow's milk<sup>42</sup>.

Whilst it is unclear whether or not regulations pertaining to the ►

◀ Common Agricultural Policy and milk standards apply to equine milk, The Donkey Sanctuary reports that Competent Authorities rarely carry out inspections and that the majority of farms in Italy operate with no supervision at all. There is no professional association for donkey farmers, no quality control standards, and on the majority of farms milk is not tested for disease or pasteurised and animals are not blood tested. The situation outside of Italy is even more of a mystery – farms are reported to operate in Belgium, the Netherlands, France, Serbia, Cyprus and Romania, but The Donkey Sanctuary has no information on how these operate.



© The Donkey Sanctuary

<sup>38</sup> [http://www.foodsmatter.com/allergy\\_intolerance/goat\\_sheep\\_milks/research/mares\\_milk.html](http://www.foodsmatter.com/allergy_intolerance/goat_sheep_milks/research/mares_milk.html) accessed 20.08.14

<sup>39</sup> Businco, L., Giampietro, P.G., Lucenti, P., Lucaroni, F., Pini, C., Di Felice, G., Iacovacci, P., Curadi, C., Orlandi, M. 2000. Allergenicity of mare's milk in children with cow's milk allergy. *Journal of Allergy and Clinical Immunology* 105, 1031-1034

<sup>40</sup> Wass, T. 2014 Investigation into Italian Donkey Milk Farms. *Animal Kind for The Donkey Sanctuary, United Kingdom: 2014*, page 5

<sup>41</sup> Wass, T. 2014

<sup>42</sup> Keith Meldrum, personal communication

As the sector – and wider society – develops, it is inevitable that humans will use equidae for new purposes. What is important is that the welfare of the animals is respected, and that consumers are fully protected. Here, policy makers may find it helpful to look beyond the EU for information on how to deal with sectors that may be better established in other parts of the world – the donkey milk production industry is well-established in China, for example. While it should be emphasised that simply copying such solutions directly from Third Countries may not be appropriate, there may be valuable lessons that can be learnt and adapted to the needs of the EU.

**Recommendation:** The European Commission and Competent Authorities must ensure that they are aware of emerging sectors, whether legislation may be needed to ensure good animal welfare and consumer safety, and how legislation may affect them.

## The invisible equidae?



In some areas of the EU, equidae play a less easily quantified or quantifiable role in the local economy – that of working animals on small and semi-subsistence farms (SSFs), and in tourism. Yet despite this, they are all too often invisible to policy-makers – making them vulnerable to becoming victims of unintended consequences when new legislation is implemented.



© Horia Marusca

*Working equidae are common sights in parts of the EU.*

No data exists to directly quantify how many working equidae are used on SSFs. However, there are a reported 600,000 - 800,000 equidae present in Romania, around 80% of which are used for working activities, such as transportation of goods and people, and for agricultural and forestry work<sup>43</sup>. Small scale farming is common across the EU, with Eurochoices stating that 69% of all farms in the EU have less than 5 hectares of land – with only 2.7% having more than 100 hectares. Of these small farms, it is estimated that three quarters – around 5.8 million – will be SSFs. Eighty-six per cent are found in the newer Member States – with 61% in Romania and 8 – 9% each in Hungary and Poland, while 11% are in Italy, with significant numbers also found elsewhere (Bulgaria, Greece and Lithuania are each estimated to have around 100,000 SSFs). A significant share of the agricultural holdings of Cyprus, Latvia, Malta, Slovakia and Slovenia are also SSFs<sup>44</sup>.

It is reasonable to assume that SSFs are a likely place to find working equidae, especially in Member States where it is reported that equidae are mainly used as working animals, and where there is a large equine population, such as Romania. Equidae are versatile animals, able to fulfil a number of roles on a farm – including ploughing, harvesting and transporting produce and other goods. Unlike machinery

such as tractors and trucks, they can 'run' on easily available feedstuffs such as grass and hay, rather than expensive fuel. Where there is a large equine population, they are readily available. They may be perceived as needing little in the way of specialist attention (despite the welfare and health problems that this poses), with owners feeling able to carry out 'maintenance' such as farriery and harness-making themselves, instead of using professionals.

Studies into SSFs in Romania however – and those carried out elsewhere – have generally failed to note either the presence or importance of equine power to such enterprises. This is a problem commonly seen outside the EU when development agencies and NGOs assess rural development issues – working equidae are not classed as production animals, so are overlooked, despite being essential to their communities<sup>45</sup>. The lack of data may be interpreted to mean that the same holds true within the EU. This is unfortunate, as welfare problems caused by issues like inexpert amateur farriery and unsuitable harness do not simply cause distress and suffering to the individual equid, but can also compromise the ability of the animal to work efficiently and its longevity, thus also negatively affecting the owners.

Although in the long-term working equidae in these areas may well be replaced by mechanisation, in the interim period improvements to their welfare and health could assist with rural development. It should also be remembered that mechanisation is not always a one-way process. Under the Communist system, mass equine slaughter was carried out in Romania as farming was collectivised and mechanised. When the Communist era ended, however, running such machinery proved uneconomic and the collective farms were broken up into smaller private enterprises – leading to the re-emergence of working equidae. It is suggested therefore that education on the welfare of working equidae should be incorporated into the Millennium Development Goals, and in rural development policies in both the EU and further afield. Guidance on this issue is currently being produced by the World Organisation for Animal Health (OIE).

<sup>43</sup> Popescu, S., Diugan, E-A. 2012. The relationship between behavioural and other welfare indicators of working horses. *Journal of Equine Veterinary Science* 33, 1-12.

<sup>44</sup> Cioloş, D 2014 The Diversity of Family Farms is a Strength for World Agriculture. *Eurochoices agri-food and rural resources issue: Volume 13, Number 1, 2014. The Agricultural Economics Society and European Association of Agricultural Economists*<sup>43</sup>

<sup>45</sup> Personal communication, Liam Maguire, Director of International, World Horse Welfare

## Case Study

A 2012 study<sup>46</sup> into the relationship between behaviour and other welfare indicators in Romanian working horses describes traditional horse-keeping practices in Romania, with owners normally having only one or two horses, kept in barns at night (either during the colder parts of the year, or all year round) and fed on grass and hay, possibly with additional concentrate supplements. ►



© World Horse Welfare

*Working equidae are seen in many parts of Romania.*



◀ Watering is performed manually by bucket, once or twice a day. Regular access to free exercise is described as ‘a rarity’, and it was noted that shoeing is normally performed by the owner, at a frequency determined more by the wearing of the shoes as opposed to the growth and condition of the hoof.

Traditional Romanian horseshoes have ‘caulks’ (metal protrusions welded at the toe and heels of the shoe); these are designed to improve traction on soft or icy ground, but in practice reduce traction as the majority of the horses work on asphalt surfaces. The study of 715 working horses in Romania found statistically significant correlations between the presence of indicators of poor welfare, such as body lesions, swollen joints and tendons, signs of illness and inadequate shoeing with behavioural responses such as aggression, avoidance and indifference.

<sup>46</sup> Popescu, S., Diugan, E-A. 2012.

Equidae are also used in tourism across the EU. In some cases, this poses little or no risk to the welfare of the equidae, and provides valuable employment and revenue to local areas. Unfortunately however, this is not the case everywhere – in some instances, the welfare of the equidae is seriously compromised by their work. Although these animals are working in plain sight, they may still suffer welfare problems if tourists are unable to spot potential welfare problems.

## Case Study

On the Greek island of Santorini, donkeys and mules are used to carry tourists up the cliffs to the island’s capital, Fira. As a popular destination for cruise ships, the town may be visited by between 1000 and 10,000 tourists daily. The town is at the top of a steep cliff path, and with temperatures of up to 36°C, a cable car with an extremely limited capacity and no motorised taxis available for the route, donkeys and mules are used throughout the tourist season to ferry visitors. The handlers reportedly charge around €5 for each trip, with animals making repeated trips throughout the day. A Donkey Sanctuary investigation<sup>47</sup> found ▶



*Although equidae used in tourism are often highly visible, their welfare may still be compromised.*



© The Donkey Sanctuary

◀ that up to 200 animals may be found working on the cliff path on any one day, with common welfare issues including:

- An unsuitable environment and lack of shelter from the sun.
- Poorly fitting tack and the use of metal basket muzzles.
- No water provision, despite animals working from 07:00 to 21:00, in high temperatures and full sun.
- Overwork, for example by animals being made to carry inappropriately heavy loads (sometimes two grown adults at a time), or for excessively long periods without a rest.
- Failure to escort donkeys on the cliff (leaving them, and the tourists they carry, vulnerable to accidents).
- Lack of veterinary supervision.
- Poor compliance with current municipal rules and regulations.
- Rough handling from conductors, and overuse of the stick.

Although the animals on Fira clearly have an economic value, this value is not dependent on high levels of equine health and welfare. The tourists who make use of the donkeys and mules may have no equine knowledge, making them unlikely to spot welfare problems which are not immediately obvious, like ill-fitting or unsuitable tack. In addition, tourists may unwittingly cause further problems, by agreeing to ride animals which are not able to carry their weight comfortably or sharing the ride with another adult. This means that there is relatively little economic incentive for the drivers to maintain their animals to a high standard – as long as they are still physically capable of carrying out the tasks required of them the drivers will still make money, even if their animals are in pain or discomfort, because their target consumers are not in a position to drive up standards by making fully informed decisions on which (if any) of the animals they will choose to hire.

<sup>47</sup> Wass, T. 2014 Santorini Donkey and Mule Taxis: Independent animal welfare report for The Donkey Sanctuary. Animal Kind for The Donkey Sanctuary, United Kingdom: 2014

## Case Study

Horses are often to be found working with tourists in some of Europe's most beautiful cities, pulling carriages on sight-seeing tours. However, there are long-standing concerns with the welfare of some of these animals.

Horse-drawn carriages, called fiakers or fiacres, operate in three cities in Austria: Vienna, Salzburg and Innsbruck. Each fiaker is pulled by two horses, and will carry four or five people. The welfare of these horses should be protected by the Federal Animal Protection Act; however there are a number of welfare concerns, including:

- Poor stabling conditions.
- Horses being made to work in very high temperatures.
- Lack of protection from the sun.
- Lack of access to feed and water.
- Overwork, especially on hard surfaces.
- Poor harnessing, causing wounds.
- Poor hoofcare.
- Horses being asked to work in traffic and crowded areas, causing stress to the animals and endangering the safety of the people around them.



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*The welfare of fiaker horses is a cause for concern for some organisations.*

A number of organisations are campaigning for stricter controls on fiaker operators to improve the welfare of the horses, but despite some advances, concerns remain, with a current petition calling for tighter welfare regulations<sup>48</sup>. The Fédération Européenne du Cheval de Trait pour la promotion de son Utilisation (The European Draught Horse Federation, or FECTU), cite the regulations in place in Berlin governing the welfare of carriage horses as a potential example to follow<sup>49</sup>.

<sup>48</sup> [http://www.vgt.at/projekte/fiaker/fakten\\_en.php](http://www.vgt.at/projekte/fiaker/fakten_en.php) accessed 28.11.14 and <https://www.secureconnect.at/4pfoten.at/petition/130719/> accessed 28.11.14

<sup>49</sup> Pitt Schlechter personal communication, 2014

**Recommendation:** The European Commission and Competent Authorities should consider working equidae in their agricultural and tourism policy. Support should be given to welfare-focussed development of equine tourism and agriculture, and robust enforcement should be carried out in cases where welfare is not respected.

**Recommendation:** The European Commission and Competent Authorities should promote information assisting tourists to make welfare-friendly choices when deciding whether or not to use the services of working equidae.

## Breeding of equidae



In the sport horse sector, Europe's breeders are often to be found at the forefront of the world. European studbooks lead the World Breeding Federation for Sports Horses (WBFSH) classifications for eventing, jumping and dressage, with European sport horses sent around the world to compete at the highest levels. Many famous racehorses have also been bred in the EU with Ireland, the UK and France in particular leading in this sector.

Figures from eight Member States<sup>50</sup> reveal that there are at least 250,000 broodmares in these countries<sup>51</sup>. This is undoubtedly an underestimation, since the figure provided by Ireland only accounts for Thoroughbred mares, when Ireland is known for breeding equidae of all types. These figures also give no indication of how many broodmares are present in other leading equid-breeding Member States, such as the Netherlands and Germany.

<sup>50</sup> Spain, Finland, France, Ireland, Lithuania, Portugal, Czech Republic, Sweden

<sup>51</sup> Réseau Economique de la Filière Equine, Institut Francais du Cheval et de l'Équitation 2014

### Case Study

'Frankel' is a name familiar to fans of flat racing throughout the world. After winning every one of the 14 races he entered, Frankel was retired to stud at the age of four in 2012. Since then, he has reportedly covered around 120 mares annually, commanding a stud fee of €156,822 (£125,000) for each mating on a no foal, no fee basis – with around 95% of the mares going on to be scanned in foal<sup>52</sup>. By the end of his first year at stud, Frankel was reported to have earned €18.9 million (£15 million)<sup>53</sup>. On 16th June 2014, Frankel's first foal was sold at auction, along with its dam (the mare in foal once again to Frankel) for €1.48 million (£1.15 million)<sup>54</sup>.

Frankel's father, Galileo, has been at stud for the last decade: his stud fee is undisclosed but is reported to be 'far more expensive' than that of Frankel<sup>55</sup>.



© World Horse Welfare

*A name familiar to racing fans the world over: Frankel*

<sup>52</sup> <http://www.bbc.co.uk/sport/0/horse-racing/27832541> accessed 4.08.14

<sup>53</sup> <http://www.bbc.co.uk/sport/0/horse-racing/24513068> accessed 21.11.14

<sup>54</sup> <http://www.bbc.co.uk/sport/0/horse-racing/27832541> accessed 4.08.14

<sup>55</sup> <http://www.bbc.co.uk/sport/0/horse-racing/27680053> accessed 4.08.14



*Equidae of a low financial value may be at risk of abandonment or other welfare problems.*

Unlimited equine breeding may cause serious welfare problems. Equidae can quickly become the victims of economic fluctuations, especially where they have become expensive luxuries as opposed to working animals. High demand for equidae during times of economic prosperity may lead to indiscriminate breeding of less high-quality animals – if the economic situation changes, as it did in Europe in 2008, these animals lose much of what value they had and may become entirely worthless in a financial sense. With few options for rehoming and a vastly contracted market for sale, some owners may well choose to slaughter or euthanise their animals – or the animals may be neglected or abandoned.

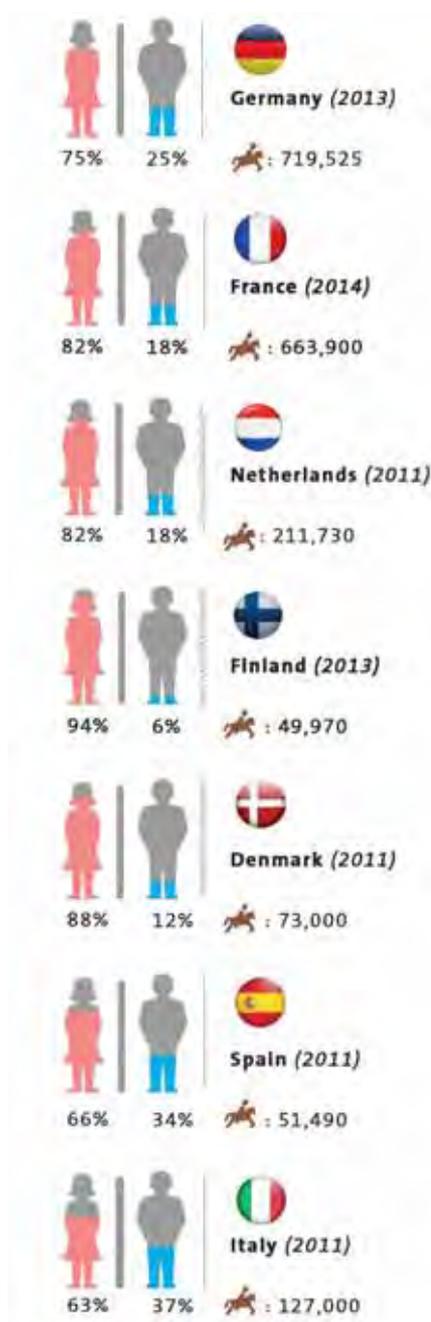
Although it is not necessarily the place of the European Commission to propose legislation on equine breeding, there are steps which the Commission and other bodies could take to help reduce the number of unwanted foals being bred. More robust enforcement of existing legislation, such as that on the identification and registration of equidae, may also help to reduce indiscriminate breeding. Ensuring that only correctly identified animals can be slaughtered for human consumption may remove an incentive for the production of equidae of a low financial value. There is some evidence for this having already happened in Ireland<sup>56</sup>, where as a result of tightened enforcement at the point of slaughter, equid owners can no longer assume that animals unable to perform the tasks for which they were originally bred will be able to be sent to slaughter as an alternative way to recoup the investment in their breeding. Educational projects and initiatives which aim to help owners make informed decisions about breeding for their animals are essential – these may be led by industry or indeed by NGOs, but the support of the Commission and Competent Authorities may be needed to ensure that these have the maximum effect possible.

It may also be appropriate for Competent Authorities to support castration programmes for colts and stallions, to ensure that less indiscriminate breeding takes place; although any Competent Authorities planning to undertake such programmes should fully assess the potential impact they may have based on the circumstances of their own Member States, including being aware of any potential unintended consequences: such as animals which have been anaesthetised with certain drugs having to be signed out of the human food chain, which may in turn lead to welfare problems such as castrations being carried out without appropriate analgesia to allow owners to retain the option of slaughtering the animal at a later date.

<sup>56</sup> Collins, J. & The Donkey Sanctuary (in press) 2015

## Beyond culture, beyond economics

Although equidae play a valuable economic role, their value goes beyond this. A British Horse Society study carried out by the University of Brighton found evidence of both physical and psychological benefits associated with horse-riding<sup>57</sup>. Equestrian sport also attracts a high level of female participation compared to many other sports<sup>58</sup>, with the EHN reporting female participation levels ranging from 63% (Italy) to 94% (Finland). Increasing levels of female participation in sport is a goal for a number of organisations, including the International Olympic Committee,<sup>59</sup> the United Nations,<sup>60</sup> and the European Commission itself<sup>61</sup>. Many riders will continue to take part in equine sport and activities throughout their lifetimes, with the wide variety of activities available allowing both young and old to participate fully.



© European Horse Network



© World Horse Welfare

*Equine therapy can bring both physical and psychological benefits.*

<sup>57</sup> British Horse Society 2011. The health benefits of horse riding in the UK. BHS, 2011

<sup>58</sup> Gender Equality in Sport: Proposal for Strategic Actions 2014-2020 available at [http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802\\_en.pdf](http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802_en.pdf) accessed 16.03.15

<sup>59</sup> [http://www.olympic.org/Documents/Reference\\_documents/Factsheets/Women\\_in\\_Olympic\\_Movement.pdf](http://www.olympic.org/Documents/Reference_documents/Factsheets/Women_in_Olympic_Movement.pdf) accessed 24.03.15

<sup>60</sup> [http://www.un.org/wcm/webdav/site/sport/shared/sport/SDP%20IWG/Chapter4\\_SportandGender.pdf](http://www.un.org/wcm/webdav/site/sport/shared/sport/SDP%20IWG/Chapter4_SportandGender.pdf) accessed 24.03.15

<sup>61</sup> Gender Equality in Sport: Proposal for Strategic Actions 2014-2020

*Equestrianism has high levels of female participation*

The role of equidae in therapy and rehabilitation is long established. Hippotherapy, a physiotherapy treatment using the movements of an equid to achieve the desired responses in a person, is used by the Riding for the Disabled Association and The Donkey Sanctuary in the UK to assist people with a range of conditions, including autistic spectrum disorders, cerebral palsy, cerebral vascular incident (stroke) and learning or language disabilities<sup>62</sup>. Across Europe, 21 Member States have one or more organisations or individuals which are members of the Federation of Horses in Education and Therapy International AISBL (HETI)<sup>63</sup>. Equidae are also used in the rehabilitation of offenders, in addiction programmes and in psychotherapy. It is difficult to quantify how common this use of equidae is in Europe; however one umbrella organisation, EAGALA, lists programmes in 11 Member States<sup>64</sup>. This is highly likely to represent only a small fraction of the available programmes.

Para-equestrian sport (dressage and driving) is also popular in the EU, with 62% of the world's FEI-affiliated para-dressage and 100% of the world's FEI-affiliated para-driving competitions being held in the EU in 2014. This is a record of which the EU can be justifiably proud.

<sup>62</sup> <http://www.rda.org.uk/assets/Understanding-Hippotherapy7.pdf> accessed 2.09.14

<sup>63</sup> [http://www.frdi.net/membership\\_list.html](http://www.frdi.net/membership_list.html) accessed 2.09.14

<sup>64</sup> [http://www.eagala.org/find\\_a\\_program](http://www.eagala.org/find_a_program) accessed 2.09.14

## Case Study

Horseback UK is a Scottish NGO providing equine therapy to wounded servicemen and women. The organisation delivers week long courses, introducing Western riding and horsemanship techniques and rural skills to participants with the goals of building strength, confidence and capability. In the case of amputees, riding offers a way to restore mobility, and for those participants suffering from Post-Traumatic Stress, building relationships with the animals can act as a therapeutic tool<sup>65</sup>.

*'I lost my facial identity as I saw it.... It's hard to be patient when you're a patient. Understanding a horse and working with a horse calmed my emotions.... You know how much I pay my psychologist? Hay and water.'*

Lance Corporal Jason Hare RM, speaking about the bond with horses that helped him to overcome the physical and mental effects of serious injury in Afghanistan<sup>66</sup>.



© Horseback UK



© Horseback UK

*Equine therapy can help to restore confidence and strength, and can offer mobility with dignity.*

<sup>65</sup> <http://www.horseback.org.uk/what-we-do/> accessed 2.09.14

<sup>66</sup> <http://www.worldhorsewelfare.org/Article/Royal-Marine-Veterans-life-changing-story-is-one-of-the-highlights-as-conference-considers-The-Value-of-Horses> accessed 28.11.14

Outside organised programmes, the benefits of spending time around equidae have been long recognised. Individual equid owners can develop close relationships with their animals, viewing them much more as pets than as working animals. This can pose challenges to legislators when trying to fit all equidae into one category for the purposes of legislation (such as, for example, food producing animals) if that category is fundamentally opposed to how owners view their equidae (seeing them as much-loved pets rather than a potential food source). Legislators must be aware of this, and allow not only for multiple types and uses of equidae but also for multiple views of these animals, and ensure that when they put forward new legislation affecting equidae they do so in a way that is clear and understandable.

## *Do the markets protect equidae?*



Parts of the equine sector can be highly vulnerable to fluctuations in the economic situation. The costs of keeping equidae vary greatly depending on the Member State in question, the purpose of the animal and the method of keeping. However, in times of economic hardship, relieving themselves of the responsibility of an equid can be a relatively quick way for owners to save money – especially where equidae are predominantly sports and leisure animals, and therefore not vital to the owner's income. While animals at the top end of the economic scale may be relatively well protected, those animals lower down the scale may not be so fortunate.

### Case Study

Ireland was hit particularly hard by the economic crisis of 2008, with significant government and EU assistance required for the Irish banking sector. This led the country to fall into recession for the first time since the 1980s, with a consequent rise in unemployment<sup>67</sup>. This crisis appears to have had a significant impact on Ireland's equine population – especially those at the lower end of the market.

Ireland has long been famous for its equine industry. The Irish equestrian sports industry is reported to contribute €708 million annually to the Irish economy, and to provide 12,512 FTE posts<sup>68</sup>, while the Thoroughbred racing

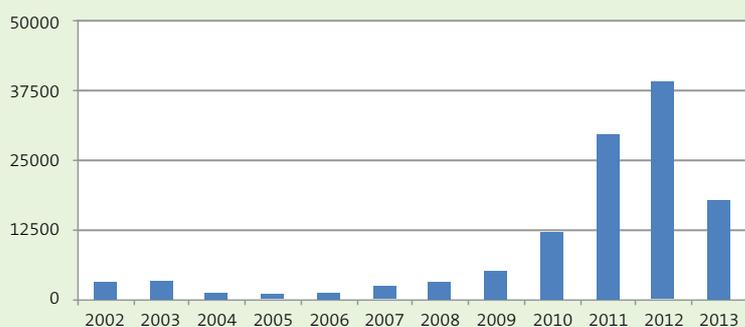
industry provides around 14,000 FTE posts and contributes €1.1 billion<sup>69</sup>. The Irish Horse Studbook was rated as the best in the world for eventing horses by the WBFSH in 2013<sup>70</sup>, and two of the International Federation of Horseracing Authorities' (IFHA) top ten horses of 2012 were Irish<sup>71</sup>. Ireland has also traditionally been a key destination for UK riders looking for horses for a variety of purposes such as leisure and competition in a number of disciplines.

Despite this however, the country saw a significant rise in the number of equidae slaughtered during the economic crisis ►.

◀ In 2009 Ireland slaughtered between 3000 and 3500 equidae; by 2011 this figure had risen to more than 17,000; in 2012 it rose to more than 24,000, then in 2013 the number slaughtered fell to around 10,000 (this may have been partly as a result of stricter controls introduced following the horse meat scandal). By contrast, between 2002 and 2008, Ireland slaughtered fewer than 2000 equidae each year – with fewer than 1000 slaughtered in 2005 and 2006. The most commonly reported driver behind sending an equid to slaughter was economics.<sup>72</sup>

In addition to this, the Thoroughbred industry is reported to have contracted as a result of the Irish recession. Over 12,000 Thoroughbred foals were registered by Weatherbys Ireland in 2007, with the numbers having shown steady growth over previous years; however, by 2012 this number had fallen to 7546<sup>73</sup>. While the industry believes that the pace of decline has now slowed, they report that foal production, employment, prize money and gross expenditure have all fallen since 2008 and although the pace of decline is now slowing, they have not yet recovered to pre-2008 levels<sup>74</sup>.

**Ireland - equidae slaughtered**



Source: 2002 – 2009: Challenges and Solutions to Support Good Equine Welfare Practice in Ireland, UCD Dublin

2010 – 2013: Department of Agriculture (via Dr J. Collins)

<sup>67</sup> [http://en.wikipedia.org/wiki/2008%E2%80%9309\\_Irish\\_financial\\_crisis](http://en.wikipedia.org/wiki/2008%E2%80%9309_Irish_financial_crisis) accessed 1.09.14

<sup>68</sup> UCD Dublin, School of Agricultural and Food Science. Economic Contribution of the Sport Horse Industry to the Irish Economy. Via <http://www.horsesportireland.ie/wp-content/uploads/2014/01/Economic-Contribution-of-the-Sport-Horse-Industry-to-the-Irish-Economy4.pdf>, accessed 1.09.14

<sup>69</sup> Dukes, Analysis of the Economic Impact of the Irish Thoroughbred Industry, October 2013

<sup>70</sup> [http://www.wbfs.org/files/Studbook\\_ranking\\_eventing\\_october\\_13.pdf](http://www.wbfs.org/files/Studbook_ranking_eventing_october_13.pdf) accessed 1.09.14

<sup>71</sup> [http://www.horseracingintfed.com/resources/Annual\\_Report\\_2012.pdf](http://www.horseracingintfed.com/resources/Annual_Report_2012.pdf) accessed 1.09.14

<sup>72</sup> Dr Joe Collins MVB, PhD, MRCVS, CBiol, CSci, FSB, CertEP, CertVR – Presentation to the EU Equine Expert's Meeting, 14th May 2014.

<sup>73</sup> <http://www.goracing.ie/hri/pics/2012/factbookfinalproof.pdf> accessed 12.03.15

<sup>74</sup> Dukes, Analysis of the Economic Impact of the Irish Thoroughbred Industry, October 2013

Equidae make a valuable contribution to the economies of a number of Member States. However, first and foremost they are sentient beings, whose welfare must be respected – not just commodities. The susceptibility of parts of the equine sector to economic fluctuations means that the market cannot be left to guarantee equine welfare; they must also be protected by legislation which is robustly enforced. Responsible ownership should always be expected as a minimum, and anyone considering taking responsibility for an equid should ensure that they are aware of the costs and time commitment involved in caring properly for such an animal. It may be appropriate for national equestrian federations or NGOs to make information on the financial commitment associated with the care of an equid in their Member State available to prospective owners.

## Wild and semi-feral equidae



So far in this chapter, the equidae under discussion have been under the full-time control of humans. However, across Europe a number of populations of wild and semi-feral equidae live with little or no human contact. Some of these equidae are owned, while others are virtually untouched by humans.



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*Wild equidae, like these Camargue horses, may be strongly associated with the areas where they live.*

These equidae may be strongly associated with the areas in which they live – such as New Forest ponies in the UK, or Camargue horses in the south of France. Other populations are animals which were released to fend for themselves more recently, and which have formed self-sustaining populations, such as semi-feral donkeys in Cyprus. In either case, legislation must allow for the presence of these animals, which may require specific protection to ensure that their welfare is respected or that consideration is given to them in the case of disease outbreak, or specific derogations to allow for their unique circumstances.

Members of Eurogroup for Animals' equine working group were asked where they were aware of wild and semi-feral populations, and gave the following results:

- Cyprus – Karpaz Peninsula.
- Denmark – Sydlangeland.
- France – Camargue Delta, Basque Country, Cévennes.
- Germany – Westfalen.
- Romania – Danube Delta.
- Spain – Andalusia, Galicia, Basque Country.
- UK – New Forest, Exmoor, Dartmoor, Bodmin Moor, Welsh Mountains.

In addition, equidae are kept on nature reserves across the EU for conservation grazing purposes. As selective grazers, equidae can be valuable in maintaining the biodiversity of wild areas, ensuring that natural ecological processes are maintained and controlling fire risks by removing undergrowth. Equine breeds native to a Member State are commonly used for conservation grazing, as they are ideally suited to living with minimal human intervention on uncultivated land. These animals are not wild however, as they are generally confined to a particular area (such as a nature reserve or national park), and in some situations their breeding is controlled to avoid over-population. They are sometimes owned by the body that has placed them into the area for conservation purposes, whilst in other areas they may have been in situ for generations.

Problems may arise with the welfare of wild or semi-feral equidae, especially when no responsible person or authority can be identified to hold accountable for their wellbeing. Further problems may occur when derogations intended for semi-feral populations are misapplied.

## Case Study

In some areas of the EU, NGOs report that animals which have been rounded up several times remain unidentified, making it impossible to identify owners in the case of welfare or other problems.

In Spain it is reported that some equidae are turned out into wild areas of Galicia wearing large wooden hobbles designed to stop them from straying widely. These devices are inappropriate for equidae and risk serious injury to them. However, the animals are not formally identified, making it impossible to carry out enforcement action against the owners who applied the devices. It is believed that the derogation meant to safeguard the welfare of semi-feral equidae has been applied too widely to equidae living in the region, and that some local people are taking advantage of this by leaving their animals to fend for themselves. The Galician authorities are currently working with local NGOs and are taking steps to address these issues and several owners have now been fined; however the problem is unlikely to be restricted to this area of the EU.

Similar problems have been seen on Bodmin Moor in the UK, where ponies have been abandoned to fend for themselves; a practice which led to a number of deaths from starvation during a recent harsh winter.

These ponies do not belong to commoners, who have grazing rights, and are not properly cared for – however, as they are not identified it is virtually impossible to carry out enforcement action against their owners.



© ANDA

*Spanish horse wearing inappropriate hobbles. Derogations for semi-feral equidae must not be applied so widely as to allow welfare problems.*

Commission Regulation (EC) 504/2008 included a derogation for semi-feral populations, meaning that the animals need not be identified with passports and microchips until they are removed from the area where they live. Once the animals are taken from their specified area, they must be identified, either with passports and microchips, or in the case of animals which will be slaughtered within 30 days, with a non-removable rump sticker. This derogation means that there is no need to cause avoidable stress to animals by gathering and handling them specifically to identify them with a passport and microchip. Commission Implementing Regulation (EU) 2015/262 will continue to allow Member States to establish specific regimes for equidae roaming in wild or semi-wild conditions in defined areas, but makes it clear that such derogations should only be granted where the equidae in question are effectively separated from equidae in any form of domestic use. This certainly has the potential to assist with problems like those reported in Spain – however, this will depend on how well the new Regulation is understood by stakeholders and enforced by Competent Authorities.

**Recommendation:** Competent Authorities must be clear about when an equid is classed as ‘semi-feral’ (meaning that it is owned), and when it has no natural person to act as an owner. Legislation must make it clear how each of these types of equid differ, and who is responsible for their welfare and health.

## End of life decisions



At the end of any owned equid’s life – or ideally before this point is reached – decisions must be made by the owner to prepare for this stage. While some equidae die of natural causes, very often owners are faced with the difficult decision on whether or not to euthanise<sup>75</sup> their animals. This may be for veterinary reasons, or where legally allowable for other reasons (such as no longer being able to adequately care for the equid – although the legal availability of this option varies between Member States<sup>76</sup>). Making decisions before a crisis point is reached and planning in advance can assist owners at what can be a very emotionally difficult time, and also help them to plan for the costs associated with this stage. After the equid has died, further decisions must be made as to how the carcass is to be disposed of (through burial, cremation or rendering). Other equidae will be sent to slaughter for the human or pet food chains.

The costs of euthanasia vary from Member State to Member State. Responses to the project survey indicate that costs of euthanasia and carcass disposal can range from around €150 up to €1000, depending on the Member State in question (it should be noted that not every Member State supplied data on this point) and the euthanasia and carcass disposal methods selected, such as rendering the carcass or cremation. It should be noted that burial of equidae is restricted by Commission Regulation (EU) No 142/2011 on animal by-products, although derogations for equidae designated as pets exist in some areas.

When an equid is slaughtered for human consumption, the owner will receive payment for their animal, normally based on the weight and quality of the carcass. The prices per kilo reported by respondents to the

project survey varied from a low of 36 euro cents per kilo in the UK up to more than €3 per kilo in Italy – dependent on the age and condition of the animal.

The number of animals slaughtered by Member States is difficult to quantify. Most countries showed an increase in slaughtering from 2011 to 2012, with figures falling again in 2013, although this short date range cannot reveal long-term trends. In total, it is reported that approximately 295,000 equidae were slaughtered in the EU in 2012, falling to 160,000 in 2013 – although since these figures are not collected centrally it has been difficult to obtain a precise figure. In 2013 the majority of equidae slaughtered were in Italy and Spain (51,000 and 50,000 respectively), with Poland, France, Romania, Ireland and Germany all slaughtering in excess of 10,000 equidae. Anecdotal evidence suggests that across the EU, slaughterhouses became more cautious regarding the checking of identification documents in 2013 as a result of the horse meat scandal – it remains to be seen whether numbers will begin to rise once again in future years.

The main products of slaughter are meat and, to a lesser extent, equine leather. These products are moved around the EU (as are live equidae intended for slaughter). The main source of equine leather is Italy, while Romania is the main destination<sup>77</sup>. In terms of intra-EU trade, Italy is the main destination for equine meat, while Belgium is the main source country<sup>78</sup>. Full figures can be found at annex seven. Equine meat is also imported from Third Countries, which is an issue of concern to NGOs as welfare, identification standards and some public health residue controls are not equivalent to those in force within the EU; this issue will be discussed further in Chapter Three.

**Recommendation:** Competent Authorities should always ensure that they consider the specific needs of equidae when drafting animal welfare policy, rather than assuming that they will always be covered by broad regulation pertaining either to livestock or pet animals.

<sup>75</sup> NB: Please note that for the purposes of this report, the term 'euthanasia' has been taken to mean humane killing, carried out without the intention that the animal should then enter the human or pet food chains.

<sup>76</sup> NB: There are legal variations between Member States on how and when equidae may be euthanised, which are discussed further in Chapter Two.

<sup>77</sup> Eurostat 2012(a) extracted 14.07.14

<sup>78</sup> Eurostat 2012(b) extracted 3.09.14



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# Chapter two

## *The equid in legislation*

### **Chapter two recommendations:**

#### *The European Commission:*

- *Should adopt a single definition clarifying which species are counted as equidae for the purposes of all relevant legislation.*
- *Should amend the applicability of the derogation for registered equidae for the purposes of Council Regulation (EC) No 1/2005 to include proof of the purposes of the journey when this exceeds 8 hours.*
- *Should allow Competent Authorities to radically streamline the number of Passport Issuing Organisations operating within their Member States.*
- *Must allow for the differing perceptions of equidae in different Member States in their communication plans for Commission Implementing Regulation (EU) 2015/262.*
- *Should table proposals to replace Council Directive 98/58/EC with species-specific equine welfare legislation, allowing for greater levels of harmonisation between Member States and creating a level playing field to assist with the operation of the single market.*
- *Should make independently monitored CCTV in slaughterhouses dealing with equidae mandatory.*
- *The European Commission should extend the labelling rules set out by Regulation (EU) No 1169/2011 on the provision of food information to consumers of equine meat.*

#### *Competent Authorities:*

- *Should ensure that those slaughterhouses licenced to take equidae are able to meet the welfare needs of these animals, in their facilities and the training of their personnel.*
- *Should - while recognising the value of self-regulation schemes - regard these as enhancements to welfare legislation, rather than replacements.*
- *Should ensure that they allow enough flexibility in the penalties they set during the implementation of Community Regulations to allow dissuasive penalties to be set, no matter where in the EU the sanctioned business is based.*
- *Should investigate reports of inhumane practices during euthanasia, such as the improper use of drugs such as T-61 without appropriate sedation, as a matter of urgency when such concerns are reported to them.*

#### *The equine sector:*

- *Should encourage equid owners to make provision to prevent welfare problems from developing at the end of the life or working career of an equid, as part of the promotion of responsible ownership.*

**As shown in Chapter One, the cultural position of equidae and the uses to which they are put vary greatly across the EU.** This versatility has often been a great strength of these animals, ensuring that they have remained as important to humans today as they were centuries ago – even if the reasons for their importance have changed.

It is therefore not surprising that a similar level of variation is to be found in the legal position of equidae across the EU. There are, as a result, differences in the ways that equidae are classified and treated under the law. This lack of consistency can cause confusion to equid owners, businesses and enforcement agencies, especially when cross-border trade is involved.

## What is an equid?

### Case Study

#### The UK – confusion over equine status

We can see how the shifting legal status of equidae causes confusion in the UK – concentrating specifically on England. For the most part, equidae are culturally regarded as sports, leisure or pet animals rather than as food-producing animals. In general this is also how they are treated in law – however, they may be classified as farm animals in certain circumstances, related to their use<sup>79</sup>.

While the Animal Welfare Act 2006 applies to both pet and farm animals equally, the enforcement of the Act varies depending on the type of animal in question. Local authority Trading Standards teams and in the case of international transportation, the Animal and Plant Health Agency (APHA) are expected to carry out compliance checks or enforcement action in cases involving farm animals.

By contrast, cases involving pet animals are generally (although not exclusively) taken to court as private prosecutions initiated by the Royal Society for the Prevention of Cruelty to Animals (RSPCA), an NGO with no special enforcement powers, although the police may also be involved in some cases.

Trading Standards teams in England may also become involved in cases where equidae have been sold dishonestly – but only if they have been sold by dealers (those who trade in equidae professionally). Private sales, which are also a common way to buy and sell equidae throughout the UK, are not within the remit of Trading Standards. This can cause problems for buyers who unwittingly buy

unsuitable animals from private sellers, as their only legal recourse is through making a claim in the courts<sup>80</sup>.

In addition to these legal categorisations, EU legislation such as Commission Regulation (EC) No 504/2008 categorises equidae as food-producing animals as the default position – something which is often misunderstood in the UK<sup>81</sup>. A survey of UK equid owners, veterinarians, local authority enforcement agents, Passport Issuing Organisations (PIOs) and slaughterhouses found that:

‘No group surveyed appeared to fully understand the rules, even in their own areas of responsibility. Across the board there was a fundamental lack of knowledge about which types of equine needed passports, who could issue them, and when a PIO needed the passport sent back to them for updating. Worryingly, there was little difference in awareness of the rules between horse owners and the average PIO, and even abattoirs did not recognise the system’s prime purpose of protecting the human food chain.’<sup>82</sup>

To further complicate the matter, equid owners may need to seek planning permission to keep their animals on land previously used for agricultural purposes through applying for permission to change the land use category – but only if certain criteria (such as giving supplementary feed to the animals) are met<sup>83</sup>. If these criteria are not met, keeping equidae may be counted as an agricultural activity. ►

◀ Even after the death of an equid, confusion may continue. Commission Regulation (EU) No 142/2011 on animal by-products restricts the burial of food-producing animals, meaning that it may not be permissible to bury an equid. However, pets can be buried. As a result, equid owners in the UK wishing to bury their animals must apply to the local authority, who must then in turn decide whether or not the animal was kept as a pet, or as livestock<sup>84</sup>.

<sup>79</sup> <https://www.gov.uk/keeping-horses-on-farms> accessed 03.11.14

<sup>80</sup> See <https://www.gov.uk/make-court-claim-for-money/overview> for an overview of the process, accessed 11.03.15

<sup>81</sup> <http://www.bef.co.uk/News-Detail.aspx?news=calls-simpler-horse-passports-system-survey-poor> accessed 11.11.14

<sup>82</sup> <http://horsetalk.co.nz/2013/05/30/britain-horse-passport-system-poorly-understood/#axzz3llabR8CB> accessed 11.11.14

<sup>83</sup> <http://www.shepway.gov.uk/content/view/201107/211/> accessed 05.11.14

<sup>84</sup> <https://www.gov.uk/fallen-stock#fallen-stock-information-for-horse-owners> accessed 2/12/14

***Legally, equidae may be defined at EU level as:***

- ‘Domestic animals of the equine or asinine species or crossbreeds thereof’, as defined in Council Directive 90/427/EEC;
- ‘Wild or domesticated animals of the equine (including zebras) or asinine species or the offspring of crossings of those species’ in Council Directive 2009/156/EC;
- ‘Wild or domesticated soliped mammals of all species within the genus *Equus* of the family Equidae, and their crosses’ for Commission (EC) Regulation 504/2008 (and Commission Implementing Regulation (EU) 2015/262, due to come into force in 2016);

***With sub-categories including:***

- Registered equidae, as defined by Council Directive 90/427/EEC – ‘equidae which are entered or registered and eligible for entry in a studbook, in accordance with the rules laid down pursuant to Article 4 (2) (b) and identified by means of the identification document provided for in Article 8 (1)’;
- Equidae for slaughter, defined by Council Directive 2009/156/EC as ‘equidae intended to be transported either directly or after transit through an approved marshalling centre, referred to in Article 7, to the slaughterhouse for slaughter’;
- Equidae for breeding and production, defined by Council Directive 2009/156/EC as all those equidae not defined as registered or for slaughter;
- Farmed animals, under Council Directive 98/58/EC – ‘any animal (including fish, reptiles or amphibians) bred or kept for the production of food, wool, skin or fur or for other farming purposes’.

Some sub-definitions are context-specific – for example, a registered equid may or may not qualify for the derogations provided for registered equidae in Council Regulation (EC) No 1/2005<sup>85</sup> (including provisions governing how long an equid may be transported), depending on the purpose of the journey. Similarly, the decision on whether or not an equid is defined as a ‘farmed animal’ depends on the purpose for which the equid is kept – with the potential for confusion discussed later in this chapter.

Under the circumstances, it is perhaps unsurprising that there is a degree of confusion about the legal definition of equidae. Whilst the sub-definitions of different types of equidae are often useful, a single over-arching definition of which species of animal are counted as equidae would help to reduce confusion.

**Recommendation:** The European Commission should adopt a single definition clarifying which species are counted as equidae for the purposes of all relevant legislation.

<sup>85</sup> See Recital 21; Article 5(4); Article 6(9); Article 8(2); Article 11(2); Annex I, Chapter I (paragraphs 2(c) and (d)); Annex I, Chapter V; and Annex I, Chapter IV (paragraph 1.9) of EU Council Regulation (EC) No 1/2005

## Application of Council Regulation (EC) No 1/2005 to registered equidae



Equidae are transported around the EU every day, for a wide variety of purposes. From a horse being taken to a competition, to donkeys being taken to work on beaches and at tourist attractions; from animals transported in large loads long-distance to slaughter to those taken alone a short distance to the premises of a veterinary surgeon; equidae may be moved many times in their lifetimes, on vehicles varying from those designed specifically to carry one equid, to those designed for general livestock transport which carry many more.

Transport of equidae for commercial purposes is regulated in the EU by Council Regulation (EC) No 1/2005 on the protection of animals during transport and related operations. This Regulation, which covers not only equidae but also other species of animal, sets out requirements for transport times and resting periods, vehicle standards, operator training and enforcement.

There are a number of problems with the legislation as it stands, which lead to welfare problems<sup>86</sup>. Of particular concern is the transportation of equidae to slaughter; however, welfare problems may also be found during journeys conducted for other purposes. World Horse Welfare's 2008 and 2011 Dossiers of Evidence set out the problems caused by long-distance transportation of equidae to slaughter, and make recommendations on how these can be addressed.

The current derogation for registered equidae from some requirements of the Regulation applying to long journeys (i.e. journey of more than 8 hours) is a cause for concern, due to the wide-ranging nature of the definition of the animals to which it is applicable. It is argued that registered equidae are transported frequently, and that 'having regard to the nature of such movements, it appears appropriate to derogate from certain provisions where registered Equidae are transported for competition, races, cultural events or breeding'<sup>87</sup>.

<sup>86</sup> World Horse Welfare, 2008, Dossier of Evidence: Recommendations for amendments to EU Council Regulation (EC) No 1/2005 and World Horse Welfare, 2011, Dossier of Evidence, Second Edition, Part 1: Journey Times

<sup>87</sup> Recital 21, EU Council Regulation (EC) No 1/2005 on the protection of animals during transport and related operations



*While some equidae are transported in purpose-built vehicles which protect their welfare, others are not so lucky.*

It is undoubtedly the case that many equidae being transported for such purposes are transported in very good conditions - particularly financially valuable high-performance animals. Those transporting such equidae have a vested interest in ensuring that the animals arrive at their destination fit, healthy, and ready to perform at competitions, to make the most of training, or to breed successfully. Equidae being transported by their owners on non-commercial journeys are also considered to be at a lower risk of poor transport than some other types of equid – although the success of the owner in transporting their animal will depend heavily on the skills, knowledge and experience of the owner, and the standard of the vehicle used.

However, the definition of registered equidae used in the Regulation does leave a loophole for the unscrupulous to exploit. While registered equidae being transported to a slaughterhouse (either directly or via a market or marshalling centre) should be subject to the full provisions of the Regulation, in practice there is no requirement for any evidence of the purpose of the journey to be presented.

As a result, registered equidae may be transported in unsuitable conditions. Registered status – the eligibility of an animal for entry into a studbook – is not in itself any guarantee of financial value, nor of use for sporting purposes. At the end of their careers, or in the event of these animals not reaching the required standard at competition, many such animals may be happily rehomed - however, there is no guarantee of this, and they are therefore as vulnerable as any other equid to being poorly transported. Requiring evidence of the purpose of long journeys, therefore – such as for example an FEI passport and entry forms to a competition, documentation from a stud farm or trainer to confirm that these horses are undergoing training for racing or competition, or similar - would assist enforcement agencies in ensuring that only those registered equidae that are genuinely being transported for the purposes set out in Recital 21 were able to take advantage of the derogation, protecting other animals from abuse. Short journeys (below 8 hours in duration) would continue to be unaffected.

**Recommendation:** The European Commission should amend the applicability of the derogation for registered equidae for the purposes of Regulation (EC) No 1/2005 to include proof of the purposes of the journey when this exceeds 8 hours.

## Equidae in other areas of EU law

EU actions on any animals are determined by the three fundamental principles of Union law: conferral, subsidiarity and proportionality. As a result, due to the existing competences of the Union, EU level initiatives relating to equidae are based upon one, or a combination of the following Articles of the Treaty on the Functioning of the European Union (TFEU):

- Article 43 – implementing the Common Agricultural Policy.
- Article 114 – the establishment and functioning of the single market (ensuring that consumers are protected).
- Article 168 (4) (b) – measures in the veterinary field which have the protection of public health as their direct objective.

That said the EU does recognise the sentience of animals, and the need to protect their welfare, as stated on their website:

*“The European Commission's activities in this area start with the recognition that animals are sentient beings. The general aim is to ensure that animals do not endure avoidable pain or suffering, and obliges the owner/keeper of animals to respect minimum welfare requirements.*

*Title II of TFEU lists some key principles the Union should respect. Here an Article 13 has been introduced with the Lisbon Treaty. It states that: "In formulating and implementing the Union's agriculture, fisheries, transport, internal market, research and technological development and space policies, the Union and the Member States shall, since animals are sentient beings, pay full regard to the welfare requirements of animals, while respecting the legislative or administrative provisions and customs of the Member States relating in particular to religious rites, cultural traditions and regional heritage."*

[http://ec.europa.eu/food/animal/welfare/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/index_en.htm) (Accessed 20 January 2015)

## Identification and registration



Commission Regulation (EC) 504/2008 and Commission Implementing Regulation (EU) 2015/262 (laying down rules pursuant to Council Directives 90/427/EEC and 2009/156/EC as regards the methods for the identification of Equidae (Equine Passport Regulation)) both implement Council Directives 90/426/EEC and 90/427/EEC, and require all domestic equidae in the EU born after 2009 to be identified. This aim is achieved through identification documents (the rules for which were originally laid down by 2000/68/EC: Commission Decision of 22 December 1999), the implantation of microchip transponders and

registration on databases. The identification document should record medications administered to the animal throughout its lifetime, with the goal of excluding animals that have been treated with products hazardous to human health from the human food chain.



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*A properly functioning identification system is vital to protect equine welfare and health.*

We welcome Commission Implementing Regulation (EU) 2015/262, which will mandate single national databases in each Member State by 1 July 2016, and which includes provision for the Unique Equine Life Number (UELN) to be included on national databases. However, this measure alone will by no means have the desired effect. Implementation of the system must be consistent across the EU; better enforcement will be needed to ensure that the new system is working; and most importantly of all equid owners must believe that the system is worth complying with. If equid owners do not understand the purposes of the system, or believe it to be an unnecessary hindrance, it seems unlikely that they will comply with it fully. It is for this reason that the new Regulation's failure to allow electronic updating of identification documents is so disappointing.

In addition to this, the current system of multiple PIOs should be radically streamlined to reduce the number of PIOs per Member State. The high number of PIOs operating in some Member States is confusing for both equid owners and enforcement agencies alike, allowing fraud to be perpetrated and making it difficult to identify individual equidae – particularly when the animal has moved from one Member State to another.

**Recommendation:** The European Commission should allow Competent Authorities to radically streamline the number of Passport Issuing Organisations operating within their Member States.

It must also be remembered that equid owners are not a single group – their priorities will differ depending on the purposes for which they keep their animals and the prevailing culture within the Member State. The protection of consumers may not be a convincing argument for equid owners in Member States where equidae are regarded as pet and leisure animals, and equine meat is not consumed. However, the potential for better equine identification to provide more responsible ownership (by linking animal to owner), proof of ownership in cases of dispute or better biosecurity (by allowing Member States to identify populations in the event of a disease outbreak) may be more appealing to these owners. The potential for better disease

control is also advantageous to Competent Authorities; in Chapter Three the difficulties inherent in properly controlling disease outbreaks without a functional identification system are discussed.

**Recommendation:** The European Commission must allow for the differing perceptions of equidae in different Member States in their communication plans for Commission Implementing Regulation (EU) 2015/262.

## *When is an equid a farm animal?*

Council Directive 98/58/EC on the protection of animals kept for farming purposes sets out basic requirements for the keeping of farmed animals – these are defined as animals bred or kept for farming purposes (the production of food, wool, skin or fur). The Directive refers to the need for sufficient numbers of staff, inspections, care of injured or ill animals, records of medicinal treatment and a number of other provisions meant to protect farm animal welfare. It also requires inspections to be carried out by the Competent Authority, to ensure that the provisions of the Directive are complied with.

In the case of some farmed animal species, it is a relatively simple matter to decide which animals are subject to the provisions of the Directive. While there are certainly cattle, sheep and other farm animals which are kept as pets their numbers, in comparison to the number of animals of these species kept for farming purposes, are tiny. In addition, it would be unusual for a sheep, for example, to have the same varied ‘career’ – as sports animal, leisure animal, pet and finally food-producing animal – that we might see for an equid.

Equidae, by contrast, may or may not fall under the provisions of this Directive. They may move in and out of its scope throughout their lifetimes. There is certainly a market for equine meat and equine leather – meaning that the equidae which were killed for these products could and should have been categorised as farmed animals from the point at which it was decided that they should be kept, sold, transported and slaughtered for these purposes. However, their owners may not have perceived them as farmed animals. Indeed, even when equidae are quite clearly farmed animals – as in the case study on donkey milk farming in Chapter One – they may still not be treated as such by Competent Authorities, resulting in such enterprises remaining uninspected, leaving consumers vulnerable.

Europe has a number of fairs and markets, where equidae are bought and sold. Some of these are small, local affairs while others attract buyers and sellers from all over the EU. Some have become tourist attractions, having taken place for centuries (such as Appleby Horse Fair in the UK, which was granted a Royal Charter in 1685<sup>88</sup>, or Skaryszew Horse Market in Poland, reputed to have been held since 1432<sup>89</sup>).

<sup>88</sup> [http://en.wikipedia.org/wiki/Appleby\\_Horse\\_Fair](http://en.wikipedia.org/wiki/Appleby_Horse_Fair) accessed 04.11.14

<sup>89</sup> <http://en.wikipedia.org/wiki/Skaryszew> accessed 04.11.14



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*A number of large equine markets and fairs still operate across the EU.*

Today, large markets such as (but not limited to) Hedel and Zuidlaren in the Netherlands, Maurs in France and Skaryszew in Poland continue to be held. A number of the animals sold there are likely to be slaughtered for meat. However, anecdotal evidence suggests that it is unlikely that the vast majority of sellers go to these markets with the specific intention of selling their animals for this purpose – instead, they wish to sell for the best price possible. In many cases this means selling the animals for slaughter, but if a buyer wishing to use the animal for another purpose offered a better price, the animal would be sold to them just as readily<sup>90</sup>. Animals which are unable to fulfil a working function (for example due to injury or conformational weakness) are unlikely to be sold for any purpose other than slaughter<sup>91</sup> – but it is debatable whether or not they would be covered by the Directive until they are sold for this purpose. It is believed that relatively few breeders produce large numbers of equidae for meat in the main Member States exporting equidae for slaughter – although there are certainly indications that this practice is becoming more common in Poland and Spain<sup>92</sup>. Instead, breeders may arrive at the market with small numbers of equidae they have bred, some of which are bought and assembled into loads by slaughter buyers before being transported, directly or via Assembly Centres, to slaughter. Dealers may also arrive with large numbers of equidae – but again, their priority is to sell the animals for the best price, and will sell to people other than slaughter buyers if the price is right.

Given the relatively small population of equidae compared to other farmed species,<sup>93</sup> it is unsurprising that this Directive fails to meet their specific needs for protection. Indeed, the very fact that a Directive is in place rather than a harmonised Regulation may also mean that there is not adequate protection for more commonly farmed species – although their welfare is not the focus of this report. However, equidae are left uniquely vulnerable.

With no requirement for Competent Authorities to carry out inspections for non-farmed animals at EU level, and the potential for confusion over when an equid should be classified as a farmed animal,

NGOs may be left to step into the breach to ensure that equine welfare is protected. Their powers and responsibilities will vary from Member State to Member State, as will the level of support they receive from Competent Authorities and the legislation available to them to use – creating an uneven playing field between the Member States.

**Recommendation:** The European Commission should table proposals to replace Council Directive 98/58/EC with species-specific equine welfare legislation, allowing for greater levels of harmonisation between Member States and creating a level playing field to assist with the operation of the single market.

<sup>90</sup> World Horse Welfare, 2015

<sup>91</sup> World Horse Welfare, 2015

<sup>92</sup> World Horse Welfare 2015, ANDA 2015

<sup>93</sup> [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Livestock\\_numbers,\\_EU-27,\\_1995%E2%80%932012\\_\(million\\_head\)\\_AgriPB13.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Livestock_numbers,_EU-27,_1995%E2%80%932012_(million_head)_AgriPB13.png) accessed 19.12.14

## Welfare at the end of life



As discussed earlier in this report, it is legally possible to slaughter equidae at the end of their lives, providing they have not been signed out of the food chain. As a result, equidae are included in Council Regulation (EC) No 1099/2009 on the protection of animals at the time of killing. In this Regulation, they are referred to as a ‘traditionally farmed species’, although reference is made to the fact that they (like the other species covered by the Regulation) may be used for other purposes. It is made clear in the Regulation that only killing with the intention to produce food or other products, or emergency killing for disease control purposes, fall within its scope<sup>94</sup>.

There is cause for concern with this Regulation. The requirement for a welfare officer is new, and certainly has the potential to improve welfare; however, the fact that this officer is under the direct authority of the business operator may weaken this requirement. An employee may be susceptible to pressure from their employers not to report welfare issues if this might compromise the business; this may result in a ‘closed shop’ mentality, where welfare problems are not adequately dealt with. Supervising official veterinarians are already vulnerable to such pressure, even though they are ultimately responsible for welfare standards both before and at the time of slaughter; requiring an employee, rather than an independent person, to act as a welfare officer does nothing to counter this.

Equidae display a significant range of reactions to stress: for instance, horses and ponies are naturally neophobic, with a highly developed flight or fight instinct<sup>95</sup>. Donkeys, in contrast, display fewer behavioural indicators of stress, to the point that death from hyperlipaemia can result with few or no outward symptoms having been apparent<sup>96</sup>. These differences mean that facilities designed to cater for other species may not be suitable for equidae, and that staff may need to alter their working practices to ensure that welfare is adequately safeguarded.

<sup>94</sup> Recital 10, Council Regulation 1099/2009 on the protection of animals at the time of killing

<sup>95</sup> World Horse Welfare, 2008 Dossier of Evidence: Recommendations for amendments to EU Council Regulation (EC) No 1/2005 p14

<sup>96</sup> <http://www.thedonkeysanctuary.org.uk/can-we-help-you> accessed 4.3.15

This was demonstrated by undercover filming undertaken by Hillside Animal Sanctuary, of equidae being slaughtered at a facility in the UK<sup>97</sup>. This revealed a variety of welfare problems. The animals were driven up a chute into a stunning box by workers on a walkway which was at a higher level than the animals. The chute allowed smaller ponies to enter the stunning box together, causing the other ponies to display behaviour indicative of distress when their companions were stunned in their view, and that the first pony stunned may not have been the first to be killed by exsanguination (thus risking the animal regaining consciousness during the killing process). In addition to this, it appeared that at least one animal was partially conscious when the actual killing took place. Members of staff were filmed behaving aggressively to the horses, hitting them with staves and ropes, and poor care of the animals before slaughter was documented.



© Hillside Animal Sanctuary

*Poor practices like stunning or killing in sight of other equidae cause unacceptable suffering.*

It is clear that this is entirely unacceptable on welfare grounds and a prosecution was launched: however, despite the existence of convincing footage, all charges were dropped due to insufficient evidence<sup>98</sup>. A petition launched as a result of this footage, calling for independently monitored closed-circuit television (CCTV) to be installed in slaughterhouses dealing with equidae, gathered more than 45,000 signatures in a short space of time, and was handed to the Competent Authority in December 2013<sup>99</sup>. There are a number of potential advantages to requiring such systems to be installed, as CCTV:

- Can be installed into spaces where an inspector cannot safely be present - such as in the 'stun box'.
- Will always be present, unlike inspectors, and can be present in multiple areas at once.
- Cannot be intimidated, unlike an inspector.

- Produces a permanent record, allowing both good and bad practice to be identified and used in training for slaughterhouse employees.
- Will help counter any malicious accusations against the proprietors or employees of licenced premises and permit proprietors to demonstrate that they treat equidae humanely.
- Can be viewed securely from any location, offering more flexibility for Competent Authorities, and possibly offering cost savings if the cameras replace some on-site monitors.
- Will allow the public to feel confident that their meat is the product of humane slaughter procedures.

In order to ensure the correct functioning of the internal market, this should be made a Community requirement, providing a level playing field for slaughterhouse operators and ensuring the highest possible standards of welfare. Equine meat should also be labelled with its country of origin showing where the animal was reared and slaughtered (when these are different), so that consumers have the information allowing them to make more welfare-friendly choices. Meat from cattle, sheep, pigs and goats is already labelled in this way: equine meat should be subject to equivalent provisions.

**Recommendation:** Competent Authorities should ensure that those slaughterhouses licenced to take equidae are able to meet the welfare needs of these animals in their facilities and the training of their personnel.

**Recommendation:** The European Commission should make independently monitored CCTV in slaughterhouses dealing with equidae mandatory.

**Recommendation:** The European Commission should extend the labelling rules set out by Regulation (EU) No 1169/2011 on the provision of food information to consumers of equine meat.

For the owners of equidae which are not to be slaughtered for food, euthanasia may be necessary when these animals come to the end of their lives. However, the options which are available to them vary between Member States. In some instances, where owners have limited options for relieving themselves of the responsibility of caring for an equid (whether through euthanasia, rehoming or sale), this may lead to welfare problems – such as owners undertaking illegal killing at home<sup>100</sup>, or through veterinary treatments that would exclude animals from the food chain being carried out ‘off the books’ so that the owner retains the option of sending the animal to slaughter at a later date<sup>101</sup>. Unsuitable methods of euthanasia are also reported from some Member States, with anecdotal evidence suggesting that the drug T-61, which causes muscle paralysis, is used to kill conscious animals – causing the animals to asphyxiate while remaining fully cogniscent<sup>102</sup>. This is despite the fact that use in conscious animals is contraindicated and that the drug is more properly used with appropriate sedation on small animals, such as cats and dogs, rather than large animals<sup>103</sup>. In other Member States, it is reported that veterinarians are unwilling to recommend euthanasia or unable to carry it out (due to, for instance, a lack of access to suitable drugs) even when this is clinically justified, and that even when euthanasia is recommended on veterinary grounds equid owners are not always willing to take this option, perceiving the costs of euthanasia and carcass disposal to be too high. This may lead to welfare problems, and in some cases to equidae being transported for slaughter even though they are showing signs of infectious disease<sup>104</sup>.

**Recommendation:** Competent Authorities should investigate reports of inhumane practices during euthanasia, such as the improper use of drugs such as T-61 without appropriate sedation, as a matter of urgency when such concerns are reported to them.

Broadly speaking, Member States fall into one of two categories in terms of legal access to euthanasia:

- 1 Member States where owners can have their equidae euthanised for any reason, and;
- 2 Member States where owners can only euthanise their animals on veterinary advice.

<sup>98</sup> <http://www.crewechronicle.co.uk/news/animal-welfare-charges-against-owners-8003816> accessed 11.11.14

<sup>99</sup> <http://www.worldhorsewelfare.org/Article/Mandatory-CCTV-in-slaughterhouse-petition-backed-by-over-40000-members-of-public-is-handed-to-Defra> accessed 08.11.14

<sup>100</sup> Giovagnoli, G. 2014 Member State experiences: "The view from Italy" including working with horses. [Presentation to the EU Equine Experts' Meeting, Brussels] 7 May 2014

<sup>101</sup> Personal communications, 2014-15

<sup>102</sup> Personal communications, 2014-15

<sup>103</sup> <http://www.drugs.com/vet/t-61-euthanasia-solution-can.html> accessed 10.11.14

<sup>104</sup> Personal communications, 2014-15

KEY

-  Euthanasia allowed for any reason
-  Euthanasia only on veterinary advice
-  Unknown



Member States do not collect data on euthanasia, so it is difficult to quantify how many equidae are euthanised each year in Europe. There is an ongoing debate over when euthanasia can be ethically justified, and it is not the place of this report to enter into this debate.

Ultimately there must be a welfare-focussed and legal route for equid owners to take when it comes to the end of ownership, including selling, gifting and euthanasia. Euthanasia should not be the first recourse for owners who only seek to relieve themselves of the responsibility of care, although euthanasia may be considered preferable to the equid falling into a downward spiral towards death by abuse or neglect, through a cycle of constant gifting or selling. However, some Member States have legal restrictions on the access to euthanasia, and here it is important that appropriate mechanisms are provided to owners in terms of gifting or sale.

Sanctuaries also play a role in taking in and caring for equids, as well as rehoming them, as not every animal can be sold on the open market without a risk to their welfare. Animals that are limited in terms of the work they can do (for example due to age, long-term injury, temperament or conformational weakness) are at higher risk of being passed from home to home, on a downwards spiral of neglect if they are sold on. This is particularly true for equids that are not properly identified or otherwise ineligible for the human food chain. Furthermore health or temperament problems can be masked with drugs by unscrupulous sellers, allowing them to be passed on to unsuspecting new owners, compromising the future welfare of the animal and the safety of the new owner.

**Recommendation:** Equine sector bodies should encourage equid owners to make provision to prevent welfare problems from developing at the end of equid's lives or working careers as part of the promotion of responsible ownership.

## *Is self-regulation the answer?*



Point 22 of the Inter-institutional Agreement on Better Law-making (OJ C 321, 31.12.2003)<sup>105</sup> defines self-regulation as ‘the possibility for economic operators, the social partners, non-governmental organisations or associations to adopt amongst themselves and for themselves common guidelines at European level (particularly codes of practice or sectoral agreements)’. Self-regulation schemes may provide a useful avenue to improve welfare. However, their limitations should be recognised. Self-regulation schemes cannot entirely substitute for legislation, nor should they be made to. Indeed, Point 17 of the Agreement makes it clear that ‘these mechanisms will not be applicable [...] in situations where the rules must be applied in a uniform fashion in all Member States’<sup>106</sup>. Given that the welfare needs of equidae are the same no matter which Member State they are in, it is difficult to see how self-regulation could be considered as an alternative to legislation in establishing rules for basic welfare requirements.

Extensive work on assessing the quality and appropriateness of self-regulation schemes has been carried out in a variety of sectors. The National Consumer Council, a non-profit making UK-based body

representing consumers, identifies four issues of principle and four practical considerations in a paper assessing models of self-regulation<sup>107</sup>:

- 1 A self-regulatory scheme must always have clear policy objectives.
- 2 Self-regulation should not inhibit the scope for competition to deliver benefits for consumers.
- 3 A strong independent element must be involved in the scheme's design and have a controlling influence on its governance.
- 4 A dedicated institutional structure must be set up, separate from the existing trade and professional organisations.
- 5 A pragmatic approach may be inevitable.
- 6 There should be a presumption of scepticism towards self-regulation organised on a collective basis.
- 7 Effective self-regulation is usually best stimulated by a credible threat of statutory intervention.
- 8 Self-regulation works best within some form of legal framework.

Many of these criteria can be translated to self-regulation schemes affecting equine welfare. Where an organised network and sufficient funding is in place to produce, distribute and police the scheme; where the benefits of the scheme are evident to the users; and where it is possible to apply meaningful penalties when the scheme is not adhered to, self-regulation may be very successful. However, it cannot be a substitute for legislation in every circumstance – a legal framework is needed if self-regulation is to be fully effective.

<sup>105</sup> [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32003Q1231\(01\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32003Q1231(01)) accessed 11.11.14

<sup>106</sup> [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32003Q1231\(01\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32003Q1231(01)) accessed 10.11.14

<sup>107</sup> [http://www.talkingcure.co.uk/articles/ncc\\_models\\_self\\_regulation.pdf](http://www.talkingcure.co.uk/articles/ncc_models_self_regulation.pdf) accessed 10.11.14

## Case Study

Contagious equine metritis (CEM) and equine viral arteritis (EVA) are contagious diseases, both of which may be transmitted during mating. EVA may cause abortion in pregnant mares and occasionally death in young foals. Affected stallions may be carriers for life. CEM causes discharge from the vulva of infected mares and temporary infertility<sup>108</sup>. Both of these diseases are notifiable in the UK, meaning that any outbreak must be reported to the Competent Authority.

Given the importance of the Thoroughbred racing industry in the UK, it is in the best ►



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*Routine testing for diseases can help to protect vulnerable animals.*

◀ interests of the racing world to control these diseases. Both diseases are therefore controlled by codes of practice in the UK. All horses used for breeding should be swabbed and tested for CEM before the mating season, and any animal that tests positive may not be bred from until a negative test is obtained following treatment. In the case of EVA, blood testing and vaccination of all breeding mares is recommended (no vaccination is available for CEM). Affected carrier stallions should not be used for breeding. As there is no treatment available for EVA, breeding activity may only be recommenced with the approval

of the attending veterinary surgeon and the Competent Authority<sup>109</sup>.

Although the routine testing regimes for each disease are self-regulated, the Thoroughbred breeding industry lobbied strongly to maintain the notifiable status for both CEM and EVA. They believe that the self-regulation system performs at its best when supported by a good regulatory framework, and that removing the notifiable status of these diseases would affect breeders both domestically and internationally<sup>110</sup>.

The UK currently has disease-free status for both CEM and EVA.

<sup>108</sup> World Horse Welfare, Keep Your Horse Healthy Pack, 2009

<sup>109</sup> <http://www.hblb.org.uk/sndFile.php?fileID=21> accessed 28.11.14

<sup>110</sup> [http://www.eadt.co.uk/news/politics\\_2\\_480/suffolk\\_red\\_tape\\_cuts\\_could\\_hit\\_suffolk\\_bloodstock\\_trade\\_1\\_3645284?usurv=completed](http://www.eadt.co.uk/news/politics_2_480/suffolk_red_tape_cuts_could_hit_suffolk_bloodstock_trade_1_3645284?usurv=completed) accessed 28.11.14

Self-regulation is unlikely to work for all parts of the equine sector, and cannot replace legislation. Where no structure exists or where sufficient funds are lacking, self-regulation is less likely to succeed. In addition, the end-users of the scheme must understand the benefits of what they are being asked to do. Good equine welfare is of course a benefit in its own right, but it also has secondary benefits for many aspects of the sector. Animals that have been transported in good conditions, for example, are less likely to arrive at their destination suffering from exhaustion, dehydration or disease and as a result are more likely to perform well at whatever task is required of them.

By contrast, when the only function the animals need to fulfil at the end of their journeys is slaughter, the secondary benefits of welfare are less immediate, especially if the meat is destined for cheap, processed food products, where high quality meat is less imperative – and where operators feel that their economic interests might be compromised by better welfare standards, improved welfare might even be seen as a negative for them. This is clearly shown by the fact that equidae transported to slaughter are regularly transported in conditions which compromise their welfare but which maximise the potential profit for the journey; a high loading density, for example, may well compromise welfare but it also allows more animals to be transported in a single load, raising the profit margin for all concerned. Where such conditions exist, it may well be the case that only appropriate and robustly enforced legislation can improve welfare standards.

Policy makers must remember the versatility of the equine sector, and of equidae and their uses. A self-regulation scheme which works for a particular section of the equine population should be recognised for the benefits it can bring – but also for its potential limitations. The schemes highlighted in the case study, underpinned by suitable legislation, are a clear success story for self-regulation in the UK's

Thoroughbred breeding industry, but naturally comparable benefits will not be seen in unregulated parts of the UK's equine breeding sector. As a result, it is important to recognise that self-regulation is a useful enhancement to legislation – not a complete replacement and to carefully assess the reach of self-regulation schemes through consultation with a wide and representative body of stakeholders – not simply with one part of the equine sector.

**Recommendation:** Competent Authorities should - while recognising the value of self-regulation schemes - regard these as enhancements to welfare legislation, rather than replacements.

## *Differing penalties*

In order for legislation to be effective, any penalties must be dissuasive enough to discourage breaches. This can be a problem for Community trade, as the differing economies of the Member States may make it difficult to set penalties which are dissuasive to companies based in Member States with strong economies, without seriously disadvantaging those based in Member States where the economic situation is less favourable. GHK Consulting's 2010 Review of Animal Welfare legislation found this to be an issue of concern, particularly regarding animal transport. The authors of that report stated that 'the view from both industry and animal welfare groups is that better and more uniform enforcement is needed'<sup>111</sup>. They point out that inspectors have differing competences between Member States, and that some Member States have experienced difficulties in collecting fines from operators based in other Member States<sup>112</sup>. They state that 'for fines to be effective, they have to outweigh any cost savings from non-compliance and thus should be in relation to the relevant revenues', and suggest that 'a more harmonised approach to dealing with infringements across the EU could assist with enforcement'<sup>113</sup>.

**Recommendation:** Competent Authorities should ensure that they allow enough flexibility in the penalties they set during the implementation of Community Regulations to allow dissuasive penalties to be set, no matter where in the EU the sanctioned business is based.

<sup>111</sup> GHK Consulting & ADAS UK, 2010. Evaluation of the EU Policy on Animal Welfare and Possible Options for the Future, p37

<sup>112</sup> GHK Consulting & ADAS UK, 2010. Evaluation of the EU Policy on Animal Welfare and Possible Options for the Future, p 186

<sup>113</sup> GHK Consulting & ADAS UK, 2010. Evaluation of the EU Policy on Animal Welfare and Possible Options for the Future, p37

## *Neglect – different sectors, similar problems*

At Member State level, although equine sectors may vary greatly in character from country to country, abuse and neglect remain serious problems. It is important therefore that Member States have sufficient legislation to effectively deal with such cases.

## Case Study

Eastern and North-western Europe have very different equine sectors. Whilst there is a developing sport and leisure market in many Eastern European Member States, many equidae are still used for work on farms. By contrast, there are relatively few working equidae used for agriculture in north-western Europe, with most of the equidae in these Member States kept for leisure or sport.

Despite these differences, welfare problems caused by ignorance, neglect or abuse are unfortunately seen in every Member State.

Poland: In February 2012, a team from Animal Welfare Foundation and Tierschutzbund (AWF/TSB) discovered four neglected horses – three mares and one yearling - at a farm in south-east Poland. They were being kept in an unsuitable environment, and suffering from malnutrition and pneumonia, with one mare having collapsed. The authorities were informed and the horses removed – however the collapsed mare died that evening, and the yearling also died later. Their owner was prosecuted and given a one year suspended prison sentence, under the Animal Welfare Law (Ustawa z dnia 21 sierpnia 1997 r. o ochronie zwierząt)<sup>114</sup>. The surviving horses were transferred into the ownership of Tierschutzbund, and remain in the care of one of their staff members.

UK: In October 2014, a woman in the south-west of England was prosecuted for neglect. World Horse Welfare and the RSPCA made repeated visits due to concerns about the care of her horse reported by members of the public, but despite giving the owner advice



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© RSPCA

*Although these cases took place in Member States with very different equine sectors, they are still very similar.*

on her responsibilities found that the horse's hooves were being neglected, and that the horse was losing body condition. She was privately prosecuted by the RSPCA under the Animal Welfare Act 2006, and after pleading guilty received a £245 fine, and was ordered to pay a further £250 in costs. She was banned from keeping equidae for two years and her horse was signed into the ownership of the RSPCA<sup>115</sup>.

<sup>114</sup> Tierschutzbund / Animal Welfare Foundation, 2014

<sup>115</sup> <http://www.worldhorsewelfare.org/Article/A-woman-who-neglected-her-horses-receives-a-two-year-ban-from-keeping-equines-a-court-in-Somerset-heard-yesterday> accessed 11.11.14

In these cases, both offenders received legal penalties for their actions, albeit relatively small ones. However, a lack of sufficient legislation is a key concern for NGOs in a number of Member States. Differing welfare standards can lead to distortion in the internal market, particularly where animals are traded between Member States, as equidae so frequently are.

Where one Member State has prescriptive and detailed legislation, and another takes a far more laissez faire approach, business operators in the more prescriptive Member State may well find that their costs become much higher than their competitors, affecting the equine industry. Denmark has seen a 56% drop in the number of mares being covered since they introduced prescriptive legislation in 2008; this may be partially due to the economic situation, but there is also now an ongoing discussion regarding the effect that the legislation has had and whether some of the requirements could be relaxed<sup>116</sup>.

That is not, however, a persuasive argument to simply lower standards to those of the lowest common denominator. Animal welfare legislation should act as a benchmark for common standards, positively impacting on animal welfare and ensuring a level playing field for Member States. Nor should there be anything to prevent Member States from going beyond the EU standards, should they so wish. It must also be remembered that output-based systems of welfare management are not necessarily the most effective way to prevent welfare problems, since in order for a problem to be dealt with it must first occur – while a system based on controlling external factors (for example, through requiring constant access to water as opposed to requiring that dehydration should be prevented) should prevent certain welfare issues from occurring in the first place.

That said, the differing types and uses of equidae, and the differing climates and economies of the 28 Member States mean that prescriptive legislation at EU level is unlikely to be successful in raising welfare standards – although it can be successful at a more local (i.e. Member State or regional) level. For example, appropriate care for a pet donkey in southern Italy – an animal adapted to dry conditions, experiencing relatively low demands for performance and living in a warm environment – would almost certainly not meet the needs of a competition horse in Sweden – a larger animal, undertaking regular strenuous exercise and being kept in an environment prone to harsh winters. What is important is that their basic needs are met in a way appropriate to each animal.

Legislation based on outcomes and on the need for appropriate care is therefore likely to be more suitable at EU level, as long as it is supported by requirements tailored to the needs and circumstances of each Member State. It is important to recognise and counter the risk of leaving animals in a situation where welfare problems must develop before action can be taken, as can happen with legislation based only on outputs. Guidance and codes of practice can assist with this, by giving equid owners information on how to meet the needs of their animals, tailored to local circumstances.

<sup>116</sup> Jørgen Kold, National Council for Horses (Denmark) and Knowledge Centre for Agriculture. Presentation to the EU Equine Expert Meeting, 07.05.14

# Chapter three

## Key problems for equidae

### Chapter two recommendations:

#### *The European Commission:*

- Should support the production and dissemination of information on how to meet the needs of equidae, and should consider the expansion of their educational resources on farm animal welfare to encompass equine welfare.
- Should ensure that animal health, welfare and traceability are included in any trade negotiations and should only authorise the import of horse meat from Third Countries with EU-compatible animal welfare, health and food safety standards.
- Should bring infringement proceedings in cases where breaches of animal welfare and health legislation are discovered and not swiftly rectified by Competent Authorities.
- Should ensure that Third Country standards on the administration of medicinal products which may harm human health are harmonised with EU standards where animal products are to be imported.

#### **The Food and Veterinary Office:**

- Should regularly conduct unannounced inspections at EU certified slaughterhouses and cutting plants in Third Countries, and include inspecting other parts of the production chain during these missions.

#### **The equine sector:**

- Should give equine welfare a priority equal to that of the safety of the rider and higher than other considerations.

**The increasingly globalised nature of the equine industry**, the frequency with which equidae are transported and the close human-equid relationship mean that the repercussions of things going wrong are often felt beyond the equine industry. In this chapter we will discuss how things can go wrong, and what can be done to help prevent or address these problems.



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*Welfare problems continue to be seen across the EU.*

## The equine identity crisis



Good traceability – achieved through effective equine identification and registration of equine premises – is of paramount importance for consumer protection when equine meat is consumed, and is at the heart of equine welfare across the EU. It allows an equid to be linked to a responsible person – providing evidence that would support enforcement action when welfare legislation is breached. This accountability safeguards both equine health and the security of the food chain in addition to equine welfare. Proper registration allows Competent Authorities to take effective disease control and prevention action, by giving them accurate information on the number and location of equidae in their Member State – swift action is vital to ensure that disease outbreaks are contained.

Good traceability is vitally important for disease control. The OIE's Guidelines for Animal Disease Control stress the importance of good contingency planning and rapid action in the case of emergencies – but this is made far more difficult without information on how many animals may be affected by a disease outbreak, and where they are to be found. Time spent tracing animals after a disease outbreak could be better spent taking positive action to limit the disease's spread, if the information were already readily available.



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*If used correctly, microchips help to clearly identify equidae.*

Properly functioning equine identification databases can also lead to improvements in equine health and veterinary research. A 2014 Danish study found that equine health databases have the potential to be useful to researchers by collecting data on the incidence of disease and other health problems, and can map outbreaks of contagious disease – potentially assisting Competent Authorities in finding weaknesses and vulnerabilities in disease control, and biosecurity systems before serious outbreaks occur. However, the researchers make it clear that they believe a prerequisite for any such equine health database to be a fully functional equine identification database<sup>117</sup>.

<sup>117</sup> Hartig-Merkel, W. 2014 Investigation of the Scientific Background for the Establishment of a National Health Database for the Danish Horse Population. Ph.D. University of Copenhagen

## Case Study

Equine Infectious Anaemia (EIA) is a notifiable disease, also known as ‘swamp fever’. This illness has potentially serious consequences for Europe’s equine sector. In 2010, Romania, where EIA is endemic, had restrictions imposed on its ability to freely move equidae out of its territory by Commission Decision of 18 June 2010, as a result of the Member State’s failure to implement immediate slaughter of infected animals<sup>118</sup>. 2012 saw EIA affect the sporting world when Danedream, the winner of the 2011 Prix de l’Arc de Triomphe, was unable to defend her title after being quarantined due to an outbreak at the Cologne training centre where she was kept. All 300 horses at the centre were banned from travelling until it was confirmed that all the affected horses had been euthanised, preventing the horse from racing<sup>119</sup>.

The difficulties inherent in tracing equidae in the event of a disease outbreak without robust traceability measures in place were also demonstrated in that same year. EIA was confirmed in two horses in the UK; both

horses were euthanised, as required by UK legislation. The local state veterinary service then began investigations to trace horses that had been in contact with the infected animals. It was found that the infected horses had in fact been imported into the UK in 2008, and that a further horse from the shipment had also tested positive for EIA and been euthanised in 2010. A total of 18 horses had been imported on this shipment, which had entered the UK from Belgium. However, although all the horses had travelled on one vehicle, they had been recorded on TRACES as making up two separate consignments as they had separate animal health certificates, which prevented the authorities in 2010 from tracing all of the animals at the time of the original outbreak. At the time of writing, four horses remain untraceable, meaning that they have not been tested and may therefore be carriers of the EIA virus, potentially spreading the disease further.

<sup>118</sup> COMMISSION DECISION of 18 June 2010 on protective measures with regard to equine infectious anaemia in Romania

<sup>119</sup> <http://www.theguardian.com/sport/2012/oct/01/danedream-prix-de-larc-swamp-fever> Accessed 25/06/14

A robust identification system, with passport numbers and owner/keeper details recorded on a central database might have helped to trace the animals in the above case study, especially if such a database could be updated online when ownership changed. Without this information, searching for a small number of horses in a Member State thought to have more than a million equidae proved simply impossible.

## Case Study

As discussed in Chapter One, even though the majority of Member States are reported to have equine databases it is still hard to gain even basic information which is robust and reliable. It has been impossible to find a precise figure for the number of equidae in each Member State. In Spain for example, the discrepancy between the total numbers of equidae given by respondents to the research questionnaire (based respectively

on figures from the Spanish Equestrian Federation and the Spanish government) and FAOSTAT was approximately 300,000. There is simply no way to know which figures are correct - or indeed if any of them are. Given that the average price of a horse in Spain is estimated as being between €1000 and €10,000 (depending on breed), this is not an insignificant margin of error. This situation is replicated in several other Member States.

## Continuing welfare problems



Equidae continue to suffer welfare problems across the EU. It is also clear that, despite the many differences between the positions and perceptions of equidae across the Member States, the welfare problems that they face are often remarkably similar.

The most commonly perceived problems, as reported by respondents to the project survey are:

- Problems with the environments and ways in which equidae are kept, including;
  - environments with a lack of space;
  - long periods of confinement without access to turnout, and environments which do not provide social interaction;
  - a lack of knowledge of proper equine care among equid owners, and;
  - neglect (failing to meet basic needs such as the need for food or water).
- Training and handling methods, including welfare problems in sport.
- The use of equidae for meat.
- The treatment of working equidae.
- A lack of access to professionals such as veterinarians, farriers to provide hoof-care and saddlers to provide well-fitting harness.

NGO-led programmes can assist with many of these welfare problems, although the scope of such programmes will be limited by the resources available to the NGO. Educational programmes may help to encourage equid owners to behave responsibly towards their animals, by showing them both how to meet their animal's needs and the advantages of doing so. For example, regular and expert footcare can reduce the incidence of lameness, while regular access to free exercise can bring benefits to owners as their

animals may display fewer behavioural signs of stress and therefore be easier to handle. Owners may also benefit from learning more about safely handling their animals; even small equidae are capable of causing harm to humans if they feel alarmed or threatened, but the risks of human injury as well as equine suffering can be alleviated with correct handling and safety equipment.

## Case Study

Bodzentyń Market in Poland is one of the largest horse fairs in the EU. A number of welfare problems have been recorded at the market, some of which are caused by the conditions in which the animals are kept before sale.

AWF/TSB work in the Bodzentyń region of Poland to address these welfare problems by improving living conditions for working horses on farms. They believe that issues such as poverty, a lack of knowledge on the part of the owners, and in some cases indifference to equine welfare are at the root of many of the problems that they see.

AWF/TSB undertake improvements to stables, improving lighting and ventilation and building safe paddocks for turnout and new stables where necessary. Equid owners are able to pay for these renovations in small installments. AWF/TSB also provide advice to owners on correct handling and on keeping their animals healthy, and if this advice is not respected, involve the local authorities to carry out enforcement action.

Demand for this service has now grown in the Bodzentyń area, as equid owners have realized the benefits of the improvement AWF/TSB can offer.



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*NGO-led programmes can help to improve equine welfare*

## Enforcement issues



As a result of the ongoing economic situation, Member States are often finding that cutbacks to their enforcement activities are necessary to rebalance their budgets.<sup>120</sup> In these circumstances, those drafting legislation can do a great deal to assist by ensuring that the legislation they write is easily enforceable, harmonises well across the EU and avoids clashes with other pieces of legislation.

<sup>120</sup> EUBusiness.com reports that Member States 'continue to slash food control budgets', with food label checks in the UK having fallen by 16.2% as a result. <http://www.eubusiness.com/Members/BEUC/horsegate> Accessed 10/06/14

### Case Study

Enforcement of and compliance with Council Regulation (EC) No 1/2005 has been problematic for Member States and transporters ever since it came into force. The journey times set out in this Regulation conflict with the maximum driving time set out in Regulation (EC) No 561/2006 of the European Parliament and of the Council (the Regulation setting out working hours for drivers).

GHK Consulting's 2010 Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future (EUPAW) states that, "Transport industry stakeholders have pointed out that in practice the driver time Regulation takes precedence as it is more strictly enforced (with fines or the potential of losing a licence).

There are also problems in relation to animal welfare when drivers have to stop and rest for example, at inappropriate parking places and in circumstances that expose animals to inadequate temperatures outside their comfort zone."<sup>121</sup>

In addition to these welfare problems, enforcement agencies are left in a position where they must carry out two sets of checks, rather than being able to enforce both Regulation (EC) No 561/2006 and Council Regulation (EC) No 1/2005 simultaneously. Ultimately, Council Regulation (EC) No 1/2005 has failed to reach its full potential for welfare improvements because it did not deal with the key issue of journey time limits.

<sup>121</sup> GHK Consulting & ADAS UK, 2010 Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future, pg 94

Legislation which cannot be enforced protects neither consumers nor animal welfare. It also affects the Single Market through variable levels of enforcement. The EUPAW found that '...[a] more harmonised approach to dealing with infringements across the EU could assist with enforcement' pointing out that fines could range from €18 to €6000 for animal welfare offences, with inspectors also having different powers between Member States (for example, not all being able to impose on-the-spot fines)<sup>122</sup>.

When legislation is drafted consideration should be given at every stage to how this legislation will eventually be enforced. In some cases, guidance may be necessary to assist both enforcement agencies and operators in interpreting legislation – both raising levels of compliance and ensuring that enforcement is consistent across Member States. Examples of such guidance are the Practical Guidelines to Assess

Fitness for Transport for Adult Bovines, published in 2012, Practical Guidelines on the Watering of Equine Animals Transported by Road published in 2014 and forthcoming guidance on equine fitness for transport. All of these documents were produced by working groups of industry and animal welfare representatives, with input from the permanent representations of the Member States where appropriate.

**Recommendation:** The European Commission should actively support the development of guides to good practice to assist with levels of compliance and consistent enforcement, for example by releasing resources for translation of such documents and assisting with their distribution.

<sup>122</sup> GHK Consulting & ADAS UK, 2010 Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future pg 38

## A Sporting Chance



As discussed in Chapter One, equidae have been used in sporting contests since ancient history. Watching equine sport remains a popular pastime for many European citizens, for example accounting for five of the top ten most attended sporting events in the UK<sup>123</sup>, and attracting a peak audience of 8.9 million for the broadcast of the Aintree Grand National in 2013<sup>124</sup>.

Despite this popularity, the EU's reputation as a centre of excellence for equine sport may be threatened by concerns over equine welfare, including in training outside of competition. The increasing availability of camera phones and social media mean that concerns about equine welfare in sport are now easily disseminated across the world very quickly.

<sup>123</sup> The Economic Impact of British Racing 2013, British Horse Racing Authority, pg 52

<sup>124</sup> The Economic Impact of British Racing 2013, British Horse Racing Authority pg 7

### Case Study

The 2012 London Olympics were affected by concerns from members of the public about the use of rollkur (defined by the FEI as 'flexion of the horse's neck achieved through aggressive force'<sup>125</sup>). Pictures taken of riders warming up for the dressage competition appeared to show a competitor warming up using this technique. These pictures were posted on social media, leading to the FEI's Facebook page being swamped with queries from members of the public, and overshadowing the competition. The issue

of abusive riding has refused to go away, with fresh pictures emerging in 2014, again appearing to show a top rider mistreating a horse in Denmark through aggressive riding and unsuitable biting of the horse<sup>126</sup> (the rider was later cleared of animal cruelty in a Danish court<sup>127</sup> but has been warned by the Danish Equestrian Federation, which ruled the incident 'improper use of bit and bridle', that any similar incident may lead to further action<sup>128</sup>). Rollkur is currently banned altogether in Switzerland, and should not be ►

◀ used in FEI competition anywhere in the world. However, other than in Switzerland it may still be used in training away from FEI-affiliated competition, or in non-affiliated competitions.

© Shutterstock - Pixinoo



*Images like this one are seen by many as evidence of welfare problems in dressage.*

© Shutterstock - Masturawati Asari



*The welfare of endurance horses has recently raised concerns.*

Endurance riding has also been the focus of welfare concerns. Media reports of horses being competed to the point of exhaustion, being competed in an unfit condition, being inappropriately medicated or being competed in the guise of other horses have led many to question the welfare credentials of the sport, with one leading equine welfare charity referring to images of an apparently thin horse at an international competition as ‘disturbing’<sup>129</sup>.

Similarly, racing can attract attention for the wrong reasons due to perceived welfare problems. Overuse and misuse of the whip, the young age at which horses can enter training, the dangers of racing and the fate of racehorses after their careers end are all causes of concern to many people in Europe.

<sup>125</sup> <http://www.fei.org/news/fei-round-table-conference-resolves-rollkur-controversy> accessed 25/06/14

<sup>126</sup> <http://www.euodressage.com/equestrian/2014/04/21/andreas-helgstrand-under-fire-after-publication-training-photos> Accessed 25/06/14

<sup>127</sup> <http://www.euodressage.com/equestrian/2014/12/09/andreas-helgstrand-acquitted-animal-cruelty> accessed 16.03.15

<sup>128</sup> <http://www.euodressage.com/equestrian/2015/02/02/andreas-helgstrand-receives-warning-danish-fn-appeals-committee> accessed 16.03.15

<sup>129</sup> <http://www.horseandhound.co.uk/news/thin-endurance-horse-passed-fit-race-horrifies-riders/> Accessed 25/06/14

Self-regulation is common in sport, with many sporting bodies arguing that standards of welfare in sport are the highest in the equine sector. Various codes of conduct (for example, the FEI Code of Conduct for the Welfare of the Horse<sup>130</sup>) are in place to try and ensure good welfare practices, and it is true that some regulators are receptive to working alongside welfare organisations to improve standards, and that the need for a horse to perform well may help to underline the importance of welfare. However, regulators cannot afford to be complacent about the welfare of sports horses. The pressure to perform, particularly where large amounts of money are at stake, may lead some competitors to use practices that compromise the welfare of their horses – as shown by recent incidents of ‘doping’ in some sports<sup>131</sup> – and their example may be followed by amateur competitors keen to emulate the leaders of their chosen sport. There are also genuine causes for concern about the way in which some sports horses are kept (for example, with no access to pasture); conditions for some breeding animals<sup>132</sup>; and what happens to sports horses once their competitive careers end<sup>133</sup>.

Equestrian sports organisations should be proactive in dealing with potential welfare issues. The Danish Equestrian Federation has taken steps towards improving standards of welfare in dressage riding, preparing a series of educational films aimed at every level of horse and rider, and ensuring that these are reviewed by judges and riding clubs, before a planned general release and series of educational seminars in 2015. The first of these films has already been released. This proactive approach to improving welfare is very welcome, and is one that many equestrian sports organisations would do well to emulate. All competitors, at any level, must understand that welfare abuses will not be tolerated. International and national sporting organisations should work together to ensure that standards create a level playing field. Regulators should also seek to influence conditions for sports horses before and after as well as during their competitive careers, through encouraging responsible training practices and breeding, and through supporting retraining and rehoming schemes for former sports horses.

<sup>130</sup> <http://www.fei.org/fei/horse-health-and-welfare> accessed 11/07/14

<sup>131</sup> For example see <http://www.horseandhound.co.uk/news/doping-case-jock-paget-b-sample-tests-positive/> accessed 11/07/14, [http://www.horseandhound.co.uk/doping\\_endurance](http://www.horseandhound.co.uk/doping_endurance), accessed 11/07/14

<sup>132</sup> E.g. <http://www.horseandhound.co.uk/news/john-byrialsen-accused-of-neglect-50-horses-removed/#> Accessed 25/06/14



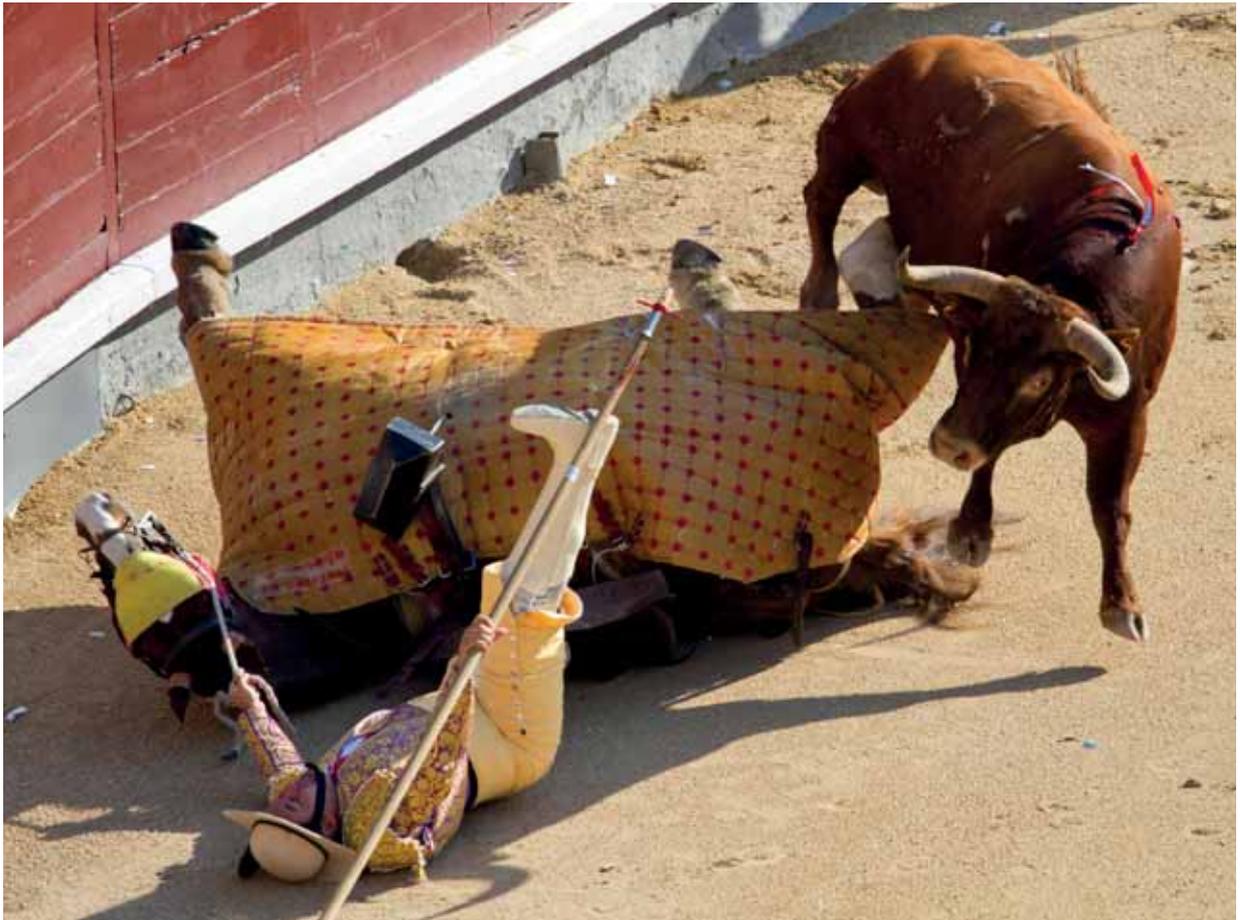
© Dansk Ride Forbund

*Educational initiatives like this training video can help improve welfare.*

**Recommendation:** Equine sector bodies should give equine welfare a priority equal to that of the safety of the rider and higher than other considerations.

In addition to regulated sporting contests, equidae are used for a number of traditional events and practices across the EU. These include the Palio di Siena in Italy, Border Riding in the UK and mounted bullfights in Spain. Some traditional activities pose few risks to welfare; however others are grounds for serious concern for the welfare of the animals taking part, with significant injuries or even death reported as common outcomes. The exceptional nature of these events or their heritage should not exempt

them from consideration for the welfare of the equidae taking part, and where welfare is compromised, Competent Authorities should take steps to either modify these events in order to raise standards of welfare to an acceptable level, or where this is not possible consider banning them altogether. The EU can be proud of its longstanding relationship with equidae, but tradition should not be used as an excuse for cruelty, nor be immune to the changes that have taken place in other parts of the equine sector as human knowledge of equine behaviour and the greater value now placed on animal welfare have developed. By evolving those traditions that can be made compatible with modern values and standards of welfare and ending the use of equidae in those which cannot, the EU can ensure that its relationship with equidae continues to be one in which it can take pride.



*Traditional practices should not be allowed to compromise equine welfare.*

## A European Standard



As discussed earlier, one of the greatest threats to equine welfare is a lack of knowledge among the people who own or keep them. Methods of keeping and caring for equidae vary hugely across the EU and across the different sections of the equine sector. Unfortunately in some cases, this leads to the basic needs of equidae not being met.

## Case Study

Water is a basic need for all equidae, regardless of species, and is accepted as an element of one of the Five Freedoms<sup>134</sup>. Transportation places strenuous demands on animals; during transport an adult equid may require 50 – 100 litres of water each day<sup>135</sup>, along with appropriate forage in order to help maintain hydration. Lack of water can lead to severe health and welfare problems.

Colic refers to abdominal pain, usually caused by disease or other problems in the gastro-intestinal tract, which can be fatal without treatment. It is widely believed by drivers and Control Post staff that providing unrestricted access to water will lead to colic; as a result equidae transported long-distance to slaughter may be given little or no access to water during their rest breaks, putting their health and welfare at risk. However, research shows no increased risk of colic through providing transported horses with access to water<sup>136</sup>; conversely, lack of water is recognised as a risk factor for colic in equidae.

New guidelines produced by equine welfare organisations and other experts encourage Control Post operators, and indeed anyone transporting equidae for any purpose, to ensure that their animals are properly hydrated before, during and after their journeys. It recommends that equidae be given free access to fresh, clean water and good quality forage before the journey, during rest breaks and after arrival.

<sup>134</sup> <http://www.fawc.org.uk/freedoms.htm> Accessed 25/06/14

<sup>135</sup> Practical Guidelines on the Watering of Equine Animals Transported by Road, 2014

<sup>136</sup> Carlson et al, 1979; Friend et al, 1998; Friend 2000



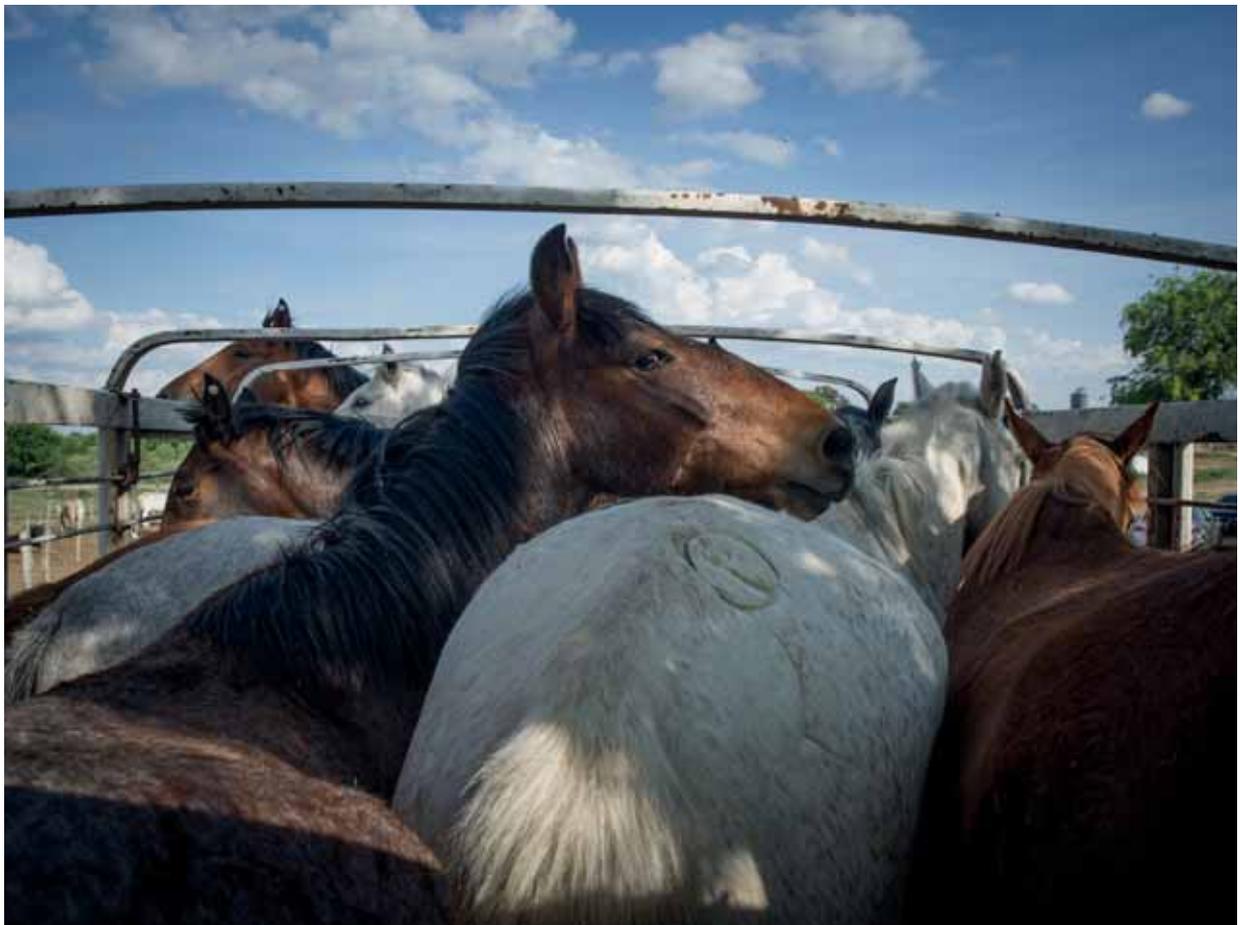
## Beyond Europe



Although the scope of this report is the European equine industry, it is important to make brief reference to aspects of the global equine industry which directly affect European consumers. Of particular concern are the food safety, animal health and animal welfare standards of the horse meat production chain in Third Countries which export equine meat to the EU<sup>137</sup>. Although a number of pieces of EU legislation should apply to these facilities<sup>138</sup>, in practice there are grave concerns about the implementation and enforcement of these requirements, and of breaches of animal welfare requirements (including a lack of shelter, a lack of veterinary care, no provision for emergency slaughter and poor handling) at EU-approved slaughter facilities. The identification and traceability of animals entering the food chain has also been called into question, not only by animal welfare NGOs<sup>139</sup>, but by the Food and Veterinary Office

itself<sup>140 141</sup>. In addition, there are many documented cases of welfare problems caused by long journeys to slaughter (with times in excess of the journey durations mandated in Council Regulation (EC) No 1/2005) in unsuitable vehicles – although this Regulation does not apply in Third Countries, the welfare problems caused by such long journeys should not be ignored.

As a result of these concerns, a ban on horse meat imports from Mexico is now in place. However, Mexico is not the only cause for concern with this issue. If animals from Third Countries are being slaughtered there to enter the European food chain, Europe must ensure that its controls are being strictly applied to protect their consumers. In addition, there is concern that medicinal products may be administered to equidae in Third Countries that are not permitted in the EU, this being a further example of the lack of uniformity in place within the EU as against animals and meat imported into the EU from Third Countries. Incompatible health, welfare and traceability standards in Third Countries are not simply matters of concern to those who monitor equine welfare – they may place consumers at risk, and European producers at a disadvantage compared to their third country counterparts.



*Equidae destined for EU markets may suffer serious welfare problems before and during slaughter.*

**Recommendation:** The European Commission should ensure that animal health, welfare and traceability are included in any trade negotiations and should only authorise the import of horse meat from Third Countries with EU-compatible animal welfare, health and food safety standards.

**Recommendation:** The European Commission should bring infringement proceedings in cases where breaches of animal welfare and health legislation are discovered and not swiftly rectified by Competent Authorities.

**Recommendation:** The European Commission should ensure that Third Country standards on the administration of medicinal products which may harm human health are harmonised with EU standards where animal products are to be imported.

**Recommendation:** The Food and Veterinary Office should regularly conduct unannounced inspections at EU certified slaughterhouses and cutting plants in Third Countries, and include inspecting other parts of the production chain during these missions.

<sup>137</sup> Horsemeat Imports into the EU and Switzerland, Tierschutzbund Zurich et al, 2014

<sup>138</sup> Article 12 of Regulation 854/2004 stipulates that the Competent Authority of the third country of origin must guarantee that establishments from which meat imports to the EU are permitted comply with the relevant EU requirements, in particular those of Regulation 853/2004. Article 12 of Regulation 1099/2009 stipulates that chapters II and III of the Regulation shall apply in Third Countries.

<sup>139</sup> Horsemeat imports into the EU and Switzerland. Tierschutzbund Zürich et al, 2014

<sup>140</sup> Final report of an audit carried out in Mexico from 29 May to 08 June 2012 in order to evaluate the operation of controls over the production of fresh horse meat and meat products intended for export to the European Union as well as certification procedures Food and Veterinary Office, pg 1 – ‘...the systems in place for identification, the food chain information and in particular the affidavits concerning the non-treatment for six months with certain medical substances, both for the horses imported from the US as well as for the Mexican horses are insufficient to guarantee that standards equivalent to those provided for by EU legislation are applied...’

<sup>141</sup> Final report of an audit carried out in Mexico from 24 June 2014 to 04 July 2014 in order to evaluate the operation of controls over the production of fresh horse meat and meat products intended for export to the European Union, including monitoring of residues and contaminants as well as certification procedures Food and Veterinary Office, pg I: Action plans provided following the previous FVO audits have not been adequately implemented and the overall situation remains unsatisfactory.

# Conclusion

The need for further research into the concerns raised by this report must be reiterated. The sector is so vast and varied that only the briefest overview is possible, and while individual Member States and organisations may have good data about their own part of the sector, there is a lack of data giving the full picture. In addition to this, some parts of the sector are almost entirely unknown. Working equidae are often overlooked, and leisure riding is very difficult to quantify with any certainty.

Although when compared with the populations of other farmed animals the number of equidae in the EU is low, they are uniquely vulnerable due to their versatility. They are also unique in their relationship to humans, due to the many roles that they play, and the fact that they may move between these roles throughout their lifetimes. Legislation protecting equidae is all too often confused and indeed confusing, and there are too many separate definitions for what an equid may be in law. The needs of these animals are rarely met by generic legislation drafted primarily with other species in mind.

Legislators must be aware of this when drafting animal welfare and animal health policy. An approach tailored to other species, with equidae included as an afterthought and no consideration of their specific needs will not be successful in protecting these animals, or the many aspects of the sector that has been built around them. Even where equidae are considered specifically, a narrow focus on only one or two facets of the sector will lead to many equidae not experiencing the full beneficial effects of legislation. What then, can the EU institutions do to improve equine welfare?

Examining the mistakes of the past can help to avoid repeating these mistakes in the future. It is undeniable that progress has been made in improving the welfare of the EU's equidae in many areas; however there is still room for improvement. The diversity of the equine sector has been a theme throughout this report; the needs of a sector including animals kept for such a wide range of purposes whose value ranges from millions of euros to nothing, and owners who range from multi-millionaires to semi-subsistence farmers, are unique and they must be considered in their own right if legislation is to make real improvements to welfare, health, and the functioning of the Single Market. Competent Authorities, the equine industry, sporting organisations and NGOs also have key roles to play in producing and disseminating guidance and self-regulation standards – although ultimately Commission support is crucial to ensuring that these are effective and are given the distribution they deserve.

The equine sector should be a source of pride for the EU, playing as it does such an important role in breeding, global sports and racing. Healthy, high-welfare equidae bring economic benefits to their owners and the EU more generally. The welfare needs of equidae must not be forgotten, whether or not they are involved in high-profile activities. Whether they are used for leisure, therapy, work or simple companionship, the EU would be a very different – and much poorer – place without equidae.

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# Annexes

*Annex 1* – EU population figures for equidae

*Annex 2* – Per capita equine population

*Annex 3* – Prevalent welfare problems reported by NGO's

*Annex 4* – Employment problems

*Annex 5* – Competitions and racing

*Annex 6* – TRACES data

*Annex 7* – Movement of equine meat and leather (Eurostat)

*Annex 8* – Legislative review (provided by the University of Barcelona)

*Annex 9* – Methodology

## Annex 1 – EU population figures for equidae

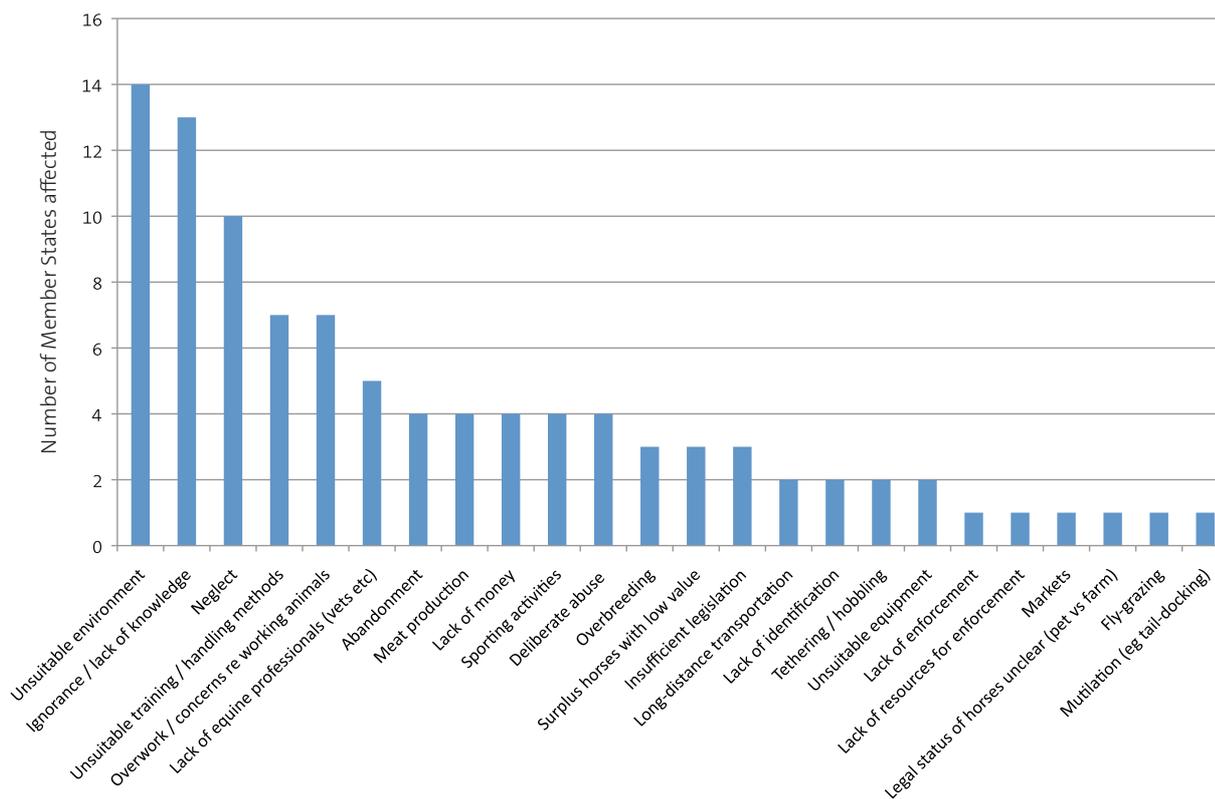
Member State	Lowest	Highest	Mean	FAOSTAT	Gov't	Other	Other	Other
Austria	86,500	120,000	103,250	86,500		120,000		
Belgium	38,968	805,496	535,897	38,968		763,496	805,496	
Bulgaria	97,500	121,649	109,575	97,500	121,649			
Croatia	24,300	24,300	24,300	24,300				
Cyprus	7,350	7,350	7,350	7,350				
Czech Republic	33,175	33,175	33,175	33,175				
Denmark	68,000	175,000	121,500	68,000	175,000			
Estonia	6,500	10,000	8,250	6,500		10,000		
Finland	74,100	74,100	74,100	74,100				
France	461,036	1,000,000	840,259	461,036		950,000	1,000,000	950,000
Germany	461,000	500,000	480,500	500,000	461,000			
Greece	52,885	88,000	704,443	88,000		52,885		
Hungary	77,180	77,180	77,180	77,180				
Ireland	118,400	200,000	159,200	118,400		200,000		
Italy	339,000	534,188	468,851	339,000	533,365	534,188		
Latvia	11,000	11,000	11,000	11,000				
Lithuania	17,205	36,400	26,803	36,400	17,205			
Luxembourg	4,887	4,887	4,887	4,887				
Malta	1,860	1,860	1,860	1,860				
Netherlands	137,000	450,000	293,500	137,000		450,000		
Poland	222,210	316,055	276,188	222,210	316,055	290,300		
Portugal	179,000	179,000	179,000	179,000				
Romania	626,380	800,000	728,814	626,380	744,438	744,438	800,000	
Slovakia	6,937	7807	7,372	6,937	7807			
Slovenia	23,000	23,000	23,000	23,000				
Spain	502,000	805,496	681,331	502,000		805,496	736,496	
Sweden	98,000	360,000	229,000	98,000	360,000			
United Kingdom	390,000	1,000,000	796,000	390,000		1,000,000	998,000	
<b>Totals</b>	<b>4,165,373</b>	<b>7,765,943</b>	<b>7,006,585</b>	<b>4,258,683</b>				

## Annex 2 - per capita equine population

Member State	Human population	Equine (mean)	Per capita	Ranking
Austria	8,507,786	103,250	0.012	11
Belgium	11,203,992	535,897	0.047	1
Bulgaria	7,245,677	109,575	0.015	8
Croatia	4,246,700	24,300	0.005	22
Cyprus	858,000	7,350	0.008	16
Czech Republic	10,512,419	33,175	0.003	24
Denmark	5,627,235	121,500	0.021	5
Estonia	1,315,819	8,250	0.006	20
Finland	5,451,270	74,100	0.013	10
France	65,856,609	840,259	0.012	11
Germany	80,780,000	480,500	0.005	22
Greece	10,992,589	70,443	0.006	20
Hungary	9,879,000	77,180	0.007	18
Ireland	4,604,029	159,200	0.034	3
Italy	60,782,668	468,851	0.007	18
Latvia	2,001,468	11,000	0.005	22
Lithuania	2,943,472	26,803	0.009	15
Luxembourg	549,680	4,887	0.008	16
Malta	425,384	1,860	0.004	23
Netherlands	16,829,289	293,500	0.017	6
Poland	38,495,659	276,188	0.007	18
Portugal	10,427,301	179,000	0.017	6
Romania	19,942,642	728,814	0.036	2
Slovakia	5,415,949	7,372	0.001	25
Slovenia	2,061,085	23,000	0.011	13
Spain	46,507,760	681,331	0.014	9
Sweden	9,644,864	229,000	0.023	4
United Kingdom	64,308,261	796,000	0.011	13

Per capita equine population = equine population / human population

### Annex 3 - prevalent welfare problems reported by NGO's



### Annex 4 - employment problems

Member State	Employment figures
Austria	23000
Belgium	-
Bulgaria	-
Croatia	-
Cyprus	-
Czech Republic	-
Denmark	18000
Estonia	-
Finland	-
France	125900 (mean figure)
Germany	300,000
Greece	unknown
Hungary	-
Ireland	26,000
Italy	45000
Latvia	-
Lithuania	unknown
Luxembourg	-
Malta	-
Netherlands	16,000
Poland	unknown
Portugal	-
Romania	unknown
Slovakia	300
Slovenia	-
Spain	61247
Sweden	11000
United Kingdom	270000
<b>Totals</b>	<b>896447</b>

Annex 5 - competitions and races

Member State	FEI affiliated events (not classes) (2014)					Source - FEI database accessed 22.09.14							Para-driving	Para-dressage
	Dressage	Driving	Endurance	Eventing	Jumping	Reining	Vaulting	Para-driving	Para-dressage					
Austria	7	4	0	2	36	1	2	0	1	0	0	0	1	
Belgium	3	2	4	2	46	0	1	0	0	0	0	0	1	
Bulgaria	0	0	2	1	1	0	0	0	0	0	0	0	0	
Croatia	0	1	0	0	1	0	0	0	0	0	0	0	0	
Cyprus	0	0	0	0	0	0	0	0	0	0	0	0	0	
Czech Republic	1	3	1	1	1	0	1	0	0	0	0	0	0	
Denmark	2	1	3	1	8	2	0	0	0	0	0	0	0	
Estonia	1	0	1	0	2	0	0	0	0	0	0	0	0	
Finland	2	0	1	1	1	1	0	0	0	0	0	0	0	
France	16	5	47	18	93	3	6	0	0	0	2	0	0	
Germany	18	8	4	26	46	2	6	0	0	0	2	0	0	
Greece	0	0	0	0	0	0	0	0	0	0	0	0	0	
Hungary	2	5	2	2	5	0	2	0	0	0	0	0	0	
Ireland	1	0	1	6	7	0	0	0	0	0	0	0	0	
Italy	3	1	12	9	46	2	1	0	0	0	0	0	1	
Latvia	0	1	0	0	1	0	0	0	0	0	0	0	0	
Lithuania	0	0	1	0	2	0	0	0	0	0	0	0	0	
Luxembourg	0	0	1	0	1	0	0	0	0	0	0	0	0	
Malta	0	0	0	0	0	0	0	0	0	0	0	0	0	
Netherlands	9	3	2	8	30	1	1	0	0	0	0	0	1	
Poland	4	2	0	7	10	1	0	0	0	0	0	0	0	
Portugal	0	2	8	4	18	0	0	0	0	0	0	0	0	
Romania	0	2	0	1	3	0	0	0	0	0	0	0	0	
Slovakia	0	1	7	0	4	0	0	0	0	0	0	0	0	
Slovenia	1	1	0	0	2	0	0	0	0	0	0	0	0	
Spain	5	1	17	0	31	0	0	0	0	0	0	0	0	
Sweden	4	1	3	6	4	2	0	0	0	0	0	0	0	
United Kingdom	5	4	9	33	11	1	0	1	0	0	0	0	2	
<b>EU Totals</b>	<b>84</b>	<b>48</b>	<b>126</b>	<b>128</b>	<b>410</b>	<b>16</b>	<b>20</b>	<b>1</b>	<b>10</b>	<b>1</b>	<b>10</b>	<b>10</b>	<b>845</b>	
% of world competitions taking place in EU	55.60%	88.88%	42.28%	48.85%	65.39%	51.61%	76.92%	100%	62.50%	100%	62.50%	100%	57.50%	

Member State	Racing - IFHA 2013 annual report		Trotting - UET 2013 annual report	
	Flat	Jumps	Warmblood	Coldblood
Austria	45	-	692	0
Belgium	185	4	1000	0
Bulgaria	-	-	0	0
Croatia	-	-	0	0
Cyprus	980	-	0	0
Czech Republic	307	158	127	0
Denmark	259	-	2162	0
Estonia	-	-	117	0
Finland	-	-	3798	1605
France	4887	2259	11023	0
Germany	1253	25	2333	0
Greece	794	-	0	0
Hungary	308	3	504	0
Ireland	1104	1426	0	0
Italy	3094	175	7610	0
Latvia	-	-	0	0
Lithuania	-	-	178	0
Luxembourg	-	-	0	0
Malta	-	-	463	0
Netherlands	31	-	852	0
Poland	531	31	0	0
Portugal	-	-	0	0
Romania	-	-	0	0
Slovakia	151	24	0	0
Slovenia	-	-	136	0
Spain	437	-	1454	0
Sweden	649	23	8122	1010
United Kingdom	6396	3750	0	0
<b>Total</b>	<b>21411</b>	<b>7878</b>	<b>40571</b>	<b>2615</b>

## Annex 6 - TRACES data

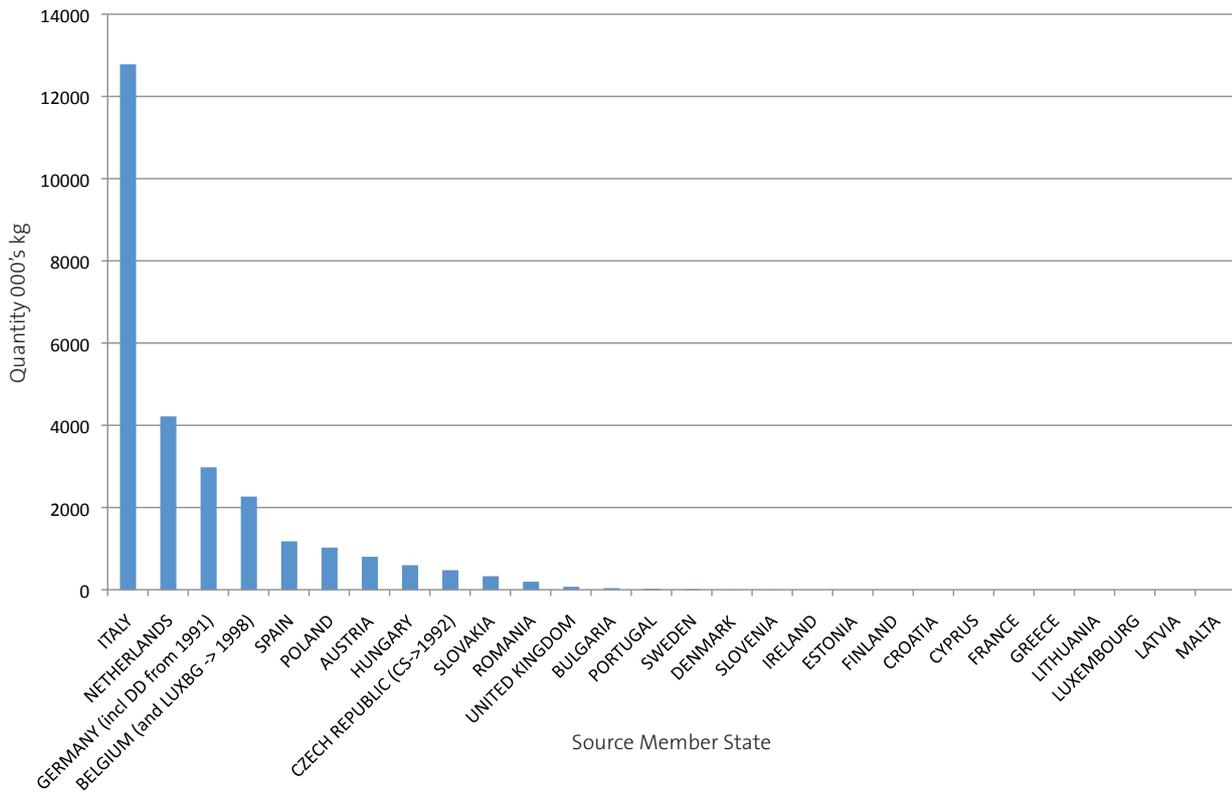
Purpose	Total no. equidae	Total no. consignments	Average consignment size (no. equidae)
Slaughter	36465	2201	16.56747
Breeding	12937	1644	7.869221
Any other purposes	16828	2495	6.744689
Registered	40453	27797	1.455301
<b>Total</b>	<b>106683</b>	<b>34137</b>	<b>3.125143</b>

	Equidae moved into Member State	Equidae moved out of Member State	Net importer / exporter
Austria	2302	2494	Exporter
Belgium	13227	10613	Importer
Bulgaria	220	254	Exporter
Cyprus	17	1	Importer
Czech Republic	430	364	Importer
Germany	7404	14813	Exporter
Denmark	1199	615	Importer
Estonia	93	614	Exporter
Spain	8703	16038	Exporter
Finland	1334	66	Importer
France	12842	16369	Exporter
United Kingdom	3679	7151	Exporter
Greece	129	36	Importer
Hungary	535	1989	Exporter
Ireland	354	0	Importer *
Italy	39626	2674	Importer
Lithuania	91	1302	Exporter
Luxembourg	365	169	Importer
Latvia	134	159	Exporter
Malta	135	10	Importer
Netherlands	4907	10051	Exporter
Poland	4666	17761	Exporter
Portugal	2172	1889	Importer
Romania	104	146	Exporter
Sweden	2104	14	Importer
Slovenia	205	1424	Exporter
Slovakia	106	67	Importer
<b>TOTAL</b>	<b>107083</b>	<b>107083</b>	

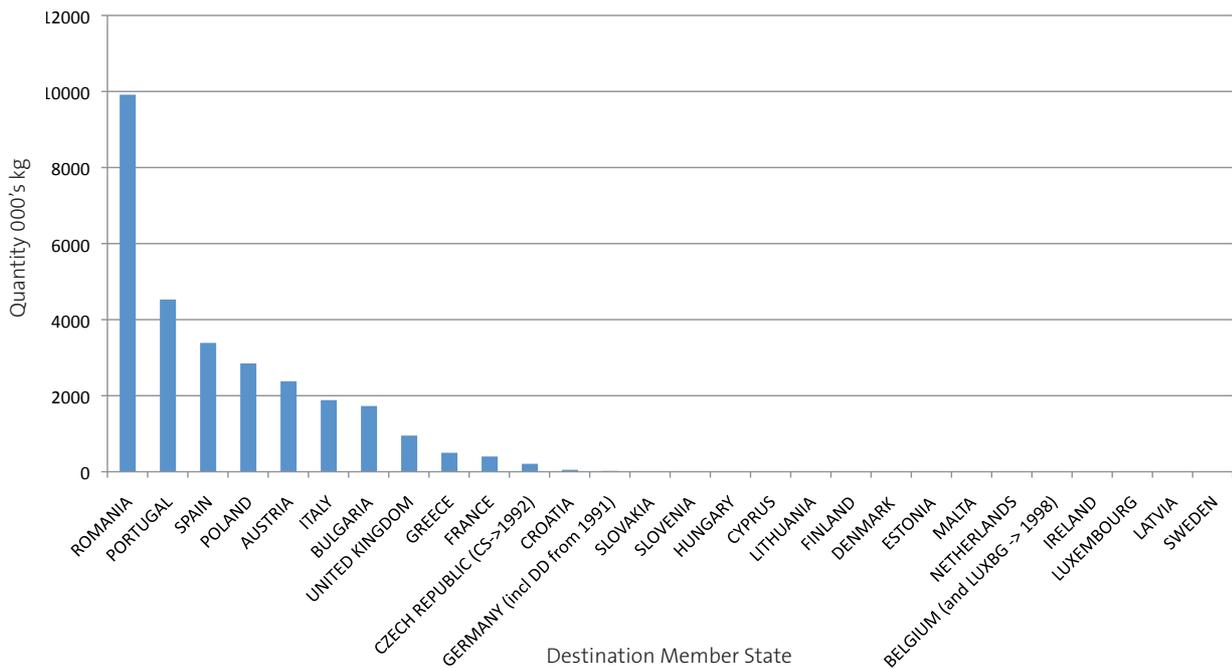
\*NB: 0 exports on TRACES, but IHA reports 4664 exported.

Annex 7 - equine leather movements

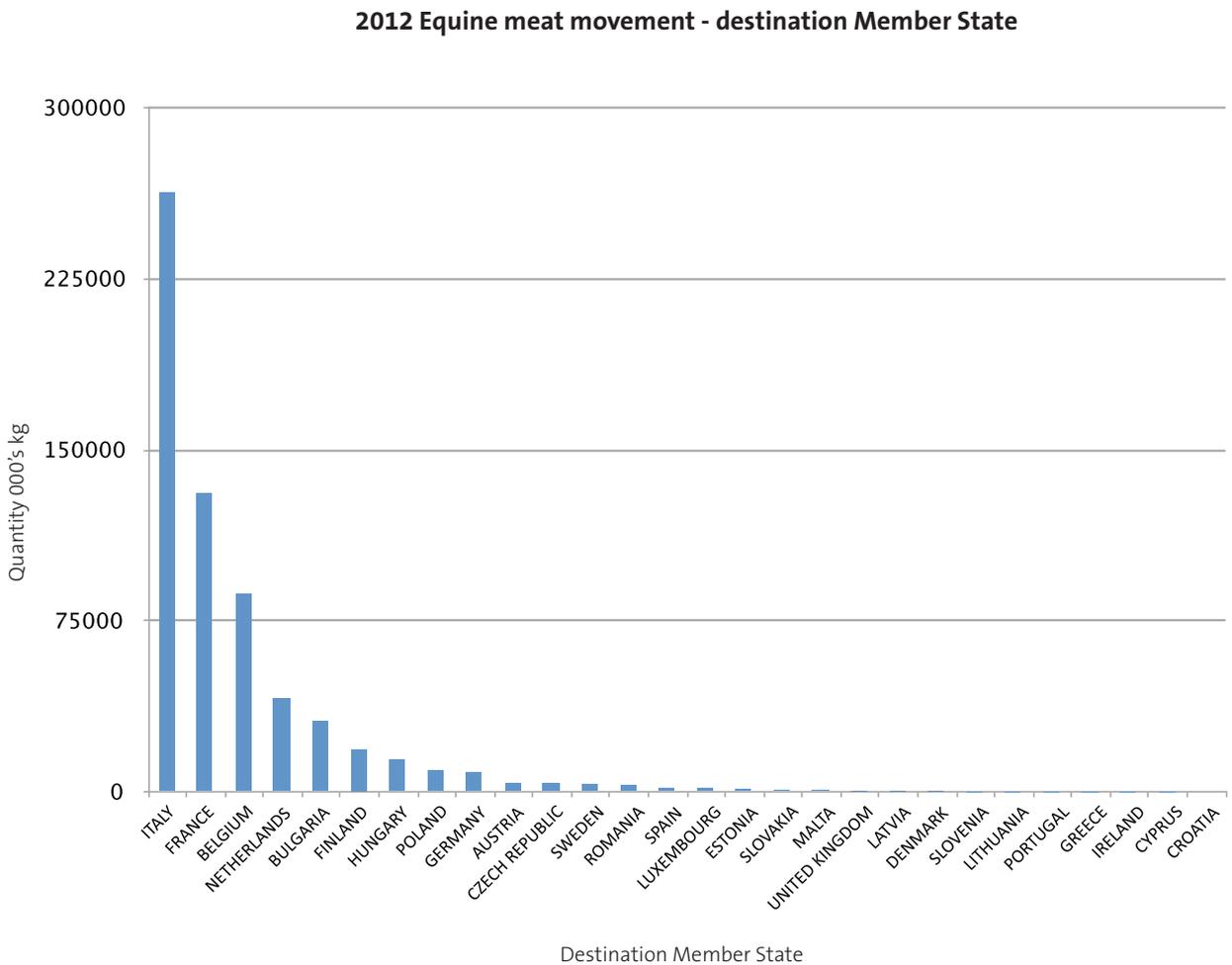
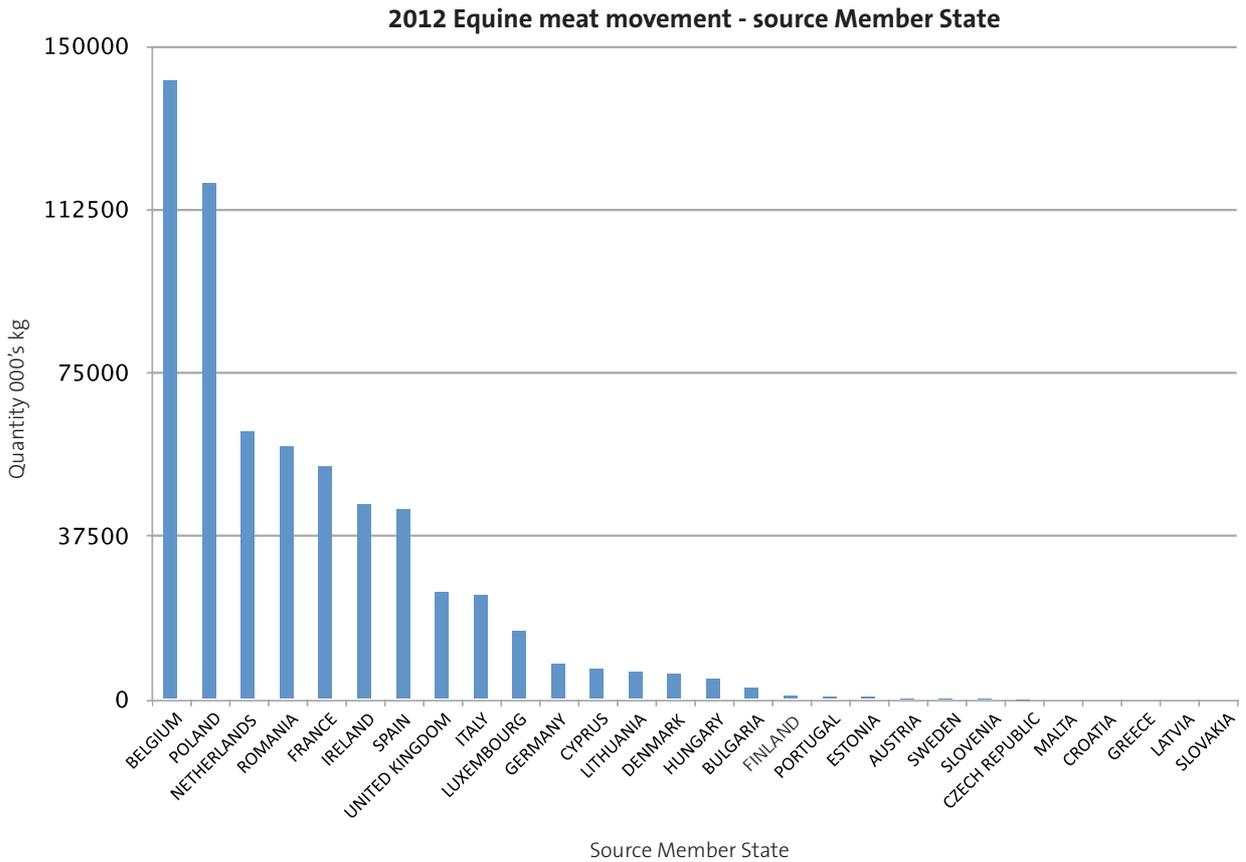
2012 Movement of equine leather - source Member State



2012 movement of equine leather - destination Member State



**Annex 7 - equine meat movements**



### European legislation

#### Equine specific legislation:

COUNCIL DIRECTIVE 2009/156/EC of 30 November 2009 on animal health conditions governing the movement and importation from third countries of equidae

COUNCIL DIRECTIVE of 26 June 1990 on the zootechnical and genealogical conditions governing intra-Community trade in equidae

COUNCIL DIRECTIVE of 26 June 1990 on trade in equidae intended for competitions and laying down the conditions for participation therein

COMMISSION DECISION of 26 August 2010 on imports into the Union of semen, ova and embryos of animals of the equine species as regards lists of semen collection and storage centres and embryo collection and production teams and certification requirements

COMMISSION DECISION of 11 June 1992 laying down the criteria for the approval or recognition of organizations and associations which maintain or establish stud-books for registered equidae

COMMISSION DECISION of 11 June 1992 laying down certain rules to ensure coordination between organizations and associations which maintain or establish stud-books for registered equidae

COMMISSION DECISION of 10 January 1996 laying down the criteria for entry and registration of equidae in stud-books for breeding purposes

COMMISSION DECISION of 26 March 1992 on the collection of data concerning competitions for equidae as referred to in Article 4 (2) of Council Directive 90/428/EEC

COMMISSION DECISION of 12 January 1996 laying down the zootechnical certificates of semen, ova and embryos from registered equidae

COMMISSION IMPLEMENTING REGULATION (EU) No 846/2014 of 4 August 2014 amending Annex D to Council Directive 92/65/EEC as regards the conditions for donor animals of the equine species

COMMISSION REGULATION (EC) No 504/2008 of 6 June 2008 implementing Council Directives 90/426/EEC and 90/427/EEC as regards methods for the identification of equidae

#### Regulations and directives on general animal welfare:

COUNCIL DIRECTIVE 98/58/EC on the Protection of animals kept for farming purposes

COMMISSION REGULATION 1/2005 on Protection of animals during transport

COUNCIL REGULATION (EC) No 1099/2009 on the protection of animals at the time of killing

European Convention for the Protection of Animals for Slaughter

#### Classification:

- registered equidae, which are registered in studbooks established in accordance with Council Directive 90/427/EEC laying down the zootechnical and genealogical

conditions governing intra-Union trade in equidae, or with international organisations managing competitions,

- equidae for slaughter, which are destined to be transported to a slaughterhouse, and
- equidae for breeding and production, which are all the other equidae not defined as registered equidae or equidae for slaughter.

#### Non-statutory guidelines or self-regulation schemes:

- Fédération Equestre Internationale - 2014 VETERINARY REGULATIONS

**Identification / Registration:** As of 1 July 2009, equidae must be identified in accordance with Commission Regulation (EC) No 504/2008. Equidae have to be accompanied by an identification document (passport) during their movements (on foot and during transport). Since 1 July 2000 this is compulsory for all equidae within the European Union.

**Care and use of the domestic equid:** In 1998, Council Directive 98/58/EC on the protection of animals kept for farming purposes gave general rules for the protection of animals of all species kept for the production of food, wool, skin or fur or for other farming purposes based on the 'Five Freedoms' (see page 11).

**Transport:** Animals should be transported in a way that avoids suffering and injuries, and minimises transport time. Animals must be transported in sufficient space. Animals should not be transported in extreme weather conditions and should have provided water and food during transport (EC) No 1/2005. Operators are required to ensure their staff hold Certificates of Competence and that journey logs are kept.

**End of life:** EU legislation on the killing of animals aims to minimize the pain and suffering of animals through the use of properly approved stunning methods, based on scientific knowledge and practical experience. It applies to farmed animals. In 2009 the Union adopted a new regulation, Council Regulation (EC) No 1099/2009 of 24 September 2009 on the protection of animals at the time of killing, which replaced the previous EU legislation on the issue from January 2013.

**Authorities:** EFSA, EC/DG SANCO, EP, Council and on the National level Ministries of Agriculture of each MS.

#### Pending legislation:

- Animal Health Regulation.
- Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Directives 89/608/EEC, 90/425/EEC and 91/496/EEC as regards references to zootechnical legislation
- Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the zoo technical and genealogical conditions for trade in and imports into the Union of breeding animals and their germinal products

## Austria

### Equine specific legislation:

- Tierhaltungsverordnung (First Animal Keeping Regulation for Horses, Equines, Swine, Bovines, Sheep, Goats, Hoofed Game, Lamas, Rabbits, Poultry, Ostriches, and Food Fish; amendments up to 61/2012 included)
- TKZVO 2009 (Animal Identification and Registration Regulation 2009 for Swine, Sheep, Goats, and Equines; amendments up to 35/2011 included)
- PferdePauschV (Regulation on the Taxation of Horses; amendments up to 48/2014)
- Fiakergesetz (Federal Act on Carriages)

### General animal welfare legislation:

- TSchG (Federal Act on the Protection of Animals (Animal Protection Act), amendments up to 80/2013 included)
- TTG 2007 (Animal Transportation Law, amendments up to 54/2007)
- TH-GewV (Regulation on the Commercial Keeping of Animals, amendments up to 409/2008)

Classification: Domestic animal. Term used to refer the equines: domestic animals (§4 TSchG),

### Non-statutory guidelines or self-regulation schemes:

- OEPS (Austrian Federation of Equestrian Sports: equine identification document, tournament regulation)
- ÖPferdeSchVerb (Austrian Association for the Protection of horses: keeping of horses)
- VÖP (Austrian Horse Veterinarians: Guidelines for compulsory veterinary education regarding horses and other equines)

### Identification / Registration / Ownership: (TKZVO 2009)

Identification: Equidae born from and after 1 July 2009 must be identified with a transponder and paper document within 6 months from the date of birth. Owners are responsible for identification. The transponder must be implanted by a qualified veterinarian, on the left side of the animal's neck.

**For breeders:** Officially recognised breeders are allowed to use alternative methods of registration such as DNA testing and branding (hot or cold). DNA test results have to be saved for 35 years from registration or for 2 years after the death of the animal. Alternative methods and new brands have to be communicated to the European Commission and all member states, as well as published in the Official Veterinarian Review (Amtlichen Veterinärnachrichten) and online.

**For keepers:** An equine keeper is also obliged to register information related to the keeping of the equine (Annex 1) within 7 days on the VIS (Veterinary Information System). Changes have to be communicated and registered within 14 days. In case of death or slaughter of the equine the identification document has to be declared invalid by a qualified veterinarian.

**For slaughterhouses:** any plant has to keep records of equidae (in writing and digitally), including the animal's identification number. Slaughterers must also keep the identification number. The registers have to be preserved for at least 3 years and shown to authorities when required. (TSchG) Animal keepers must keep records of all medical treatments.

Passport Issuing Organisations are approved by the Ministry of Health.

**Breeding:** (TSchG) Natural or artificial breeding or breeding methods with temporary or permanent negative effects on the wellbeing of animals are prohibited. Breeders are not allowed to breed where it can be foreseen that animals or their descendants will suffer from pain, injury, genetic anomalies, clinical symptoms (listed in §5), and negative effects on health. Selective breeding of animals for aggression and fighting is prohibited. The keeping of animals for the purpose of breeding and sale must be registered by the keeper before starting the activity.

**Keeping / Care and use of the domestic equid:** (TSchG) In general it is prohibited to cause unjustified pain, suffering or injury on animal or expose it to extreme anxiety. Animals have to be kept according to the recognized state of scientific knowledge without altering its well-being.

**General principles:** freedom of movement with no restrictions of any kind, adequate conditions of ground, structural equipment, light and temperature, food, social contacts, possibility to develop natural behaviour and physical functions. In case of illness or injury animals must be cared for appropriately. Feeding and watering must be adequate for the species, age, and needs of the animal. Facilities must not be dangerous and have to be cleaned properly.

**Keeper:** a person capable to comply with this regulation, who has the appropriate ability, knowledge, and skills.

(1. Tierhaltungsverordnung) Equidae have to be kept according to the minimum standards set in Annex 1.

Equine keeping facilities built before January 2005 are allowed a 10% deviation from the legal standard if they do not infringe EU law, if animal welfare is not at risk, if restructuring of the facilities would be disproportionate, and if the authority is notified of the deviation. Personnel must be qualified.

**Minimum standards:** Adequate buildings and stables to avoid injuries and enable the contact with others of the same species; separation of stallions from mares, clean and dry bedding, freedom of movement, prohibition to keep animals tied. Standards on the size of the box/enclosure vary according to single keeping or group keeping. Animals must be taken out to an area where they can move freely several times a week. Closed stables must have adequate ventilation systems and a source of natural light. Noise levels have to be kept as low as possible. Animals must have unrestricted access to feed and water; feed must be nutritious and adequate. Equidae kept in groups must be monitored in order to make sure that all animals eat and drink enough.

**Pack Animals:** (TH-GewV) Equidae used as pack animals need at least a break of 8 hours uninterrupted per day; if they regularly work more than 6 hours per day they must be granted 2 full days of recovery; the work load must be proportional to the size of the equine.

**Animals not kept in buildings:** Equidae kept outside all year round must have access to a dry, covered, big enough to allow them to rest; feed must be adequate for colder temperatures. (TSchG) Protection from adverse weather conditions, predators, and other risks is necessary. It is prohibited to expose animals to extreme temperatures, extreme weather conditions, a lack of oxygen, restriction or lack of free movement, or to neglect it with

regard to accommodation, feeding and care.

**Transport:** (TTG 2007) Regulates the transportation of animals by truck or trailer, airplane, train, and ship. Only healthy animals can be transported. Containers must be cleaned and disinfected after each trip. The maximum length for each trip is 8 hours, with exceptions up to 10 hours. The driver must make regular stops to provide for the animal's needs. (TSchG) Containers transporting the animal must be marked to indicate its upright position. The container must also bear a mark indicating which animal it contains.

**Slaughter / End of Life:** (TSchG) Can only be done in such manner, which does not cause unjustified pain, suffering, injury or extreme anxiety. Slaughter and the acts immediately before and after it can only be performed by an appropriately knowledgeable person. Slaughtering without stunning is prohibited, although ritual slaughter is allowed in specially established slaughterhouses.

**Wild Equidae:** (TKZVO 2009) Wild equidae may be subject to derogation from compulsory identification. The Ministry for Health must declare which areas benefit from the derogation, and these have to be communicated to the European Commission and published in the Official Veterinarian Review.

#### Other fields related to equidae

- Taxation (PferdePauschV) Pferde (horses) are subject to a tax. Taxpayer is the entrepreneur (e.g. owner of a stable). The tax is of 24€ per month.
- Sports/Competitions (TSchG) Administering stimulants or

other substances in order to increase the animal's performance is prohibited, in particular during sport competitions or similar events. Organizing races on asphalt or hard-covered terrain is prohibited.

- Performances (TSchG) Animals cannot be used in movies, advertising, exhibitions, performances which cause pain, suffering, and injury. The participation of animals in such performances needs the approval by veterinary authorities. The presence of equidae in circuses and zoos is subject to approval by the authorities.

#### Extra Notes: Zoophilia is prohibited.

**Authorities:** Federal Ministry of Health, Animal Protection Commission, Animal Protection Council, Federal Ministry for Agriculture, Forestry, Environment and Water Management, Federal Ministry of Economic Affairs and Labour, Federal Ministry for Health, Family and Youth, Federal ministry for Transportation, Innovation and Technology, VIS, local authorities in each lander.

**Penalties:** (TSchG) An infringement of the Animal Protection Act is an administrative offence and is punished with a fine up to € 7,500 or € 15,000 in case of repeated offence. Heavy cases of animal cruelty are fined up to € 2,000. Offenders may also be banned from keeping animals. (StGB) The Penal Code punishes acts of cruelty to animals with up to one year of prison (§222). (TTG 2007) The infringement of the transportation provisions is also punishable with fines.

**Pending legislation:** None at the time of writing.

## Belgium

#### Equine specific legislation:

- RDPEFB Royal Decree March 1st 2013 for the protection of equidae during street fairs
- RDEIB Royal Decree 2013/24357 Equine Identification.
- OAWCHOB Opinion of the Animal Welfare Council on Horses Kept Outside, December 9th 2010

#### General animal welfare legislation:

- APWAB Animal Protection and Welfare Act, August 14th 1986
- RDIVB Royal Decree 2001/16198 Interventions in Livestock Vertebrates or for Breeding Control
- RDPFAB Royal Decree 2000/16099 Protection of Farm Animals
- RDPSKB Royal Decree 1998/16020 Protection during Slaughter and Killing
- RDZB Royal Decree 1998/16221 Zoos
- RDPLAB Royal Decree December 31st 2004 Protection of Laboratory Animals
- MDMZB Ministerial Decree 1999/16152 Keeping Mammals in Zoos
- RDCTEB Royal Decree 2005/22712 Circuses and Touring Exhibitions
- RDTCTLB Royal Decree July 8th 2014 Transport, Collection and Trade of Livestock
- RDSPB Royal Decree September 23rd 1998 Sport Animals
- OAWCACB Opinion on the Animal Welfare Council on the Welfare of Animals Used in Circuses, February 2nd 2013

#### Classification:

- Companion animals when used as pets.
- Domestic animals when used in circuses, exhibitions, zoos
- Professional animals when used in sport competition.
- Livestock when used for the production of food, fur or other commercial products.
- Experimentation animals when used for scientist experimentation in laboratories.
- Wild animals

#### Non-statutory guidelines or self-regulation schemes:

- FRBSE (Fédération Royale Belge des Sports Equestres): regulations for competition, veterinary practice and doping substances
- LEWB (Ligue Equestre Wallonie Bruxelles): transport of horses, control of medicines, competition, veterinary practice
- VLP (Vlaamse Liga Paardensport): competition (a regulation for each discipline).

**Identification / Registration / Ownership:** (RDEIB) All equidae shall be identified by a microchip. Identification shall be done by a veterinarian, consisting of the implantation of the sterilised microchip, completing the identification document and adding the equidae and owners data to a database. The identification document is not proof of ownership. Equidae must be registered before December 31st of the year of birth or within six months if born after June 30th. Equidae living free in officially approved reservations must be identified when

they are moved or domesticated. European equidae moving to Belgium must be registered to Belgium's database within 30 days of entrance, unless the animals are slaughtered within 10 days. Equidae moving to Belgium from Third Countries, must be registered within 3 months unless the animals are slaughtered within 8 days. (RDIVB) Hot branding is prohibited.

**Breeding:** R(DPFAB) Livestock animals must be raised and kept in accordance with their species, their level of adaptation and domestication, and their physiological and ethological needs. (RDIVB) Castration for horses, donkeys and mules requires anaesthesia.

**Keeping / Care and use of the domestic equine:** (APAWB) All kept animals must be provided with food, care and accommodation appropriate to its nature, physiological and behavioural needs. (RDZB) Accommodation in zoos must be safe for animals, staff and public. There must be an adequate number of competent staff for animal care and housing maintenance. A veterinarian must monitor vertebrate animal health and welfare. (MDMZB) In zoos, the number of equidae that can be kept per indoor and outdoor surface and additional surface per each added animal is regulated. (RDCTEB) In circuses and touring exhibitions, the minimum indoor and outdoor surface area needed for various species of zebra is regulated. (RDPEFB) Minimum conditions for the shelter of carousel ponies and horses are regulated. It is preferable to put ponies and horses into pasture when inactive. (OAWCHOB) Equidae living permanently outdoors in pasture shall be safely fenced. Required fence heights vary according to the species living in a pasture. Equidae shall have clean water, enough food and shelter. Shelters can be natural or artificial and they shall follow some welfare regulations such as orientation, height and minimum surface.

**Transport:** (RDTCTLB) During transport, equidae shall be correctly identified; carriers shall keep a register including the license number of transport, date and place of the last cleaning and disinfection of the vehicle, and the equid's documentation including the identification number. Equidae should not be kept for longer than 30 days at dealer's premises. Equine Assembly Centres shall be adapted to equine needs and must keep a register of the arrival and leaving date of each equid, their origin and destination and their identification details. Once equidae are unloaded at a slaughterhouse, they must not be transferred to another slaughterhouse.

**Slaughter / End of Life:** (APAWB) A person with the required knowledge and skills must kill vertebrate animals according to the less painful method. Except for major force or necessity, vertebrate animals will be killed using anesthesia or stunning. Except for major force, animals must be stunned before slaughter. Stunning is not mandatory when slaughter is prescribed by accorded religious ritual. (RDPSKB) Animals must be free of avoidable excitement, pain and suffering during transport, accommodation, immobilization, stunning, bleeding and killing.

**Wild Equines:** (OAWCACB) In December 2013 Belgium Parliament and in April 2014 Belgium Senate approved a ban on wild animals on circuses, including a white list of domestic animals that may be used (including horses, ponies and donkeys).

**Other:** (APAWB) All laboratories using animals for experimentation must appoint a veterinarian that will be in charge on their welfare. Experiments are limited to the strictly needed and they must be done according the modern humanitarian methods. Experiment supervisor must call a veterinarian at the end of each experiment that will implement post-experimental animal care measures. (RDPLAB) The use of equines in research, how they can be used and how many equines can be used on each experiment, is regulated. (RDPEFB) The ring and floor used in carousels and the tack and work conditions and health of ponies and horses in show are regulated according equines welfare. (OAEACACB)

**Sports and animal competitions:** (APAWB) Vertebrate animals with surgeries resulting in amputation or injuries of sensitive parts of its bodies are not allowed in competition. Horse races on hard floor, like asphalt, are prohibited. (RDSPB) Competitions with horses are allowed. Competitions must be allowed to participant animals physiologic abilities. (EADCM) Anti-doping and controlled medication for sports horses are regulated.

**Extra notes:** Authorities in this country: Minister of Agriculture, Minister of Public Health, Federal Public Service for Health, Safety of the Food Chain and Environment. Council of Animal Welfare.

**Penalties:** Sanctions for animal welfare irregularities and offences are set down in Chapter XII of the Animal Protection Act.

**Pending legislation:** None at the time of writing.

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## Bulgaria

**Equine specific legislation:** N/A

### General animal welfare legislation:

- Constitution of the Republic of Bulgaria- fundamental duty of the State to protect and preserve the living nature (Article 15)
- State Gazette No. 13/8.02.2008, effective 31.01.2008, amended, SG No. 80/9.10.2009, SG No. 8/25.01.2011, effective 25.01.2011, amended and supplemented, SG No. 92/22.11.2011- Animal Protection Act
- State Gazette No. 13/8.02.2008, effective 31.01.2008, amended, SG No. 80/9.10.2009, SG No. 8/25.01.2011, effective 25.01.2011, amended and supplemented, SG No. 92/22.11.2011- Veterinary Practices Act
- State Gazette No. 77/9.08.2002- Biological Diversity Act

**Classification:** N/A

### Non-statutory guidelines or self-regulation schemes:

BFSa (Bulgarian Food Safety Agency) - guidance regarding equine identification and equine passports.

**Pending legislation:** Legislation pending on Sport Horses, Breeding, Wild Equines, Identification, Registration, Ownership, Keeping, License and Regime of Livestock Activity, Transport, Slaughter and End of Life.

## Croatia

### Equine specific legislation:

- EIROC - Ordinance on the identification and registration of equines 2007.
- HBPC - Horse Breeding Program 1998.
- VAC - Veterinary Act 2013.
- LAC - Livestock Act

### General animal welfare legislation:

- APAC - Animal Protection Act 29/2008 (amended in 2013 and 2014).

### Classification:

- Domestic animals when used for the production of food, feed and other products or for other economic purposes.
- Companion animals if they are kept for companionship, protection, or assistance.
- Service animals when used by humans for other non-production purposes.
- Working horses: horses for which a license to work has been issued and which are used by particular state bodies to perform certain tasks.
- Wild animals: all of those which are not considered domestic animals, companion animals, working horses or service animals.

### Non-statutory guidelines or self-regulation schemes:

- HKS - Croatian Equestrian Federation: Disciplinary Code (DCHKs)

**Identification / Registration / Ownership:** (EIROC) (VAC) Equidae must be registered and identified by passports with their identification code (Universal Equine Life Number – UELN), including information regarding their ownership, health conditions, etc. Additionally, they may be physically marked by hot or cold branding, microchip, tattoo or any other method according to the breed program they belong to. Anaesthesia shall not be used during the marking of animals, unless necessary for the safety of the person carrying out the marking.

**Breeding:** (APAC) It is prohibited to raise animals in a way that causes them pain, suffering and fear and to intentionally injure them, or to give unauthorised stimulants and substances to them in order to enhance their growth and weight gain. (HBPC) In case of breeding horses, some targets and basic principles for their genetic improvement are determined for certain breeds, according to their intended use.

**Keeping / Care and use of the domestic equine:** (APAC) Animals must be protected from adverse temperatures and weather conditions. It is prohibited to neglect them in terms of health, housing, nutrition, and care; to restrict their movement in a way that causes them suffering; or to give them food or substances that cause them pain, suffering, injury, fear or death. It is prohibited to inflict pain, suffering or injury during their training. The Ministry will determine the legal methods of training working horses. Owners must not abandon animals kept under their control, nor free an animal in the wild unless it is prepared for survival in such an environment. Owners of animals used for production purposes must ensure that

the animals are given space, freedom of movement, climatic conditions, food, and contact with other animals as appropriate to their physiological and ethological needs. These animals shall be cared by a sufficient number of trained staff and receive veterinary attention when necessary. If they are temporarily or permanently kept outside, they must be protected from adverse climatic conditions, predators and other risks to their health and welfare.

**Transport:** (APAC) It is prohibited to transport animals in a way that causes them pain, suffering, injury or death. Conditions to be complied with when transporting in relation to an economic activity include minimising the duration of the journey, avoiding delays, meeting animals' needs during the journey and providing them with sufficient floor area and height. They must also regularly be given food, water and rest by designated and trained attendants. Means of transport must be designed, constructed, maintained and used so as to avoid injury and suffering and to ensure the safety of the animals. Transport of animals in connection with an economic activity can be carried out only by authorized and registered transporters. Farmers may transport domestic animals using their own vehicles in seasonal transhumances and transport their own animals up to 50 km. from their holding.

**Slaughter / End of Life:** (APAC) An animal may be humanely killed for incurable disease, advanced age and failing vital functions, pest or diseases control measures, or to prevent danger to the community. Such killing may only be carried out by a veterinary professional, except in case of sick or injured animals kept for production, teaching, experimenting purposes, pest control or severe and incurable pain. In some cases the decision can be taken by the owner of the animal, based on the opinion of a veterinarian. The handling of animals in a slaughterhouse must be done with care and without causing pain, suffering or fear. Slaughterhouses must be equipped with suitable stalls to keep animals protected from adverse weather conditions, with food and water. Other than in cases of emergency, animals must be stunned by a prescribed method immediately before slaughter. Handling must be done by qualified personnel. (VAC) Equines whose meat is going to be consumed at households shall be killed in slaughterhouses.

**Wild Equidae:** (APAC) Law prohibits actions by which wild animals in the nature are subjected to torture or are prevented from satisfying their physiological needs (eating, drinking, reproduction, etc.) for a longer period of time: fencing, contamination, destroy of the habitat or elements essential for their survival, capturing live animals or killing them in a way that cause them lengthy suffering, unless exceptionally justified for reasons of scientific research or for the purpose of helping a population, and other interventions having harmful consequences.

**Other:** (APAC) It is prohibited to use animals in circuses and other shows, film and television productions, advertisements, exhibitions or competitions where they are forced to behave unnaturally, or are subjected to pain, suffering, injury or fear. Animals may be used in film and television productions and in exhibitions or competitions if it has been notified to the competent authority. Regarding circuses and other performances involving animals: it is prohibited to use wild animals, or severely confined ones, or those which have physical defects. A veterinary inspection is always required for this. Zoological gardens must

also ensure conditions regarding their facilities, veterinary health care, humane treatment of animals by staff, and a plan for taking care of the animals if the zoo closes.

Sports and animal competitions: (APAC) It is prohibited to use technical devices, aids and tools to control animal behaviour by punishment. It is also prohibited to give them stimulants or other unauthorized substances in order to improve their performance in sports competitions and shows. (DCHKS) Abuse and cruelty to horses in equestrian competitions are also punished.

Extra Notes: Authorities in this country: Ministry of Agriculture, Forestry and Water Management. Croatian Agricultural Agency.

Penalties: Offences and penalties for animal welfare irregularities are set down in articles 66 to 68 of the Animal Protection Act.

Pending legislation: None at the time of writing.

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## Cyprus

**Equine specific legislation:** none

**General animal welfare legislation:**

- The animal health law of 2001
- The veterinary checks on live animals and animal products in intra-community trade and imports from third countries and other relevant matters law of 2002
- The protection and welfare of animals law of 1994
- The dogs law of 2002
- The control of production and trade of genetic material of animals and other related matters law of 2001 to 2004
- The hygiene production of food of animal origin and placing on the market and other related matters law of 2003
- The foodstuffs (control and sale) law of 1996-2006
- The processing and sale of skins law 1975
- The veterinary medicinal products (control of quality, registration, circulation supply, administration and use) laws 2006
- The veterinary fees law of 2002
- The exercise of veterinary practice and registration of veterinary surgeons law of 2002
- The implementation of community regulations in veterinary sector law of 2004
- The implementation of the community veterinary and zoo technical legislation (mutual assistance between the competent authorities of the republic and the commission) law of 2004
- The animals (scientific experiments) law of 1995 to 2005

**Classification:**

Equidae are categorized as livestock, but there is legislation about those used in competitions.

**Non-statutory guidelines or self-regulation schemes:**

None found.

Identification / Registration / Ownership: There are two Registries, managed by the Cyprus Turf Club: non-pure horses and another one for Thoroughbreds.

Breeding: It is compulsory to inform the Turf Club when the mares are young.

Keeping / Care and use of the domestic equine: N/A

Transport: Directive 2009/156/CE

Slaughter / End of Life: (The animal health law of 2001) Slaughter must be carried out using painless methods.

Wild Equidae: There are references to donkeys on the Karpas.

Sports and animal competitions: The Nicosia Race Club is the only organization authorized to organize horse races in Cyprus and take bets on them.

Extra Notes: Authorities in this country: Veterinary Services, Ministry of Agriculture, Natural Resources and Environment.

Penalties: Fine or prison, dependent on the infraction.

Pending legislation: At the moment there is no pending legislation related to equines in Cyprus.

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## Czech Republic

**Equine specific legislation:** none

**General animal welfare legislation:**

- APAAC - Czech National Council Act no. 246/1992, to protect animals against cruelty.
- RAB - Government Regulation no. 27/2002, establishing the work organization and working procedures that the employer is obliged to ensure for work related to animal breeding.
- DPAS - Decree no. 418/2012, on the protection of animals at slaughter.
- DPHAB - Decree no. 114/2010, on the protection of handicapped animals in breeding.

- DPADT- Decree no. 4/2009, on the protection of animals during transport.

- DCKTA - Decree no. 346/2006, establishing detailed conditions of keeping and training animals.

- DMSPFA - Decree no. 208/2004, on minimum standards for the protection of farm animals.

**Classification:**

Livestock. Horses, donkeys and hybrids are farm animals according to APAAC and DMSPFA.

**Non-statutory guidelines or self-regulation schemes:**

None found.

**Identification / Registration / Ownership:** (APAAC) Branding of equidae is not prohibited, like is stipulated by special legal regulation. Analgesia is not required for hot branding.

**Breeding:** (RAB) A clean environment with sufficient ventilation must be provided. Smoking or shooting are prohibited. Outdoor areas for breeding animals must be secured against escape. Extra attention must be given to animals in emergency situations and situations accompanied by noise or other negative stimuli, new animals or animals that come from other places, animals that aren't accustomed to others, injured or infected animals and animals with defensive reactions. Equidae should be handled calmly, carefully and deliberately. Before entering the stall, the employee will say the word "retreat" and the animal's name. Training equidae should be treated with respect and appropriately according to the degree of his training, age and physical and psychological assumptions.

**Keeping / Care and use of the domestic equid:** (APAAC) It is prohibited to force animal to perform acts of which it is physically or biologically incapable; undergo animal training or public performance or a similar purpose, if is associated with pain, suffering, injury or other damage; to restrict the diet of the animal for any reasons other than health reasons, to give food containing animal ingredients or objects which cause pain, suffering or otherwise cause harm and to restrict unnecessarily the freedom of movement necessary for an animal or to do limitations causing suffering to the animal. Doping is prohibited. Keeping the animals permanently in dark or leave them without adequate time rest from artificial lighting is prohibited. Farm animals: (DMSPFA) There are minimum space requirements. Feed should be given at least twice a day and must contain digestible fibre in sufficient quantities. When stabled, foals must have natural or artificial lighting; the use of artificial lighting should be for 9 to 17 hours at an intensity corresponding to natural light. Foals in stalls must have suitable bedding, especially to foals younger than two weeks. Foals must not be muzzled or permanently tied until weaning. The hooves of horses must be inspected regularly.

**Transport:** (DPADT) There are minimum space requirements for animal transport not in connection with an economic activity, and for livestock transport to a maximum distance of 50 km. For equidae, there are minimum space requirements for adult horses (1,75m x 0,7m x 2,5m), young horses (24 months) (6 to 48 hours journey 1,20m x 0,6m x 2,0m; more than 48 hours 2,40m x 1,2m x 2,0m), ponies (height up to 144 cm) (1,00m x 0,6m x 1,8m) and foals (6 months) (1,40m x 1,0m x 1,4m). These requirements may vary by 10% for adult horses and ponies differ and 20% for young horses and foals, depending on the weight, the size, their physical conditions, the weather conditions and the journey time. During long journeys, foals and young horses should be able to lie down. (APAAC) Domestic equidae older than 8 months should wear halters during transport, other than untamed horses.

**Slaughter / End of Life:** (DPAS) Animals must be stunned using an electric stunner. The correct location on the head for stunning is specified.

**Wild Equidae:** (DCKTA) Conditions must meet the biological needs of wild animals that are raised, trained and used for training. They must be allowed grooming and play, and stress and the development of stereotypical behaviours must be prevented through environmental enrichment. Indoor enclosures must be adequately ventilated and adequate time outdoors must be allowed. Animal areas must be disinfected. The internal temperature of stables for African zebras and donkeys must be at least 10°C. Boxes for keeping horses, zebras and donkeys must allow a minimum space per animal. Side wall boxes for keeping horses must be designed so that the horse can see other horses. Equidae must not be tethered when housed. They have daily access to an outdoor run. Paddock area for horses and donkeys is smaller than the area for zebras.

**Extra Notes:** Authorities in this country: Agriculture Ministry, Central Commission, State Veterinary Administration

**Penalties:** Sanctions for violation animal welfare are set down in Part Seven of APAAC.

**Pending legislation:** None at the time of writing.

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## Denmark

### Equine specific legislation:

- The Act on keeping of horses as consolidated by Order no 472 of 15 May 2014 (Act on teams of horses).
- Order No. 125 of 2 February 2010 on a ban on hot iron branding of horses (Ordinance prohibiting the branding of horses).
- Order No. 1016 of 21 October 2008 on indoor height in horse stables (Notice of the ceiling height in horse stables).
- Order No. 1005 of 9 October 2008 on outdoor keeping of horses (Notice of free range horses).
- Order No. 643 of 25 June 2008. Notice of liability of loose horses.
- Order No. 135 of 14 February 2014. Notice of slaughter and killing of animals.
- Order No. 1448 of 15 December 2009. Notice of identification of equidae.
- Order No. 566 of 5 July 1999. Notice of breeding conditions for the movement of ungulates.

### General animal welfare legislation:

- (OAWA) Order of the Animal Welfare Act (Legislative Decree no. 252 of 8 March 2013 with the changes imposed by § 3 of Act no. 1459 of 17 December 2013)
- Order on minimum standards for the protection of farm animals (Law no. 386 of 6 June 1991, as amended by Act no. 183 of 14 April 1993)
- BKI No. 84 of 15 July 1986. Notice of the Convention of 23 June 1979 on the Conservation of Migratory Species of Wild Animals.

### Classification:

Equidae are categorized as livestock, but also there is legislation about those kept as pets, and equidae in competitions, sports and cultural events.

### Non-statutory guidelines or self-regulation schemes:

- Guidelines for inspectors from DVFA have been drawn up.

- Ethical guidelines from Danish Riders Association.

Guidelines concerning welfare of the horse/  
Danish Riders Association.

**Identification / Registration / Ownership:** (643/2008) Privately owned horses must be insured against public liability. (1448/2009) Order shall apply in relation to equidae born in the Community or put into free circulation in the Community in accordance with the customs procedure under Article 4, point 16), point a) of Regulation (EEC) No. 2913 / 92, see. Article 1 of the Regulation.

**Breeding:** (183/1993) Natural or artificial breeding or breeding procedures which cause or are likely to cause the affected animal pain, injury, suffering, distress, lasting harm or significant disadvantage, are prohibited.

**Keeping / Care and use of the domestic equid:** (OAWA) Animals should be treated properly and given the best possible protection from pain, suffering, anxiety, permanent and substantial disadvantage.

**Slaughter / End of Life:** (OAWA) The killing of animals must

be as quick and painless as possible. Drowning is prohibited. (135/2014) The provisions of this Order shall apply to the slaughter and killing of animals bred or kept for the production of food, wool, skin, fur and other products. Slaughter or killing of equidae, cattle and ostrich birds may only be performed by veterinarians, butchers, those with a hunting license or other persons who have received training in slaughter or killing.

**Other:**

**Branding:** (125/2010) Branding of horses is prohibited.

**Horse stables:** (1016/2008) The housing used for the housing of horses with a wither height of not more than 1.35 m, the ceiling height should be at least 2.10 m in height superior to any bedding.

**Extra Notes:** Authorities in this country: (OAWA) Minister for Food, Agriculture and Fisheries, private practice veterinarians of the Food Authority. Council on animal welfare.

**Penalties:** (OAWA) Fine or imprisonment up to one year.

**Pending legislation:** None at the time of writing

## Estonia

**Equine specific legislation:** none

**General animal welfare legislation:**

- APA - Animal Protection Act.
- FABA - Farm Animals Breeding Act.
- IADCA - Infectious Animal Disease Control Act.

**Classification:**

Livestock. Equidae are farm animals according to APA.

Non-statutory guidelines or self-regulation schemes:

EFE - Equestrian Federation of Estonia:

- Evaluation Standards which include Horse Welfare.
- Evaluation Standards which includes Horse Welfare in Stables.

**Identification / Registration / Ownership:** (APA) Tattooing of animals and implantation of animals with a micro-chip identification system are permitted, and must be carried out by a veterinarian. (FABA) Equidae must be identified by a breeding association in a manner that enables the identification data to be processed electronically within six months of foaling and before weaning. (IADCA) Permitted animal identification methods include marking of animals and description of animals. Marking of an animal means marking with a permanent and unique artificial feature to permit identification. The description of animals for identification purposes is used for animals for which marking is impossible or impractical. If it is impossible or impractical to mark animals and if a description cannot be prepared, the animals will be identified based on ownership. Keepers of animals are required to maintain records concerning the farm where animals are kept and animals must be recorded in the state register.

**Breeding:** (APA) Breeding activities that cause suffering to an animal are prohibited.

**Keeping / Care and use of the domestic equid:** (APA) Acts that cause death or injury, pain or avoidable physical or mental suffering to an animal are prohibited. To avoid hunger / thirst:

(APA) Appropriate quantities of feed and drinking water must be provided. To avoid discomfort and to express normal behaviour: (APA) Adequate space / shelter must be provided that allows the need for movement characteristic of the given species. To have health and well-being (to avoid pain, suffering, injury or disease): (APA) The use of devices or equipment that may cause injury to animals is prohibited in the keeping of animals. Upon medical treatment of animals, the animals must be protected from avoidable suffering and from contraction of diseases. Surgeries and other veterinary procedures that alter the appearance of an animal and that are not performed for the purpose of medical treatment are prohibited. Veterinary procedures such as castration, sterilisation and hoof trimming are permitted. Castration of animals in a manner that causes long-lasting pain and tissue necrosis is prohibited. Pet animals: To avoid hunger / thirst: (APA) The devices and equipment used for feeding and watering pet animals must be placed in the rooms / shelter so as to minimise any risk of contamination of the feed and water. To avoid discomfort: (APA) Rooms / shelter as well as equipment used for keeping the animal must be safe and easy to clean. To have health and well-being (to avoid pain, suffering, injury or disease): (APA) The health and welfare of a pet animal must be examined regularly. Greater attention must be paid to the health and welfare of an animal during pregnancy, giving birth or periods of illness and if significant changes occur in the environment where the pet animal is kept. If, upon examination of a pet animal's health and welfare, a deviation from usual behaviour is found, the reasons for such deviation must be immediately identified and measures for improvement of the health and welfare of the pet animal must be taken. A pet animal who has fallen ill or is injured must receive proper treatment. To express normal behaviour: (APA) Indoors, a pet animal may be kept tethered only for a short period of time and only on the grounds of ensuring the welfare of the animal. Rooms / shelters for keeping pet animals must allow the animal, in accordance with the behavioural habits of the species, to see and hear what is going on in their surroundings and allow the animal to communicate. Rooms /

shelters for keeping pet animals must be equipped suitably for that species. If the behavioural habits of the species (such as scratching, digging, chewing, hiding, bathing, diving and nest building) do not occur naturally then provision must be made.

**Transport:** (APA) The requirements provided for in Council Regulation (EC) No. 1/2005 on the protection of animals during transport and related operations and amending Directives 64/432/EEC and 93/119/EC and Regulation (EC) No. 1255/97 must be adhered to upon transporting animals.

**Slaughter / End of Life:** (APA) Farm animals: The requirements provided for in Council Regulation (EC) No. 1099/2009 on the protection of animals at the time of killing must be followed upon slaughtering farm animals. A method for slaughter and killing that causes the animal the least possible amount of physical and mental suffering must be chosen. Emergency slaughter must be carried out with least physical and mental suffering possible to the farm animal being slaughtered and to other farm animals present at the place of slaughter. The emergency slaughter of sick, weak or injured farm animals must be carried out immediately. Farm animals that are unable to walk must be slaughtered on site or must be transported to the place of slaughter if this will not cause additional suffering. If a farm animal is slaughtered without prior stunning, the animal must be stunned immediately after cutting both jugular veins and carotid arteries, taking into account the tradition of the religious association. Animals in a helpless state as a result of an accident or emergency may be killed if survival would cause long-term suffering to the animal or compromise their natural behaviours. Euthanasia: The law states that euthanasia is the killing of an animal on the initiative of the animal owner or for mercy if survival to prevent long-term suffering to the animal or if the animal cannot be granted species-specific life. Animal euthanasia must be carried out by a veterinarian and with least physical and mental suffering possible to the animal under the circumstances. The method used for euthanasia must cause an immediate state of unconsciousness and consequent death of the animal or produce general anaesthesia that leads to the

certain death of the animal. A veterinarian must verify the death. It is prohibited to use suffocation, drowning, administration of toxic substances or medicinal products that do not satisfy the methods previous stated, and killing by electrocution, unless this brings on an instantaneous loss of consciousness.

**Wild Equidae:** There are no wild equidae in Estonia.

**Other:**

**Public exhibitions of animals:** (APA) Public exhibitions of animals are permitted in zoos and at animal exhibitions, animal competitions, animal fairs, animal auctions or at other public events involving the gathering of animals. Only animals that have been born in captivity may be used. It is prohibited to use an animal if the participation of the animal at the event may cause pain, suffering or injury. It is also prohibited to train an animal in a manner that causes the animal pain, suffering or injury.

**Sport and animal competitions:** (APA) Forcing an animal to undertake efforts beyond its capabilities is prohibited. Animals participating in competitions or being trained for such purposes must not be given any substances that have or might have an effect on the capabilities of the animals. A licensed veterinarian must be present at a competition and must check the fitness of animals for competition; check the suitability of the equipment and technical aids to be used in the competition; and if necessary provide animals with first aid and prescribe further treatment; decide on the killing of an animal in distress; and, assess the weather conditions and make recommendations to halt the event for the safety of the animals.

**Extra Notes:** Authorities in this country: Veterinarian and Food Board, Environmental Inspectorate, police authorities.

**Penalties:** Sanctions for violation animal welfare are set down in Chapter 11 of the APA.

**Pending legislation:** none at the time of writing.

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## Finland

### Equine specific legislation:

- GDHWF - Government Decree on equine welfare 588/2010.
- AGDHWF - Government Decree 749/2013 which amends the Government Decree on equine welfare 588/2010 § 3.
- MMME - Ministry of Agriculture and Forestry Ministry (880/2009) of equine identification and labelling.
- EAF - Act on Horse Keeping 796/1993.

### General animal welfare legislation:

- AWAf - Animal Welfare Act 247/1996, amendments up to 1430/2006 included.
- AWDF - Animal Protection Decree 396 / 1996.
- ATAF - Animal Transport Act 1429/2006

### Classification:

Mostly livestock. Terms used to refer the equines: animal farms, farmed animals.

### Non-statutory guidelines or self-regulation schemes:

- EVIRA (Finnish food safety authority) has published guidelines on how to keep and treat equidae.
- HIPPOS (Finnish Trotting and Breeding Association) has published three guidelines on the topics of:
  - Finnish equine registration, studbook, rewarding and breeding use.
  - Breeding regulations for warm-blooded riding equines, ponies, Icelandic equines and Fjord equines.
  - Good equine keeping.

**Identification, Registration and Ownership:** (AWDF) (MMME) (OHPH-non statutory) Identification document follows the equid throughout their life. Identification: Smartcard (identification document) plus microchip. The mandatory mean of identification is microchip for all the equidae born on or after 1 July 2009. An equid keeper can ask voluntarily for a microchip for his/her older, already identified equid (identified before 1 July 2009). Equidae born in Finland must be registered during the year of their birth, although those born between October

and December can be registered the following year. Imported equidae must be registered within two months of the date of import. A higher fee is incurred for delayed registration. Finland also allows two unofficial means of identification for equines: Tattooing (performed by a vet) or Cold Branding (by a qualified person) in a manner which causes only minor pain of short duration. Issuing bodies: Finland HIPPOS and the Irish Cob Horse Society in Finland. The owner must notify Finland's Hippos immediately in the event of an equid dying or being permanently transferred abroad. New owners must notify the transfer of ownership in writing within 14 days of the transfer. The notification must be signed by both buyer and seller.

**Breeding:** (AWAF) Animal breeding or breeding methods which result in animal suffering or serious injury to health or welfare are prohibited. Genetic engineering of animals is prohibited if it affects their health or welfare.

**Keeping:** (AWAF) Inflicting undue pain and distress on animals is prohibited. Consideration must be given to health as well as physiological and behavioural needs of the animals kept. (AWDF) Freedom of movement may not be restricted, either in an outdoor run or indoors. To avoid hunger / thirst: (GDHW) The feed given to equidae must be nutritious. (AWAF) The animal must be given suitable and sufficient feed, drink and other necessary care. To avoid discomfort: (AWAF) The animal premises must have sufficient space and lighting, and must be clean and safe. (GDHW) The sleeping area must have bedding material. These specifications do not apply when these premises are for competition, exhibition or other similar activities. To have health and well-being (to avoid pain, suffering, injury or disease): (AWAF) When a sick or injured animal is handed over to another person, the recipient of the animal must be informed of the state of the animal. If it is unreasonably difficult to reach qualified care takers and if the state of the animal is such that keeping it alive would represent obvious cruelty to it, the animal may be euthanised. (AWDF) Foals must be more than seven days old before castration and castration must be undertaken using appropriate anaesthesia and pain relief. (GDHW) Regular hoof trimming and shoeing must be carried out and revision to the shoeing technique must take place if necessary. To express normal behaviour: (GDHW) Equidae should be allowed the opportunity to socially interact. To avoid fear and distress: (GDHW) No constant exposure to noise exceeding 65 decibels (dB (A)) is allowed.

**Transport:** (AWAF) Undue distress, pain or suffering is prohibited. (AWDF) An ill or injured equid may be transported in order to be euthanised or slaughtered but only with the permission of a veterinarian. (ATAF) If the equid is not suitably fit it may not be transported. Water, suitable feed, space and rest must be offered during the journey. Furthermore an ill or injured equid must be separated from other equidae and first aid must be administered as quickly as possible. Mares and stallions must be separated. Dams may not be separated from suckling foals. Drivers of road vehicles transporting equidae must hold a certificate of competence.

**Slaughter and End of Life:** (AWDF) No undue distress, pain or suffering may be caused to the animal when it is handled or kept at the slaughterhouse. The person who performs the killing must be competent in methods and techniques of killing of the animal species concerned, and that person must be at least 18 years of age. Killing an equid that is conscious by drowning or suffocating is prohibited. The condition and state of health of animals inside the slaughterhouse must be checked at least daily in the morning and evening. The law does not stipulate how an equine must be stunned before slaughter.

**Wild Equidae:** N/A

**Other:** Equines are allowed to perform to the public at circuses.

**Sports and animal competitions:** (AWAF) Excessive exertion, unreasonable discipline and training as well as rough handling of an animal are prohibited. (AWAF) If an animal is subjected to pain, suffering or excessive exertion in a competition, the organiser of the competition must ensure a veterinarian is available to supervise that the animal protection provisions in The Act on Horse Keeping (since 1.5.2014) are complied with (applies solely for horse races because this law has changed).

**Extra Notes:** No equine meat production.

**Authorities:** Ministry of Agriculture and Forestry. Finnish Food Safety Authority (EVIRA). State Provincial Office. Local authorities. Municipal veterinarians. Veterinary officer for meat inspection (slaughter context). Veterinary officer for border control.

**Penalties:** Punishments for animal welfare infringement are set down in section 54 of the Animal Welfare Act, and the punishment for animal welfare offences is set down in Chapter 17, sections 14 and 15 of the Penal Code.

**Pending legislation:** None at the time of writing.

## France

### Equine specific legislation:

- DEC - Decree of 19th January 1996 regarding tail docking.

### General animal welfare legislation:

- RMFC - Rural and Maritime Fishing Code.
- SC - Sport Code.
- DBKOA - Decree of 25th October 1982 about breeding, keeping and ownership of animals.
- CC - Civil Code.

### Classification:

Livestock. Equidae are treated as farm animals under the RMFC.

### Non-statutory guidelines or self-regulation schemes:

- FG - French Gallop: Gallop Races Code (GRC).
- Fédération Française d'Equitation: regulation for each discipline

**Identification / Registration / Ownership:** (RMFC) Equidae must be identified in accordance with Commission Regulation (EC) No. 504/2008. Owners must identify their equidae, and any change of owner must be declared to the Riding and Horse French Institute by the new owner. Any other changes must also be declared, including the death or the export of the animal. The owner or holder of an animal destined for agricultural aims must have a breeding record. (GRC) Only horses that hold guarantees of origin and of identification fixed by the present

Code are admitted to race.

**Breeding:** (DBKOA) Breeding must not cause suffering to the animal or have a negative impact on its health.

**Keeping / Care and use of the domestic equid:** (RMFC) Any animal, as a sentient being, must be treated according to the biological imperatives of the species. It is prohibited to abuse domestic animals, wild animals that have been domesticated or those held in captivity.

**Farm and pet equidae:** (DBKOA) Animals must receive a healthy diet adapted to their age and to their species and it must be administered according to their health and nutritional needs. Animals must have access to clean water. Feeding and watering facilities must limit the risks of contamination and avoid any animal suffering from the effects of competition between animals. (DBKOA) (RMFC) Stables and construction materials must not harm the animals and must be able to be cleaned and disinfected. Air circulation, dust levels, temperature, humidity and gas concentrations must be within safe levels. (DBKOA) (RMFC) The enclosure must be secured against escape and must be free of hazards. Animals not provided with permanent shelter must be protected from inclement weather and predators. (DBKOA) Equipment for the health and the well-being of the animals must be inspected at least once a day and any fault must be rectified immediately. When the health and well-being of animals depend on a system of artificial ventilation, back-up must be provided in the event of a system failure, as well as an alarm to signal any such failure. Therapeutic or prophylactic treatments can only be given if they do not harm the animal's health. (DBKOA) (RMFC) Any sick or injured animal must receive care without delay. (DBKOA) If necessary, a veterinarian must be consulted as soon as possible. Sick and wounded animals must be isolated in an appropriate place, with dry and comfortable bedding. (RMFC) The use of a spike to stimulate or to make an animal move is prohibited. (RMFC) It is prohibited to use rope or tension mechanisms (such as fences or cages) to keep an animal fenced in a way that may inflict wounds or cause the animal suffering. (DBKOA) Animals kept in buildings must not be permanently in darkness or exposed to uninterrupted artificial light. If the natural light is insufficient, there must be artificial light.

**Sport equidae:** (SC) Food and water must be appropriate in both quality and quantity to the level of activity of the animal. (SC) The construction materials for fencing must not cause accidents; the use of wire fencing or hawthorn hedging is prohibited. It is prohibited to leave animals exposed to the sun or to inclement weather. Inside shelters the space, air quality, ventilation, lighting and protection against bad weather must be sufficient and the building must be in a condition that does not cause injury. The condition of harnesses, head collars or tack must not present a danger to the horses' health. Bedding must be maintained daily and renewed as frequently as possible. (SC) Insects and rodents must be managed at least once a year. In case of injection, needles must be used only once, and other instruments must be disinfected after every use. Shoes must be adapted to the work of each horse and the condition of the feet must be examined regularly. A veterinarian must be consulted in the event of wounds or serious injuries. First aid must be administered immediately in the case of superficial wounds, rubs, burns, cuts or other minor injuries. (SC) Stalls and stables must allow the animal to lie down.

**Transport:** (RMFC) The permit foreseen at the Directive 91/628/CEE is in place. It is prohibited to transport animals if: they are not identified and registered; they are sick or wounded; they are not adept at transportation; a mare is about to give birth, (with the exception of transportation on welfare grounds or for urgent slaughter); suitable food and water is not provided; provision for rest and if necessary care is not in place; if the vehicle or means of transportation does not have sufficient space, ventilation and protection against inclement weather; and if there are no measures in place to avoid the animal being wounded or suffering.

**Slaughter / End of Life:** (RMFC) Regarding farm animals and animal disease, the animals must be free from pain or suffering during unloading, transportation, housing, immobilisation, stunning and slaughter. The buildings, facilities and equipment of the slaughterhouses must be conceived, constructed, maintained and used to avoid pain or suffering. Immobilization of the animals before stunning and slaughter is obligatory. Suspension of the animals before stunning and slaughter is prohibited. Stunning before slaughter is obligatory, with the exception of religious sacrifice, authorized procedures that provoke the immediate death of the animal and in case of urgent slaughter. Bleeding must begin as soon as possible after the stunning and before the animal recovers from consciousness. (DBKOA) Slaughter procedures must ensure a rapid death and eliminate any avoidable suffering. (RMFC) The introduction of a live animal into a cutting plant is prohibited. (DBKOA) Animal slaughter in fairs and on markets is prohibited, with the exception of urgent cases. (RMFC) Euthanasia is permitted on dangerous animals, sick animals (including equine pests), injured animals and abandoned animals.

**Other:** Public spectacles: (RMFC) An animal with modified characteristics by the employment of medical substances and an animal that has suffered a surgical intervention (except if it has been practised by a veterinarian for sanitary reasons) can't participate in a spectacle.

**Games and attractions:** (RMFC) Participation of animals in games and attractions that constitute mistreatment is prohibited.

**Fairs and markets:** (DBKOA) It is prohibited to present sick or wounded animals or those in poor physiological condition. The enclosure must have cord bars or tension rings. Every animal must be tied by a halter in good condition that allows his head to reach ground level and allows him to lie down. Young animals accompanying their mothers must be free. All enclosures must allow animals to lie down. The animals must be fed at least once during a 24 hour period and watered at least every 8 hours.

**Milk, saddle and draught animals:** (DBKOA) At night and during the day, except for two periods when they are being worked, the animals must be freed, especially when eating. They must be protected from the sun. Enclosures must not cause wounds.

**Sports and animal competitions:** (DEC) Equidae born since 1996 that have had their tails docked are excluded from equine competitions, auctions or horsemanship displays. (SC) It is prohibited to administer or to apply substances or procedures that artificially modify the capabilities of an animal, or to mask the administration of substances or such procedures. It is prohibited to ask an animal to undertake a task that is not suited to him or one for which he is not prepared, that puts his health at risk. Sick or wounded animals as well as mares at an advanced stage of gestation are not permitted to be used for

work of any kind. Horses must not be left saddled out of their working hours.

**Extra Notes:** Immovable property: Equidae could be considered real estate under the Civil Code if they are used for exploiting a property.

**Authorities:** Officials and agents of the judicial police; inspectors of the public veterinary health; engineers, technical personnel and sanitary controllers of the Agriculture Ministry; veterinarians and contractual managers of the State; quality director and arrangement director of the Agriculture Ministry; local administrations director and regulation and contentious director of the Interior Ministry; nature protection director of

the Environment Ministry; French agency against doping.

**Penalties:** Sanctions for violation animal welfare are set down in Chapter V of the Title I of the Book II of the Legislation and Regulation Part of RMFC. Sanctions for doping are set down in the articles L241-5.II, L241-6, L241-7 of the SC.

**Pending legislation:** At the time of writing there is no pending legislation related to equidae in France. M. Nicolas Dupont-Aignan presented a proposed law (n° 1191) to reclassify horses as companion animals rather than livestock in 2013, but this did not achieve sufficient support to become law.

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## Germany

**Equine specific legislation:** none

**General animal welfare legislation:**

- TierSchG - Animal Protection Act.
- RPFAG - Regulation on the protection of farm animals and other animal products held for production animals in their attitude.
- IRCR504 - Information regarding implementation of Commission Regulation (EC) No 504/2008 in Germany.
- VIEHVERKV - Regulation to protect against the spread of animal diseases in livestock transport.
- TIERSCHLV - Regulation on the protection of animals in connection with the slaughter or killing and implementing Regulation (EC) No. Council 1099/2009

**Classification:**

Livestock (farm animals) and companion.

**Non-statutory guidelines or self-regulation schemes:**

- Federal Ministry of Food, Agriculture and Consumer Protection (BMELV) has published:
  - Guidelines for the assessment of Horses attitudes among Animal welfare aspects.
  - Guidelines for animal welfare in equestrian.
- German National Equestrian Federation (FN) has published:
  - Basic training of horse and rider
  - Guidelines for riding and driving
  - The Ethical Principles of horses' Friend, Ethics in equestrian part 1.

The Official Handbook of the German National Equestrian Federation: The Principles of Riding.

**Identification / Registration / Ownership:** (BMELV) With horses, the identification of individual animals for the purposes of animal disease control is done using an electronic transponder in conjunction with a passport. BMELV therefore advocates a ban on thigh branding for horses, but branding does play a significant role in providing a visible indication of the breeding association to which an animal belongs. The Committee on Food, Agriculture and Consumer Protection of the German Parliament has proposed that from 2019 onwards, thigh branding should only be permitted under anaesthesia – for instance via the local application of veterinary drugs.

(IRCR504)Germany has decided to retain the existing application deadline for identifying equidae, therefore such applications must be made within six months or by 31st December of the year of the birth, whichever is latest.

(VIEHVERKV)The identification of equidae must be undertaken by a veterinarian, someone under the control of a veterinarian or a person commissioned by a breeders' association or an international competition organisation. The last 15 digits of the code in the microchip identification consists of three digits "276" for "Germany", two digits "02" as species identification code for "equine" and ten digits for each equine. After the death or slaughter of an equid, the holder of the passport must state the date of death and also must immediately return the passport to the authority which issued the document.

**Breeding:** Breeding methods that cause the animal pain or suffer are prohibited. Genetic engineering is prohibited if it affects the health of the animal. Persons responsible for activities such as (on a commercial basis) breeding or keeping vertebrates, other than farm animals; trade in vertebrates; running a riding or carriage business or keeping animals for other people in an animal home or a similar establishment must acquire the requisite skills and expertise through training, previous professional experience or other experience with animals in order to obtain authorisation. (BMELV) Animal breeders have a responsibility to ensure that their breeding objectives are directed at producing healthy animals that are free from pain and suffering. If animal breeders fail to consider or are unaware of the relevant correlations and implications of their actions, and if they overstep the necessary restrictions on the technical possibilities (e.g. breeding with defective genes or exaggerated characteristics), their breeding objectives run the risk of harming the welfare of animals. BMELV has reformulated the existing ban on such breeding to put a more suitable and easily applicable ruling into the hands of both animal breeders and the enforcement agencies.

**Keeping / Care and use of the domestic equine:** (TierSchG)

No person shall cause an animal pain, suffering or injury without reasonable cause. Inflicting pain and distress on animals is prohibited. The ultimate ambition is to fulfill the animal's needs concerning sufficient food, exercise and social contact. Appropriate knowledge and abilities of the keeper are required. Horse-keeping farms are subject to supervision by the competent authority. (BMELV) Food rich in fibre and water have to be offered permanently and the quality has to be checked consistently. Enough time for the food intake and a calm

environment must be provided. (TierSchG) The animals must be fed appropriately. Animal premises need to provide an adequate amount of space, light and fresh air. Opportunities for enough physical exercise and rest must be given. The temperature inside the stables should match the outside temperature. No anaesthetisation shall be required for the identification of equines by injected microchips, and the branding of horses' thighs. The keeper has to provide species-appropriate keeping, nutrition and care in order to contribute to the maintenance of health. In case of injuries a veterinarian has to be informed immediately. (TierSchG) Movement may not be limited with means which produce pain, suffering or damage. (BMELV) Livestock keepers will be obliged to establish an inspection system and take even greater care to safeguard the well-being of their animals.

**Transport:** (BMELV) Means of transportation must meet the specific requirements of equidae and must not cause pain, suffering or damage. (VIEHVERKV) Vehicles and trailers for transportation must prevent animals from escaping or falling out during transportation. The loading ramps and other facilities must be easily cleaned and disinfected. Adequate lighting shall be provided. Accommodation must allow animals of different species and sizes to be separated.

**Slaughter / End of Life:** (TierSchG)(TIERSCHLV) The animal must be unconscious during the process of killing and warm-blooded animals may be slaughtered only if stunned before exsanguination. It is prohibited to cause pain or suffering may be caused to the animal during this process. Only those who have the necessary knowledge and skills may kill vertebrates. They must have a certificate of competence from the competent

authority. Vertebrates may be killed only under anaesthetic or painlessly where reasonable under the circumstances.

**Wild Equidae:** Germany uses the derogation provided for in Article 7 (1) of Council Regulation 504/2008.

**Sports / Animal competitions:** (TierSchG) Forced performances which cause pain or exceed the physical condition of the animal are prohibited. It is forbidden to apply measures that are associated with significant pain, suffering or injury and that may affect performance to an animal in training, in sports contests or similar events. It is also prohibited to use doping substances on an animal in sports contests or similar events.

(BMELV) Training has to be suitable for the race, achievement and behaviour. The health of the animal must be regularly checked.

**Authorities:** Federal Ministry of Food, Agriculture and Consumer Protection.

**Penalties:** Punishments for animal welfare infringements are set down in section 11 of the Animal Protection Act. Anyone committing the following offences shall be liable to up to three years' imprisonment or a fine:

1. Killing of a vertebrate without good reason.
2. Causing a vertebrate considerable pain or suffering out of cruelty or persistent or repeated severe pain or suffering.

Anyone who deliberately or negligently inflicts severe pain, suffering or harm without good reason on a vertebrate he keeps, cares for or is required to care for, may commit an administrative offence.

**Pending legislation:** None at the time of writing.

## Greece

**Equine specific legislation:** none

### General animal welfare legislation:

- LAW) - Law 1197/1981 Animal welfare
- (LRETCA) - Law 2017/1992 About the ratification of the European Treaty for companion animals
- (LDSPPAEP) - LAW. n. 4039/2012 For domesticated and stray pets and to protect animals from exploitation or use for profit.
- \* Circular - Circular of the Ministry of Citizen Protection to implement N.4039 / 2012
- Clarifications - Clarifications and instructions from the Supreme Court deputy prosecutor for the proper implementation of N.4039: 2012
- (LAMPSFFHPA) - LAW n. 4235/2014 Administrative measures, procedures and sanctions in implementation of EU and national legislation in the food, feed and health and protection of animals (arts. 46 and 47).

### Classification:

Companion animals: equines kept mainly for non-breeding and non-production activities. Equidae for breeding and production: equines kept mainly for breeding and production activities, like production of food for human consumption.

### Non-statutory guidelines or self-regulation schemes:

The Pan-Hellenic Animal Welfare and Environmental Federation

For equestrian sport, there are disciplinary rules by The Jockey Club of Greece

**Identification / Registration / Ownership:** LDSPPAEP Equidae must be registered and identified in accordance with Commission Regulation (EC) No 504/2008. The systems of identification are an equine identification document, an electronic mark and a database.

**Keeping / Care and use of the domestic equid:** LDSPPAEP, Circular and Clarifications: a) To provide animals with appropriate food and water, depending on the kind of the animal: no animals should be starving or dehydrated. It is absolutely inappropriate to feed animals with carcasses. The water animals drink must be clean (not mouldy and green). In the summer it is prohibited to leave animals without water for days in general. Food and water bowls must be clean. b) Animals should live in a dry, clean place, which is protected from weather conditions. They should not be permanently tied and should not live in improper homes (metal constructions, reservoirs, barrels). It is prohibited to keep animals in barrels, reservoirs or other makeshift and inappropriate constructions that do not offer protection from weather conditions. It is prohibited to leave animals with no home at all and expose them to the weather conditions. It is prohibited to mercilessly leave animals in the snow, in the rain and the storms, or in the heat. The home of the animal must be protected from heat, cold, rain and the frost. The home must be comfortable, healthy, adapted to the natural way of life of the animal. The home must

allow the animal to be in a natural standing position, without preventing it from moving, running and exercising. The place where the animal lives has to be kept clean from excrement. It is necessary that the animal exercises, as this is very important for the health and welfare of the animal. If the animal is removed from the place it was when a complaint was filed, the owner is obliged to show the police the new place where it will stay in order to check its new living conditions, or the owner will be prosecuted for abandonment (administrative and criminal prosecution). c) Care and medical care. Vaccination is obligatory and the owner should have a health booklet of the animal, where the latest vaccinations and disinfections are recorded, with reference to the microchip code signed by the veterinarian. Animals should be free of skin diseases (mange, wounds, inflammations, etc.) and external parasites (ticks, fleas). d) It is prohibited to abandon an animal. e) It is prohibited to torture, abuse and cruelly treat any kind of animal. Any violent action against animals is prohibited, especially poisoning, hanging, drowning, burning, compressing and mutilation. Cutting off ears and tails is regarded as mutilation.

**Slaughter / End of Life:** LAW It is prohibited to kill mammals in private or municipal slaughterhouses without stunning prior to exsanguination.

**Public spectacles:** Shows with animals in circuses or theatres are prohibited.

**Games and attractions:** It is prohibited to keep and use any kind of animal in businesses like games, speed-ways, musical concerts, fairs, displays, or other artistic or entertainment events. The participation of animals in any kind of fight is prohibited. It is also prohibited to breed and train animals for this purpose.

**Authorities:** Ministry of Rural Development and Food, Ministry of Public Order and Security of the Citizen. Ministry of Justice, Transparency and Human Rights. Municipal Police, the gamekeepers of the hunting clubs and officials of Customs and Veterinary Health Inspection Stations (SYKE).

**Penalties:** LAW provides criminal sanctions. LDSPPAEP provides criminal (art. 20) and administrative (art. 21) sanctions. Breaking the rules established by this provision can be equal to torture, abuse, and eventually intentional killing.

**Pending legislation:** In a letter sent in late September 2014 to the Ministry of Justice, Transparency and Human Rights, The Pan-Hellenic Animal Welfare and Environmental Federation emphasised the need for stronger sanctions for crimes against animals.

## Hungary

**Equine specific legislation:** none

### General animal welfare legislation:

- AWAH - Animal Welfare Act 1998.
- AHDH - Animal Husbandry Decree 1999.
- PADH - Pet Animals Decree 2010.
- CCH - Hungarian Act on the Criminal Code Section 266/B. on "Cruelty to Animals".
- RSAH - Decree No. 140 of 2012 (XII. 22.) VM of the Ministry of Rural Development concerning animal welfare rules during killing and slaughtering of animals
- TAH - Joint Decree No. 13 of 1999 of the Ministry of Transport, Communication and Water Management and of the Ministry of Agriculture and Regional Development on the transport of animals.

### Classification:

AWAH establishes categories for animals (no species specification) depending on the purpose for their use by humans. Thus, according to this legislation equidae can be considered:

- animals for economic benefit
- animals for racing and sports
- animals for shows
- animals working for the Hungarian Armed Forces, security services etc
- wild animals

PADH definition of pet animal: animals kept for public display, bred, traded, as well livestock held for non-economic purposes and animals used for hunting.

### Non-statutory guidelines or self-regulation schemes:

"Rules of Entry to the Hungarian Stud Book for Thoroughbreds"(REHS) written by a keeper of the Hungarian Stud Book, agreed by Ákos Kanics, chairman of the Hungarian Gallop Racehorse Breeders' Association.

**Identification / Registration / Ownership:** There are 15 national associations which register pedigree breeds and have developed internationally accepted rules for origin records of horses. A horse's owner has to state if the horse is going to be used for human consumption in order to determine which veterinary treatments may be used on the animal.

**Breeding:** (REHS) A horse can only be eligible to be recorded in the Hungarian Stud Book for Thoroughbreds on condition that the horse is the product of a natural mating between a sire and a dam, both of which are recorded in an approved Thoroughbred Stud Book, and all of the requirements stated in this regulation are satisfied.

**Keeping / Care and use of the domestic equid:** (AWAH) Animals must be kept in adequate conditions depending on their species and their physiological needs and natural behaviour, with checks carried out at least once daily. They must be provided with a proper and safe environment that allows rest and injury-free movement. It is forbidden to abandon a domesticated animal. No surgical interventions are allowed for non-medical or non-sterilization reasons, or for cosmetic reasons. Training of animal welfare is also regulated by AWAH. Town clerks, in the interest of the protection of animals, may ask animal keepers for information and data regarding the conditions of life of animals, they may ask to see the documents related to animal keeping, and they may visit the premises of animal keeping. In case of offence against rules of animal keeping (specified in Art. 6-8. of Law No. XXVIII of 1998 on animal protection), the clerk may oblige the keeper to act, to be subject to a determined action or to stop the illegal activity.

**Transport:** (AWAH) (TAH) Ways and means of transport must ensure animal welfare. During the transportation of animals, causing unnecessary suffering or pain must be avoided, adequate drinking water, food, and appropriate litter must be provided, and injuries must be avoided. There must be enough space for movement and protection against adverse weather conditions should be provided, enough air should be supplied as well as solid slip-proof flooring. Transport of animals is ruled by Chapter V.

**Slaughter / End of Life:** (AWAH) (RSAH) The slaughter can only be done after stunning. Slaughterhouses, equipment, facilities and procedures must ensure animal welfare and avoid excitement, pain or suffering. The Act generally stipulates that animals shall not be killed for reasons and under circumstances that are unacceptable or intolerable. The AWAH stipulates that animals are only allowed to be killed after they are drugged. Unnecessary physical and mental suffering must be prevented. Based on this, if animals are raised for meat and once at the slaughterhouse are not slaughtered immediately, they must be fed and provided with a restful environment for the period awaiting their eventual slaughter. Slaughter methods regarded to be 'humane' by the implementation degree of the AWAH may include use of pistols, trauma caused by fatal head concussion, electrocution, carbon-dioxide gas, beheading. Hungarian regulation ensures the so-called 'animal-euthanasia'. The animal health control authority (the Central Agricultural Office /CAO/) is obliged to take measures for killing animals in a way that would not cause them pain.

If these regulations are violated, the CAO is entitled to impose an animal protection fine.

**Wild Equidae:** (AWAH) These are protected by animal welfare legislation, which prohibits of torture and sets out the legal obligations for those who keep them.

**Other:** (AWAH) Forcing them to make exceeding performances, or unnatural and self-destructive activities is prohibited. They can be kept and used in zoos and circuses, always under administrative permission.

**Authorities:** The animal health control authority (the Central Agricultural Office /CAO/). Food-chain security and animal health directorate of capital and county governmental offices.

**Penalties:** Penalties are foreseen for offenders in Chapter IX AWAH. CAO may prohibit offenders from keeping animals (or from keeping certain animals) for a period of 2-8 years, or it may require them to participate in special programs on animal protection. In the most severe cases, when animals are killed or tortured without any reason, criminal sanctions can be imposed according the CCH: "Any person: a) who is engaged in the unjustified abuse or mistreatment of vertebrate animals resulting in permanent damage to the animal's health or in the animal's destruction; b) who abandons, dispossess or expels a domesticated mammal or a dangerous animal raised in a human environment; is guilty of a misdemeanour punishable by imprisonment for up to two years, community service, or a fine."

**Pending legislation:** None at the time of writing.

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## Ireland

### Equine specific legislation:

- Control of Horses Act, 1996 (CH)

### General animal welfare legislation:

- Animal Health and Welfare Act 2013 (AHW 2013)
- Prohibition on Tail Docking and Dew Claw Removal (Dogs) Regulations 2014
- Animal Health & Welfare Bill 2012 - Draft document
- Animal Health & Welfare Bill Public Consultation Bill 2008

### Classification:

Equidae are categorized as livestock, but also there is legislation about those used in competitions.

### Non-statutory guidelines or self-regulation schemes:

- Irish Sport Horse Studbook Mare Inspections Procedures and Guidelines
- Animal Welfare Guidelines for Horses, Ponies and Donkeys

**Identification / Registration / Ownership:** There is a requirement under Irish national law for equidae to be accompanied by identification documents when moved. Ownership of equidae is currently recorded on a voluntary basis at registration and this does not confer legal title or impose legal responsibility in the context of any duty of care toward the animal. (CH) A person who owns an equid which is kept by him or her or on his or her behalf in a control area shall, unless he or she holds a licence in respect of the animal entitling that owner

to keep the horse in the control area, be guilty of an offence.

**Keeping / Care and use of the domestic equid:** AHW 2013 sets out the minimum standards for keeping animals (not specific to domestic equidae).

**Transport:** Commercial journey times and conditions are governed by Statutory Instrument No. 675 of 2006. The transport of equidae between Ireland, the UK and France is subject to a tripartite trade agreement, as permitted by EU Council Directive 90/426/EEC, which permits free movement without health certification for high-health horses.

**Slaughter / End of Life:** It is an offence to slaughter or present an equid for slaughter unless it is accompanied by a lawful identification document. Equidae may legally be removed from the live population in Ireland by disposal through: Slaughter at approved meat export plants; Slaughter and disposal via Category 2 knackeries, licensed sub-contractors and approved veterinary pathology laboratories; Death, or euthanasia, and burial; or, Export.

**Sports and animal competitions:** see Irish Sport Horse Studbook Mare Inspections Procedures and Guidelines

**Authorities in this country:** The Minister, with the consent of the Minister for Finance

**Penalties:** (AHW 2013) Fine. (CH) Fine or imprisonment for a term not exceeding 2 years.

**Pending legislation:** None at the time of writing.

## Italy

### Equine specific legislation:

- DPSMIE - Decreto del Presidente della Repubblica 11 febbraio 1994, n. 243, che approva il "Regolamento recante attuazione della direttiva 90/426/CEE relativa alle condizioni di polizia sanitaria che disciplinano i movimenti e le importazioni di equini di provenienza da Paesi terzi, con le modifiche apportate dalla direttiva 92/36/CEE", e successive modificazioni.
- DLOGAE - Decreto del Ministro delle politiche agricole alimentari e forestali e del Ministro della salute 29 dicembre 2009 recante Linee guida e principi per l'organizzazione e la gestione dell'anagrafe equina da parte dell'UNIRE.
- DLDSVIE DECRETO LEGISLATIVO - 16 febbraio 2011, n. 29. Disposizioni sanzionatorie per le violazioni del Regolamento (CE) n. 504/2008 recante attuazione della direttiva 90/426/CEE e 90/427/CEE sui metodi di identificazione degli equidi, nonché gestione dell'anagrafe da parte dell'UNIRE.
- DMOGAE - Decreto del Ministro delle politiche agricole alimentari e forestali 26 settembre 2011 recante "Approvazione del manuale operativo per la gestione dell'anagrafe degli equidi".
- OISE - Ordinanza contingibile e urgente in materia di identificazione sanitaria degli equidi, del 1 marzo 2013.
- ODMP - Ordinanza 04 settembre 2013. Proroga e modifica dell'ordinanza 21 luglio 2011, recante "Ordinanza contingibile ed urgente che sostituisce l'ordinanza ministeriale 21 luglio 2009 concernente la disciplina di manifestazioni popolari pubbliche o private nelle quali vengono impiegati equidi, al di fuori degli impianti e dei percorsi ufficialmente autorizzati."

### General animal welfare legislation:

- CPI - Codice Penale Italiano. Testo coordinato ed aggiornato del Regio Decreto 19 ottobre 1930, n. 1398).
- LRA - LEGGE 15 gennaio 1991, n. 30 Disciplina della riproduzione animale.
- DLPAT - DECRETO LEGISLATIVO 30 dicembre 1992 n. 532 Attuazione della direttiva 91/628 CEE relativa alla protezione degli animali durante il trasporto. Modificato e integrato dal Decreto legislativo 20 ottobre 1998 n. 388 (Attuazione della direttiva 95/29/CE in materia di protezione degli animali durante il trasporto)
- DLPAA - DECRETO LEGISLATIVO 26 marzo 2001, n. 146. Attuazione della direttiva 98/58/CE relativa alla protezione degli animali negli allevamenti.
- LMA - LEGGE 20 luglio 2004, n. 189 Disposizioni concernenti il divieto di maltrattamento degli animali, nonché di impiego degli stessi in combattimenti clandestini o competizioni non autorizzate.
- DLDSVPAT - DECRETO LEGISLATIVO 25 luglio 2007, n. 151 Disposizioni sanzionatorie per la violazione delle disposizioni del regolamento (CE) n. 1/2005 sulla protezione degli animali durante il trasporto e le operazioni correlate.
- LRCEPA - LEGGE 4 novembre 2010, n. 201 Ratifica ed esecuzione della Convenzione europea per la protezione degli animali da compagnia, fatta a Strasburgo il 13 novembre 1987, nonché norme di adeguamento dell'ordinamento interno.

- DLMAA - DECRETO LEGISLATIVO 6 novembre 2013, n. 131 Disciplina sanzionatoria per la violazione delle disposizioni di cui al Regolamento (CE) n. 1099/2009 relativo alle cautele da adottare durante la macellazione o l'abbattimento degli animali.

### Classification:

- (DPSMIE, DLOGAE and DLDSVIE) Domestic animals: equidae kept mainly for non-breeding and non-production activities.
- Equidae for breeding and production: equidae kept mainly for breeding and production activities, such as production of food for human consumption.
- Wild horses

### Non-statutory guidelines or self-regulation schemes:

The Ministry of Health released the Codice per la Tutela e la Gestione degli Equidi and the Carta Etica per la Tutela del Cavallo in 2009. The Code has been particularly based on guidelines contained in 'Equine Industry Welfare Guidelines Compendium for Horses, Ponies and Donkeys'. The code provides the essential criteria for the proper management of equine animals, in accordance with good practice and ethical conduct, to protect the health and well-being of the same. It promotes the proper relationship between man and animal, while respecting the dignity of equidae as sentient beings.

(LRA) The stud book of the Italian saddle horse is held by the Ente Nazionale per il Cavallo Italiano (ENCI).

For equestrian sport, there are disciplinary rules by the Federazione Italiana Sport Equestri.

**Identification / Registration / Ownership:** Law n. 200 of August 1, 2003 officially established the Register of Equidae, with the goal of creating a database that allows the unique identification of equidae on the national territory, in accordance with the Commission Regulation (EC) No 504/2008. The public body Unione Nazionale Incremento Razze Equine (UNIRE) organizes and manages the equine registry as a part of the National Agricultural Information System (SIAN).

(DLOGAE) - All equidae are uniquely identified by a transponder and equipped with an identification document called passport.

(DLDSVIE) - Lays down rules on penalties for violations of the rules brought from Commission Regulation (EC) No 504/2008.

(DMOGAE) Defines the operational procedures for the identification and registration of equidae.

(OISE) - Sets urgent measures concerning the health identification of equidae.

**Breeding:** (DLPAA) Establishes the minimum measures to be observed in farms for the protection of animals: registration, freedom of movement, buildings and livestock buildings, automatic or mechanical plants, feed, water and other substances, mutilation or breeding procedures.

**Keeping / Care and use of the domestic equid:** (LMA/ CPI) Legge 20 luglio 2004, n. 189 introduced crimes against the sentiment for animals into the Penal Code Title IX-Bis-Of, consisting of Articles 544-bis to 544-sexies, referring to killing of animals, animal abuse, shows or demonstrations banned, banning fights between animals, and confiscation and additional penalties. Some penalties were increased by Legge 4 novembre 2010, n. 201.

The Codice per la Tutela e la Gestione degli Equidi includes advice on good practice for the owner or holder, such as ensuring the hygiene and regular cleaning of the spaces of residence of equidae, ensuring a suitable shelter that is undamaged, clean and in proportion to the size of the animal, allowing all equidae regular exercise and taking the necessary precautions to prevent escape. Each owner has a duty to ensure the welfare of their equid by providing adequate shelter, healthy nutrition, range of motion, shelter from heat and cold, proper cleaning and care (prophylactic vaccination, pesticides, other veterinary care when needed, hoof care and of the teeth).

**Transport:** (DLPAT) The transport of animals must comply with the conditions laid down regarding measures, schedules, resting periods, feeding and animal care. Sick animals are not fit for transport, except under any of the exceptions provided.

(DPSMIE) The movement of equidae in the country and their dispatch to other Member States are permitted only if they are the conditions laid down in articles 4 and 5. The Ministry of Health “may” permit derogations from the general or limited to sports grounds, recreational, cultural, grazing or work, as long as those activities are conducted in the vicinity of internal frontiers of the European Union. The mode of transport must be such as to ensure effective protection of the health and welfare of equidae.

(DLDSVPAT) Sets the rate of offenses and penalties in relation to the protection of animals during transport and related operations.

**Slaughter / End of Life:** DLMAA lays down rules on penalties for violation of provisions laid down in Commission Regulation (EC) no. 1099/2009.

**Authorities:** Ministero delle politiche agricole, alimentari e forestali: Dipartimento delle Politiche di Sviluppo Economico e Rurale, Direzione Generale dello Sviluppo Rurale, delle Infrastrutture e dei Servizi. Ministero della Salute: Dipartimento della sanità pubblica veterinaria, della sicurezza alimentare e degli organi collegiali per la tutela della salute; Direzione generale della sanità animale e dei farmaci veterinari. And two public bodies: Unione Nazionale Incremento Razze Equine (UNIRE) and Agenzia per lo Sviluppo del Settore Ippico (ASSI).

**Penalties:** DLDSVIE Lays down rules on penalties for violations of the rules about identification and registration. DLDSVPAT Sets the rate of offenses and penalties in relation to the protection of animals during transport and related operations. And Penal Code (articles 544-bis to 544-sexies) typifies crimes against the sentiment for animals.

**Pending legislation:** None at the time of writing.

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## Latvia

**Equine specific legislation:** none

### General animal welfare legislation:

- APL - Animal Protection Law.
- ABL - Animal Breeding Law.
- VML - Veterinary Medicine Law.
- RATR - Regulation n° 1079 about Animal Transport Regulations.
- RSWE - Regulation n° 959 about Welfare Requirements for the Keeping and Training of Sport, Work and Exhibitions of Animals and Use Thereof in Competitions, Work or Exhibitions.
- RHBTE - Regulation n° 669 about Welfare Requirements of household (pet), breeding, trading and displaying public exhibitions, as well as dog training.

### Classification:

Livestock. Horses are treated as farm animals under RATR.

### Non-statutory guidelines or self-regulation schemes:

None.

**Identification / Registration / Ownership:** (APL) An animal owner shall ensure that an animal is registered and marked in accordance with the procedures prescribed in regulatory enactments. (RSWE) An animal which performs sport or work duties or participates in exhibitions shall be marked with a microchip. The microchip shall contain a unique identity number that remains unchanged during the lifetime and doesn't affect the welfare of the animal or harm its health. Marking of the animal shall be performed by a certified veterinarian.

**Breeding:** (RHBTE) Pet animal owner or keeper mustn't use any domestic (pet) animals for breeding if it endangers the health

of the animal.

**Keeping / Care and use of the domestic equid:** (APL) Cruel treatment of animals is prohibited. An animal owner has the obligation to take care of the health, welfare and use of an animal in accordance with its species, age and physiology and not permit uncontrolled animal reproduction. Assistance shall be given to an injured or a sick animal, if necessary with the aid of a practising veterinary. (RSWE) At the end of an animal's working life, the owner of the animal shall ensure that its keeping conditions correspond to the zoo-psychological and physiological needs of the animal. The owner may not abandon the animal or give it to another person unless the above requirements are met. If these requirements cannot be met the animal must be euthanised or handed over to another person able to ensure these requirements or carry out to euthanasia. (RSWE) Wholesome nourishment must be provided and water must be freely available. (RSWE) An animal should not wear a muzzle or another accessory when performing sport or work duties or participating in exhibitions. The enclosure (shelter) where an animal is kept shall correspond to the size and physiological requirements of the animal. The enclosure (shelter) shall be ensured against unfavourable weather conditions (for example, snow). The owner must provide the animal with suitable rest (for work horses two hours rest after every six hours of work). (RSWE) Training conditions must be appropriate for honing the necessary skills without harming the health of the animal. An animal may be used in competitions, work or exhibitions if it has not suffered injury and is not sick. The owner of an animal shall, at least once a year, ensure the animal is examined by a certified veterinarian. (RSWE) Freedom of movement corresponding to the species or walks at least once a day. To avoid fear and distress: (RSWE) The enclosure (shelter) shall be safe from draughts, vibrations, noise and the presence of unauthorised persons.

**Transport:** (APL) An animal shall be transported by an

appropriate means of transport that ensures conditions which are not harmful to its health. If necessary, prior to transportation or during transportation, an animal may be tranquilised (injected with medical substances), under the advice of a practising veterinarian. Customs control of an animal being transported shall be carried out without interference. Delay of the transportation of an animal shall be permitted only for the good of the animal or in cases when there is cause for suspicion regarding the animal becoming ill with an infectious disease. (RATR) An equine passport is necessary to transport horses in the territory of Latvia. (RATR) (VML) In order to move animals into and out of the State, a veterinary (health) certificate approved by the Food and Veterinary Service shall be required. (RATR) For animals which are not associated with an economic activity, if the animal's owner is not present during transport, then there shall be written instructions submitted by the owner regarding feeding, watering and any other necessary special care of the animal. However, these written instructions shall not be required for registered equidae.

**Slaughter / End of Life:** (APL) For killing of an animal, a method shall be selected which causes the least suffering for the animal. Euthanasia is permitted if: it has an incurable disease; if during the ageing process irreversible health changes have arisen; if an animal has become dangerous to human beings or other animals because of its aggressive nature; as part of a programme combating infectious diseases; it has been requested by the animal owner; or it is a stray or a confiscated animal that has remained unclaimed for a fourteen-day period. Euthanasia shall be performed by a practising veterinarian and medicines shall be used which cause an immediate and irreversible loss of consciousness and death. After euthanasia, a practising veterinarian shall make certain that biological death has set in for the animal.

**Wild Equidae:** (APL) It is permitted to capture and keep a wild animal in captivity if the relevant permit has been obtained from the Ministry of Environmental Protection and Regional Development. It is prohibited to release a tamed wild animal into the wild. A permit from the Ministry of Environmental Protection and Regional Development is necessary for the renewal (reintroduction) of extinct animal populations in nature and the import (introduction) of non-native wild animals. Collections of wild animals may be established for

scientific, educational and species-saving purposes with a permit from the Ministry of Environmental Protection and Regional Development and a permit from the Food and Veterinary Service. Wild animal owners shall be required to have a document, as set out in regulatory enactments, regarding the origin (lawful acquisition) of each animal. An owner of a collection of wild animals is obliged to create, for each species of animal, conditions approximating its natural environment and to ensure the satisfaction of the physiological and zoologically psychological needs for each species of animal.

**Work animals:** (APL) Work animals shall be selected in accordance with the type of use, work conditions and ability to carry out specific functions. A work animal may be used by a person who is knowledgeable about the keeping and training of the relevant species and breed of animals.

**Sports and animal competitions:** (APL) It is prohibited to inject medical substances into sports animals in training and in competitions which affect their natural capabilities. (APL) (VML) Animal competitions, markets, auctions, exhibitions and other events with the participation of animals may be organised only with a permit from the State Senior Veterinary Inspector of the relevant territory, and in the case of international events, only with a permit from the State Chief Food and Veterinary Inspector. (APL) Only animals that have a veterinary certificate are permitted to participate in competitions.

**Authorities:** Institutions subject to the control and under the supervision of the Ministry of Agriculture: Food and Veterinary Service (in relation to farm animals, domestic animals, sport and work animals, animals utilised for experimental and scientific purposes, wild animals and exhibition animals), State Forestry Service (in relation to wild animal protection) and Sanitary Border Inspection (in relation to control of the import, export and transit movement of animals on the State borders within the scope of their competence). Institutions subject to the control of the Ministry of Environmental Protection and Regional Development (in relation to the protection of wild animals).

**Penalties:** According to APL, persons shall be held liable for violations of this law in accordance with the liability prescribed by law.

**Pending legislation:** None at the time of writing.

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## Lithuania

**Equine specific legislation:** none

**General animal welfare legislation:**

- LWPA - Law on Welfare and Protection of Animals (n° VIII-500; last amended n° XI-2271).
- LW - Law on Wildlife (n° VIII-498).
- LALAB - Law Amending the Law on Animal Breeding (n° VIII-934).
- LPES - Law on Physical Education and Sport (n° I-1151; last amended n° XII-476).

**Classification:**

Not specified in legislation.

**Non-statutory guidelines or self-regulation schemes:** none.

**Identification / Registration / Ownership:** (LWPA) Animals of

certain species must be registered and identified in accordance with the requirements of the legal acts regulating animal registration and identification. Pets (apart from cats, dogs and ferrets) must be identified with microchips and registered in the Pets Registry. Animals which are subject to mandatory identification and registration, but which are not identified and not registered may not be sold.

**Breeding:** (LWPA) It is prohibited to breed an animal if it has a detrimental impact on its health and welfare. Pet breeding must be targeted, planned and intentional. Pet owners, except for the persons breeding pets for commercial purposes, must ensure that their pets do not reproduce unless they ensure the transfer of pet offspring to new owners (except for their transfer to an animal carer<sup>1</sup>) or take care of them themselves. The breeding of genetically inferior pets with evident genetic

diseases, malformations or pathologies shall be prohibited. The crossbreeding of wild animals of different species and species of wild animals and pets shall be prohibited, except where such crossbreeding takes place in accordance with approved experimental research programmes. Animal carers may not breed animals. (LALAB) Breeding animals and hybrids may be supplied for further breeding if they are permanently identified - horses are identified or described in such a manner that it would be possible to establish their identity - and have a pedigree certificate.

**Keeping / Care and use of the domestic equid:** (LWPA) Cruel treatment and torture of animals, any direct or indirect promotion and encouragement of cruel treatment and torture of animals and instigation of violence against animals shall be prohibited. Where a pet owner can no longer take due care of a pet, he must transfer the pet to a new owner (including transfer to an animal carer). A pet owner who can no longer take due care of a pet and who has used all means to seek to transfer the pet to another owner and protect its life may request a veterinarian to put down the pet. (LWPA) Providing insufficient amounts of feed or water for animals is prohibited. (LWPA) All animals must be kept and cared for under conditions suitable for an animal's species, age, physiology and behaviour, ensuring that the animal's freedom of movement is not constrained and that the animal is not subjected to discomfort, pain or suffering. It is prohibited to prevent resting periods for animals according to their physiological needs. (LWPA) Surgical and all other pain-inflicting veterinary procedures shall be performed on animals only after administering anaesthetics, except for the cases specified by legal acts. Veterinary procedures aimed at altering the appearance or physiological functions of an animal (like removal of hoofs) and altering the structure of animal body parts are prohibited.

**Transport:** (LWPA) Animals must be transported so that they would not be injured and would not endure unnecessary stress and would remain safe during transport. Transport containers used to transport animals must be off sufficient surface area and height corresponding to the species and size of animals and the nature of the scheduled journey.

**Slaughter / End of Life:** (LWPA) Domestic animals must be protected against fear, pain or suffering when transporting them, putting them in stalls, stunning, slaughtering or killing them. Domestic animals may be slaughtered for religious purposes only having properly stunned those animals. Animals may be put down using only veterinary medicines, while other methods of putting down shall be prohibited; and only by a veterinarian holding a licence for veterinary practice or a veterinary paramedic on the assignment by the veterinarian. An animal shall be killed so as to endure as little physical and mental suffering as possible. Preference shall be given to an animal killing method which: would quickly cause unconsciousness and death of the animal and would begin with a strong general anaesthetic effect and finish with a procedure

causing definitive and absolute death. Before removing the carcass, one must make sure that the animal is dead.

**Wild Equidae:** (LW) In order to ensure the protection of wildlife it is necessary to preserve and recreate the natural habitat, conditions for breeding and migration routes of wild animals; to prevent wild animals from perishing or being injured in the course of agricultural, hydro-technological, forest maintenance and other economic activities; to limit use of wild animals for zoological collections; to render assistance to wild animals in the face of epizootic occurrences, the threat of perishing in fires, natural disasters or from other causes; and to prohibit cruel behaviour towards wild animals or torture thereof.

**Training of animals:** (LWPA) Training of animals by causing them pain and fear and using mutilating tools or tools causing pain or suffering is prohibited. Animals owned by others may be trained by persons holding a certificate of trainer qualifications issued by an appropriate association of animal keepers. The institutions, enterprises and organisations keeping and using animals for service purposes must draft programmes for training of animals used for service purposes taking account of the species and the purpose of the use of the animals.

Use of animals for circus, films, advertising, exhibitions, competitions and other events: (LWPA) Any such circus must hold a veterinary certificate. Circus managers, creators of films and advertising and organisers of exhibitions, competitions and other events must give a notice of the scheduled events during which animals are to be used to the State Food and Veterinary Service and the administration of a municipality in the territory whereof the events involving animals are to take place. The exposition of genetically inferior pets with evident genetic diseases, malformations or pathologies shall be prohibited.

**Sports and animal competitions:** (LWPA) The use of substances stimulating the capabilities of animals and increasing animal productivity, performance and achievements in sports, except for the use of legally allowed substances or other cases provided for by legal acts is prohibited. (LPES) Doping shall be prohibited for horses of the equestrian sports and other animals participating in sports competitions.

**Authorities:** Government of the Republic of Lithuania, Ministry of Environment of the Republic of Lithuania, Ministry of Health of the Republic of Lithuania, Ministry of Transport and Communications of the Republic of Lithuania, Ministry of Education and Science of the Republic of Lithuania, Ministry of the Interior of the Republic of Lithuania, Ministry of Agriculture of the Republic of Lithuania, State Food and Veterinary Service, municipal administrations.

**Penalties:** According to LWPA, any persons who infringe the requirements of this Law shall be held liable in accordance with the procedure laid down by laws of the Republic of Lithuania.

**Pending legislation:** None at the time of writing.

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## Luxembourg

**Equine specific legislation:** None

**General animal welfare legislation:**

- REIL - Regulation July 31st 2009 Concerning Equine Identification

- REHTL - Regulation August 13th 1992 Concerning Equine Health During Transport
- RBECL - Regulation August 10th 1992 Concerning the Organization of Breeding and Equine Competition

### General animal welfare legislation:

- APWAL - Animal Protection and Welfare Act, March 15th 1983
- RMCCCAL - Regulation March 18th 2000 Establishing Minimal Comfort Conditions for Keeping Companion Animals
- RPAKL - Regulation April 13th 2013 Laying Down the Procedures for Implementing Regulation (EC) 1099/2009 on the Protection of Animals at the Time of Killing,
- RPADTL - Regulation July 30rd 2007 Laying Down detailed Rules for the Application of Council Regulation (EC) 1/2005 on the Protection of Animals During Transport,

### Classification:

- Companion animals when kept by humans, especially in their houses, as companions.
- Domestic animal: when used for breeding or sport purposes

### Non-statutory guidelines or self-regulation schemes:

FLSE (Fédération Luxembourgeoise des Sports Equestres)

**Identification / Registration / Ownership:** (REIL) All equidae shall be identified by a valid microchip that shall be linked to a passport and shall be registered in a database. Equidae must be registered before December 31st of the year of birth or within six months if born after June 30th. All equidae entering Luxembourg permanently shall be identified within 30 days of entrance. Equidae born and raised to be slaughtered before the age of 12 months will not need to be identified by microchip, nevertheless they shall have an identification certificate. A veterinarian must do microchip implantation.

**Breeding:** (RBECCL) Without prejudice of animal health rules, the admission of mares for reproduction and stallions for natural covering is not subjected to any restriction, except hereditary

defects. The use of stallions for artificial insemination is also regulated in article 2.

### Keeping / Care and use of the domestic equid: (RMCCCAL)

The regulation establishes general welfare conditions for all companion animals in Luxembourg. Chapter 2, Section 2 is dedicated to equidae. It establishes the minimum conditions for the building of stables, stalls and boxes for keeping equidae. It also establishes rules on the maintenance of equidae kept in open spaces. Docking tails and stimulation using electric shocks are prohibited.

**Transport:** (REHTL) Equidae must be free of any signs of disease before and during transport. Equidae will be inspected within 48 hours before loading. Transport vehicles shall be appropriate to equine needs. Health protection and equine welfare shall be ensured during transport. Equidae shall be identified during transport.

**Slaughter / End of Life:** (RPAKL) People with approved knowledge and skills must do slaughter. Particular methods of slaughter by religious rites shall not be made without prior permission of the competent authority. (REHTL) Equines shall not be eliminated as a part of an eradication program of an infectious disease.

**Sports and animal competitions:** (RMCCCAL) Horses with cut or insensitive nerves of the legs are not accepted in sport competitions

Authorities: Ministry of Agriculture

**Penalties:** Chapter IX of the Animal Protection and Welfare Act, "Criminal Disposition" regulates the infringement of animal welfare and offense.

**Pending legislation:** None at the time of writing.

## Malta

### Equine specific legislation:

- 244 of 2013 - Protection of Animals offered in Pet Shops (Minimum Standards) Regulations, 2013
- 385 of 2012 – African Horse Sickness (Control Rules and Measures) Rules, 2012
- 255 of 2010 - Trade in Equidae intended for Competitions and Conditions for Participation (Amendment) Regulations, 2010
- 258 of 2010 - Animal Health Requirements Governing Trade and Imports into the Community of Animals, 2010
- 259 of 2010 - Trade with Member States in Equidae (Zootechnical and Genealogical Conditions) Regulations, 2010
- 88 of 2005 - Animal Health Conditions governing the Movement and Import from Third Countries of Equidae Rules, 2005
- 280 of 2003 - Trade in Equidae intended for Competitions and laying down Conditions for Participation Regulations, 2003
- 289 of 2003 - Trade with Member States in Equidae Regulations (Zootechnical and Genealogical Conditions), 2003
- 307 of 2003 - Collection of Data Concerning Competitions for Equidae Regulations, 2003
- 309 of 2003 - Identification of Equidae for Breeding and

Production Regulations, 2003

- 318 of 2003 - Co-Ordination between Organisations and Associations which maintain or establish Stud-Books for Registered Equidae Regulations, 2003
- 324 of 2003 – Identification Document (Passport) Accompanying Registered Equidae Regulations, 2003
- 330 of 2003 - Entry and Registration of Equidae Criteria in Stud-Books for Breeding Purposes Regulations, 2003
- Use of Animal-drawn Carriages (Mdina Local Council), Bye-Laws, 2009

### General animal welfare legislation:

- 54 of 2014 - Animal Welfare (Amendment) Act, 2014
- XXV of 2001 - Animal Welfare Act
- 82 of 2001 - Veterinary Services Act, 2001

### Classification:

Equidae are categorized as livestock, but also there is legislation about those used in competitions or as animal-drawn carriages.

### Non-statutory guidelines or self-regulation schemes:

None found.

**Identification / Registration / Ownership:** (309/2003) Identification document accompanying equidae for breeding and production during their movement must contain at least the information laid down by European Commission Decision 93/623/EEC. (324/2003) Equidae must be identified by the competent authority. (318/2003) The organisation or association which maintains the stud-book of the origin of the breed must ensure close collaboration with the organisation and associations which maintain stud-books or sections of a stud-book of the same breed, particularly with a view to preventing any dispute.

**Breeding:** (25/2001) The Minister may make regulations providing for the breeding of animals, including the method of breeding as well as the species and categories of animals which may be used for breeding purposes.

**Keeping / Care and use of the domestic equid:** (25/2001) Animals shall not (a) be kept; (b) be kept for the purpose of producing animal products, or (c) be kept tethered, in buildings, pens, cages or the like; unless they belong in each case to the species or categories of animals specified in regulations prescribed.

**Transport:** (25/2001) The Minister may make regulations concerning the manner in which transport of animals by road, by sea or by air shall be carried out. The animals must be accompanied by a certificate issued by an official appointed by the Minister, and they must be provided with or accompanied by the identification marks or documents indicated in the certificate; but these shall not apply to transport carried out in the course of or for the benefit of one's work or enterprise. (88/2005) Veterinary Services shall authorise the movement of equidae registered in Malta or send equidae to another Member State only where they satisfy the conditions.

**Slaughter / End of Life:** (82/2001) The Minister may make regulations specifying the cases in which it shall be permissible to

kill animals, and the manner in which such killing may take place. (385/2012) Equidae may leave the holding on which they are kept only for transport directly under official supervision for immediate slaughter to a slaughterhouse located in that zone or, if that zone has no slaughterhouse, to a slaughterhouse in the surveillance zone designated by the competent authority.

**Competitions:** (25/2001) Animals shall not be entered for competitions or take part in them if, on inspection, the animal's body is found to contain one or more of the substances specified in the prescribed regulations. Animal fights shall not be organised, and nor shall animals be entered for animal fights.

**Pet Shops:** (244/2013) Records of sales shall be maintained for every sale of cats, dogs, ferrets, equidae, poultry and all other animals.

**Sports and animal competitions:** (82/2001) The Minister may prescribe rules regarding zootechnical requirements in animal breeding and, without prejudice to the generality of the foregoing, may, in particular, prescribe rules regarding: [...] (d) zootechnical and genealogical conditions governing trade in equidae; (e) trade in equidae intended for competition and conditions for participation in such competitions; [...]

**Authorities:** (25/2001) The Minister and Animal Welfare Officers, every member of the Police Force and any local warden. (54/2014) Council for Animal Welfare

**Penalties:** (25/2001) A fine of not less than one hundred liri but not exceeding twenty thousand liri or to a term of imprisonment for a period not exceeding one year, or to both such fine and imprisonment.

**Pending legislation:** None at the time of writing.

## Netherlands

### Equine specific legislation:

- GGPN - Guide to Good Practises v 1.0, August 2011

### General animal welfare legislation:

- AWAN - The Animal Welfare Act, May 2011
- FFAN - The Flora and Fauna Act, 1998

### Classification:

- Sport animals when kept mainly for professional or amateur competitive activity.
- Leisure animals when kept mainly for non-competitive, non-commercial ridden or driven activity.
- Companion animals when kept mainly for non-competitive, non-commercial, non-ridden or driven activity.
- Breeding animals when kept mainly for commercial or non-commercial breeding.
- Working animals when kept mainly for non-competitive, commercial, official or subsistence activity.
- Semi-feral when traditionally have been domesticated into a wild or semi-wild state.
- Meat producing when kept for the human food chain or in the process of entering the human food chain.
- Milk producing when used to produce milk.

### Non-statutory guidelines or self-regulation schemes:

- SRRSN                      Riding schools
- SRHRGCRN                Horse Racing - General Contest Rules
- SRHRSCCRN               Horse Racing - Short Course Contest Rules

**Identification / Registration / Ownership:** (AWAN): All animals must be identified according to their species and European regulations. (SRRSN): Riding schools must have a file for horses and ponies including information on general care, health and feeding conditions.

**Breeding:** (AWAN): Breeding of animals is done according European regulation on each species. It is banned to use for breeding an animal with a particular condition, health or welfare that could affect other animals or endanger the safety of humans or other animals. (GGPN): Weaning is gradual from the age of 4 months.

**Keeping / Care and use of domestic equid:** (AWAN): Animals are protected from: thirst, hunger and malnutrition, physical and thermal discomfort, pain, injury and disease, fear and distress and restricting their natural behaviour. Animal cruelty with no reasonable purpose or in excess when there's a reasonable purpose is prohibited. Everyone shall give care to a needed animal, also to non-farmed animals. Animals cannot be overexposed to work. Animals shall be kept according to their species needs. (GGPN): Feeding of each horse must be according to the individual animal. Every horse must be fed with sufficient high-quality food, taking into account the purpose of use and the condition of the horse. All horses must have free access to clean drinking water, at least,

twice daily, access to roughage, unless the horse is grazing in a pasture with enough grass. Individual accommodation: ponies smaller than 1.56m must have an individual area of at least 2m<sup>2</sup>, horses larger than 1.56 meters must have an individual area of at least 10 m<sup>2</sup>. Heavily-pregnant mares and mares with a foal must have a place of at least 12 m<sup>2</sup>, except for these horses and ponies who are turned out for at least 8 hours daily. Stands where horses are kept permanently tethered will be banned from January 1st, 2017. Equidae in individual housing receive a daily minimum of 4 hours exercise outside the box, except for health reasons. Light quantity in stables must be at least 80 lux, 8 hours daily. Stables and meadows must be safe for horses. The use of barbed wire is prohibited. Outside horses must have a shelter. It is forbidden to remove damaged hair completely and shave ears. Keeping one horse in is undesirable unless it has daily contact with other equidae. Excessive whip use is prohibited, with its use is permitted to correct the horse, not to punish.

**Transport:** (AWAN) mode of transport and loading density, accompanying documents, sealing or marking animals, raising, feeding and disposing of animals, distances, checks, cleaning and prevention of diseases is done according the mandatory components of European measures on each species.

**Slaughter / End of life:** (AWAN): Killing of animals shall be done

according European regulations for each species. Killing with no stunning is permitted for Jewish and Muslim religious slaughter.

**Wild equidae:** (FFAN): Everyone shall take sufficient care of wildlife. It is forbidden to kill native protected species or take them away from the wild. (AWAN): Trading of animals is done according to the European regulations for each species. (GGPN): Horse Markets can only be kept according to the Royal Dutch Society for Veterinary Medicine protocol.

**Sports and animal competitions:** (AWAN): Competitions with animals shall be regulated according to European rules, depending on each species. (GGPN): Treatments must be noted in the equid's passport. Equidae born after 2004 with docked tails are not allowed in any event, unless this is the result of a necessary veterinary intervention. (SRHRGCRN): Horses up to 4 years old may participate (SRHRSCCRN): Stallions, pregnant mares, foals and yearlings cannot participate in competitions.

**Authorities:** Minister of Agriculture, Nature and Food Quality.

**Penalties:** Chapter 8 "Enforcement" provides enforcement methods and sanctions for animal welfare infringement and offenses.

**Pending legislation:** None at the time of writing.

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## Poland

### Equine specific legislation:

- RIEP - Regulation on the Detailed Requirements for the Importation and Movement of Equines Dz.U.2005.37.334

### General animal welfare legislation:

- ARAP - Animal Protection Act Dz.U.1997.111.724
- ASIRAP - Identification and Registration of Animals Act Dz.U 2004 Nr 91 poz. 872.
- RMCKLP - Regulation on Minimal Conditions for Keeping Livestock Dz.U.2010116.778
- RBMRFP - Regulation Concerning Biological Material Used in the Reproduction of Farm Animals Dz.U.2009.209.1610
- RVRCCP - Regulation Concerning Veterinary Requirements for the Conduct of the Copulation Dz.U.2004.156.1638

### Classification:

- Domestic animals: equines traditionally staying with man in his home or another appropriate room, kept by man as his companions.
- Farming animals: equines kept for breeding, reproduction and work.
- Animals used for special purposes: equines whose professional training and use is performed for the units of the Polish Armed Forces, the Police, the Border Guard, and other formations, subordinate to the Minister of Internal Affairs and Administration, custom control services and rescue services.
- Wild animals: non-domesticated equines living in condition independent of humans.

### Non-statutory guidelines or self-regulation schemes:

None found.

**Identification / Registration / Ownership:** (ARAP): It is forbidden to brand an equid by burning or freeze-marking. When an equid suffers from animal abuse, according to art. 7, it may be temporarily taken from the owner. (ASIRAP): Equidae shall be registered in a central database, must have a passport according to the European regulations, and must be identified by a microchip and registered before December 31st of the year of birth or within six months if born after June 30th. Article 12 defines the mandatory information for species depending if horses are purebred or breeding horses.

**Breeding:** (ARAP): It is forbidden to apply cruel methods to breeding and production. In chapter 3 dedicated to farm animals, the Act says the conditions of rearing and production of animals cannot lead to injuries and to bodily harm or other suffering. RBMRFP & RVRCCP regulate natural and artificial breeding for equines classified as livestock and breeders.

**Keeping / Care and use of the domestic equid:** (ARAP): In its first article (art.1.1) the Polish Animal Protection Act recognizes animals as living creatures capable of suffering, saying: "The animal is a living creature, capable of suffering, is not an object. The human being should respect, protect and provide care for it." Art. 1.2 of the same act states all matters not regulated in that act should be governed by the regulations applicable to objects. Article 5 of the Act states: "Every animal requires human treatment." Animal abuse is forbidden. Article 6.2 defines animal abuse. Equidae must be able to maintain a natural position in stables. In chapter 2 the Animal Protection Act describes how domestic animals shall be kept. Chapter 3 is dedicated to farm animals. Farm equines shall be provided with care and appropriate living standards. (RMCKLP): Livestock equines must be maintained in conditions not harmful for their health and which not produce injuries, damages or suffering. Freedom of movement, in particular the ability to lie down and get up shall be ensured. Visual contact to other animals shall be allowed. Rooms where equidae are kept must be adapted

to their species. Horses shall be watered at least three times a day and shall be fed at least two times a day. Feed will be according to age, weight and physiological condition. Immediate care will be provided to sick or injured animals. Equidae can be kept indoors or outdoors. Stallions and mares over 2 years old shall be kept separately. Art. 14 sets out the minimum available space allowance for the animals according to their height and depending if they are kept indoors or outdoors.

**Transport:** (ARAP): It is forbidden to transport animals in a way that produces unnecessary suffering and stress. Transport of animals will be made according to European regulations. Chapter 7 of the Act provides the implementation of European legislation regarding transport into Polish law. (RIEP): Transport of equines must be done as quickly as possible. Imported and exported equines shall need a health certificate according to EU regulations.

**Slaughter / End of Life:** (ARAP): The killing of horses (act says animals) is forbidden except when slaughtering farm animals or domestic animals to obtain meat and fur, when it's necessary to immediately put to sleep the horse, when it is a necessary action to eliminate a serious hygienic threat to people or animals, when it means removing an animal directly threatening people or other animals if there is no other possibility to remove the threat or when hunting, shooting or limiting the animal game population. Chapter 10 of the Act is dedicated to putting animals to sleep. The killing of animals shall be done in a humane manner, reliant on causing minimal physical and psychological suffering. Qualified personnel shall do slaughtering in slaughterhouses. Vertebrate animals shall be put to death only after being knocked unconscious. Semi-skilled butchers shall put ungulates slaughtered in household to death. It is forbidden to kill 10% pregnant animals

and animals within 48 hours of giving birth. It is also forbidden to kill animals in the presence of children.

**Wild Equidae:** (ARAP): Chapter 6 is dedicated to Wild animals. It starts saying "Animals living freely constituted the national value and should be provided with the conditions for the development and unconstrained living.

**Other:** (ARAP): It is forbidden to use sick, including injured or lame equidae for work purposes or force them to perform actions which may cause pain, to overburdening equidae that do not match their strength and condition or the state of roads. Article 14 describes the forbidden methods and condition to use animals for work.

**Sports and animal competitions:** (ARAP): It is forbidden to use sick, including injured or lame equines, for entertainment purposes or force them to perform actions which may cause pain. Chapter 5 of the Act is dedicated to animals used for sports amongst others like the ones used for entertainment, for example circuses, shows and films, so the dispositions will be applicable in all these equines. The conditions of training and performing cannot threaten equines life and health or cause suffering. Only animals born and bred in captivity, and only those to which it is possible to provide living conditions appropriate for their species, may be used for training, shows and entertainment. All these animals must be under the supervision of state veterinary service.

**Authorities:** Minister of Agriculture, Minister of Internal Affairs and Administration, Minister of Environmental Resources and Forestry, Society for Prevention of Cruelty to Animals in Poland.

**Penalties:** Chapter 11 of the Animal Protection Act "Penal disposition" provides enforcement methods and sanctions for animal welfare infringement and offense.

**Pending legislation:** None at the time of writing.

## Portugal

### Equine specific legislation:

- Government Decree n. 123/2013, of August, 28: Establishes the rules that constitute the equine identification system (EIS).
- Government Decree n. 81/2013, of June, 14: Establishes the Regional Agriculture and Fisheries Department (DRAP) as the licensing coordination entity of livestock activities and also establishes and approves the new exercise regime of livestock activity (NREAP)
- Government Decree n. 19/2011, of February, 07: Establishes the rules for financing Identification System and Collection of Dead Animals in the Exploration (SIRCA) amendment change in Government Decree n.º 38/2012, of February, 16.
- Government Decree n. 634/2009, of June, 09: Covers the Creation and Keeping of Equines.
- Government Decree n. 142/2006, of July, 27: Creates the National Information System and Animal Register (SNIRA) and creates the DGAV (General Directorate of Food and Veterinary) standards with amendment changes in Government Decree n.º 214/2008, of November, 10, Government Decree n.º 316/2009, of October, 29, Retification n.º 1-A/2009, of January, 9, Government Decree n.º 85/2012, of April, 5, Government Decree n.º 260/2012, of December, 12, Government Decree n.º 81/2013, of June, 14, and Government Decree n.º 123/2013, of August, 28.
- Government Decree n. 28/1996, of April, 02- Ensures

the animal protection in time of slaughter or killing with amendment change in Enabling Legislation (CE) n.º 1099/2009, of September, 24.

### General animal welfare legislation:

- Constitution of the Portuguese Republic- fundamental duty of the State to protect the fauna (Article 66)
- Law n.º 69/2014, of August 29 – Characterization of crimes against pets in the Penal Code.
- Government Decree n.º 59/2003, of April, 1, with amendment change in Government Decree n.º 104/2012, of May, 16 - Zoo animal protection.
- Government Decree n.º 255/2009, of September, 24- Protection of animals used in circuses.
- Government Decree n.º 265/2007, of July, 24- Animal welfare in transport.
- Government Decree n.º 276/2001, of October, 17, with amendment change in Government Decree n.º 315/2003, of December, 17- Pets protection.
- Law n.º 92/1995, of September 12, with amendment change in Law n.º 19/2002, of July, 31- Animal Welfare
- Government Decree n.º 64/2000, of April, 22- Protection of farm animals.
- Government Decree n.º 129/92, of July, 6- Protection of animals used in scientific experiments.

**Classification:**

Equidae are mostly defined as work or entertainment animals. There are several categories in Portuguese legislation. Equines are defined as a wild or domesticated soliped mammal, of all species within the genus *Equus* of the Equine family and respective intersections. Wild, semi-wild and horses used for consumption are included in this classification. Donkeys and Horses are defined as (*Equus caballus*), created for the purpose of preserving their genetic heritage or for recreational, cultural, educational and therapeutic works. Mule are defined as resulting from the crossing of equine and asinine species, created for zootechnical purposes, cultural reasons, tourism or for work.

**Non-statutory guidelines or self-regulation schemes:**

- DGAV (General Directorate of Food and Veterinary) has published the following guideline regarding regulations of equines identification, registration, transport, and emergency slaughter and collection of corpses of dead animals on farms.
- IDESPORTO (Sport and Youth Portugal Secretariat) has published the following guideline regarding the Animal Welfare in Provision of stables for horse riding.

- CAP (Confederation of Portugal Farmers) has published two following guidelines regarding the Animal Welfare, one regarding the time of killing and the other one related to transportation of horses.
- OMV (Order of Portugal Veterinarians) has published the following guideline establishing rules for equines transport and the emergency slaughter.

**Identification / Registration / Ownership:** Government Decree n.º 142/2006 and Government Decree n.º 123/2013.

**Keeping / Care and use of the domestic equid:** Government Decree n.º 634/2009.

**Transport:** Government Decree n.º 142/2006 and Government Decree n.º 28/1996.

**Slaughter / End of Life:** Government Decree n.º 28/1996.

**Other:** License and Regime of Livestock Activity: Government Decree n.º 81/2013. Management strategy n.º 92/65/CEE, establishes the general sanitary conditions for horse semen importations.

**Pending legislation:** Pending legislation on Horse Racing, Breeding and Wild Equidae.

**Romania****Equine specific legislation:**

- HAR - Horses Act 389/2005.
- EIOR - Order 114/2013. Official means of equine identification.
- EMOR - Order 37/2010, updated by O. 103/2010. Movement of equines on the territory of Romania.
- EIAOR - Order 52/2010. Eradication plan for the equine infectious anemia (EIA) on the territory of Romania.
- EMIOR - Order 30/2006. Veterinary health conditions for the movement of equines and their import from third countries.
- AFHOR - Order 135/2006. Veterinary health measures to control and combat African fever in horses.

**General animal welfare legislation:**

- APAR - Animal Protection Act 29/2008 (amends Act 205/2004).
- OAAPAR - Order 31/2008. Application of Animal Protection Act.
- OPFAR - Order 75/2005. Veterinary health rules for the protection of farm animals.
- RAECCAR - Act 60/2004. Ratification of the European Convention on the Protection of Companion Animals.
- OAWTR - Order 83/2006. Animal Welfare in Transport.
- \* OAWSR - Order 180/2006. Protection of Animals in Slaughter and killing.

**Classification:**

Equidae used for farm purposes are clearly categorised as livestock for equines, but there is no definition for those used for companionship, or in competitions, sports and cultural events.

**Non-statutory guidelines or self-regulation schemes:**

ANSVSA Veterinary health and food safety national authority: Guide for the protection and welfare of equines during transport (GEWT).

**Identification / Registration / Ownership:** (HAR) (EIOR) (EMOR) Owners of equines shall allow their identification through branding

and/or by the implantation of microchips or other methods accordance with the legislation in force. Equine movement on the territory of Romania shall be accompanied by a veterinary certificate of good health and a passport.

**Breeding:** (APAR) Breeders are required to comply with the anatomical, physiological and behavioural characteristics of the species in order to guarantee the health and well-being of the animals.

**Keeping / Care and use of the domestic equid:** (APAR) Animals shall be provided with proper shelter, enough food and water, enough space to move, care and veterinary attention, according with their characteristics. Brutal behaviour, abuse, mistreatment or subjecting them to unnecessary efforts (such as excessive workloads) is forbidden. Law prohibits killing them with intent or provoking physical and mental suffering by any means. Abandonment or expulsion of an animal whose existence depends on human care is also forbidden.

**Transport:** (APAR) (OAWTR) Ways of transport shall be appropriate considering the characteristics of the animal, in order to avoid injuries or physical exhaustion. (GEWT) Those responsible for the equines have a duty of care to understand these animals' characteristics and ethology, and be able to realize when they are ill. Journeys shall be planned to reduce their duration as much as possible, without delays and with regular check of animal welfare conditions and stops for water, food and rest. Means and instruments for handling and transport shall be designed, constructed, kept and used to give them enough space, avoid injuries and suffering and to guarantee their welfare and safety. Staff must have the required skills and training to handle the animals without violence or methods that cause panic and / or wounds.

**Slaughter / End of Life:** (APAR) The Health Authority may order the killing of a sick or hurt animal to relieve unnecessary physical or mental suffering. The slaughter of animals shall be carried out in compliance with legal provisions, avoiding any unnecessary suffering, except in cases when due to accidents or diseases they must be killed immediately. (OAWSR) Animals will be free of any

avoidable pain and suffering during slaughter: quick, individual and careful unloading; protection from external conditions and from other animals; immediate slaughter in cases of animal suffering; restricted use of electric shocks; proper facilities for those animals which cannot be immediately slaughtered. Mechanical methods that do not cause pain, suffering, injury or contusions shall be used.

**Wild Equidae:** (APAR) It is only permitted to own wild animals with administrative authorisation. Animals can be only captured by methods stipulated by the law. It is prohibited to use wild animals to obtain profit by restaurants, hotels and tourist attractions. It is also prohibited to possess photographic materials of wild animals that are not free in their natural habitat, with the exception of zoos.

**Other:** (APAR) Law also bans the use of animals in shows, exhibitions, advertising and for other related purposes when these cause them mental and physical suffering, injury or disease.

**Sports and animal competitions:** (APAR) It is prohibited to give them substances in order to stimulate their physical capacities

in competitions. Training shall not cause them psychological or physical trauma or detrimental to their health or welfare. (APDR) When training companion animals, it is forbidden to use electric shocks, sharp or blunt objects, tying the limbs, induction of fear, punishments and all other methods that lead animals to exhaustion and/or physical harm.

**Authorities:** Veterinary health and food safety national authority (ANSVSA). National Agency for the Improvement and Reproduction in Zootechnics (ANARZ), of the Minister of Agriculture and Rural Development (MADR). National Equestrian Authority (AHN).

**Penalties:** Sanctions for animal welfare irregularities and offences are set down in Chapter VII of the Animal Protection Act.

**Pending legislation:** None at the time of writing.

## Slovakia

### Equine specific legislation:

- Identification and registration of horses (Reg. 16/2012 MPSR)
- National Legislation on general animal welfare:
- Act. 45/2010 Health and Safety (Reg. 45 MPSVR) Safety and health in agricultural work
- 123/2008 Decree of the Ministry of Agriculture of the Slovak Republic, on details of the protection of pets and requirements quarantine stations and animal shelters
- 39/2007 Act of the National Council of the Slovak Republic No. 39/2007 on Veterinary Care
- 194/1998. Coll. Act no. 194 Coll. of 13 May 1998 on the breeding of farm animals
- 389/2005 Coll. Slovak Government Regulation on correct farming practice
- 152/1995 Act of the National Council of the Slovak Republic No. 152/1995 Coll. on Foodstuffs

### Classification:

Livestock.

### Non-statutory guidelines or self-regulation schemes:

The Slovak Association of horse-breeders published guidelines of proper breeding, relating to equine welfare.

**Identification / Registration / Ownership:** The Ministry shall issue a license for cultivation and breeding. An application for the issue of authorisation includes a) applicant's identification data; the opinion of the authorized breeding organisation; the opinions of recognised breeders' organisations. Identification of equidae is regulated by the Act of the Ministry of Agriculture, number 16/2012. The act established an equine identification document (passport). In case of death, killing, slaughter or after issuing a duplicate or emergency passport and then find the original passport, the last holder immediately must return the passport to the authority who issued it. The holder must be in the central register, of the Animal breeding, in the form that the law establish. The registration, will contain the specific characteristic of the animal. Individual register of equine includes the following information a) holding: 1. The name and place of residence of the

natural person, the name and place of business of the natural person( the holder) 2. The registration number of the holding, 3. The address of the holding; b) the equine animal: 1. Environmental number and transponder 2. species, 3. Name, 4. Sex, 5. breed, 6. the name or trade name and permanent residence of the owner or equine animals, 7. The date of transfer to the holding and the date of transfer from a holding 8. The registration number of the holding, slaughterhouse, processing works from or where you were equines moved, and the country code, in the case of equine animals imported or exported. Branding is not banned and analgesia is not required for hot branding.

**Breeding:** Is regulated by, Act no. 194 Coll. of 13 May 1998 on the breeding of farm animals. Livestock under this Act means cattle, horses, pigs, sheep, goats, rabbits, fur-bearing animals, poultry, ostriches and economically important species of freshwater fish and honeybees. This Act regulates: a) the rights and obligations of natural and legal persons engaged in breeding or breeding livestock whose purpose is to refine or improve the profitability and competitiveness of livestock; and: b) State Breeding supervision.

This regulation includes in particular a) the role of state authorities, b) the development and implementation of security systems, signs, livestock identification and registration of livestock, c) improvement and implementation of key actions yield of control animals including the systematic identification and evaluation of data (the "Registry") required to evaluate the performance of livestock d) the improvement and implementation of the progeny performance including inspection and testing systems used to estimate the breeding value of animal health and livestock, e) determination breeding program, which includes a program of breeding and breeding of certain species or breeds of purebred livestock breeding objectives with the objectives, methods and procedures for its implementation, f) protection of genetic resources at risk populations and creating genetic reserves livestock, which for the purposes of this Act: male and female farm animals, gametes, zygotes and embryos of endangered breeds, types and lines that need to be kept at their possible future use in breeding or research objectives, g) verifying the authenticity of origin of animal breeding objective bio-genetic methods, h) security and management central register of breeding data, which for the purposes of this Act in the prescribed manner obtained and recorded data which

identify the breeder, breeding, breed, group herd book, livestock and his group, origin, performance and breeding value, and preservation of, i) Herd books, j) Herd registers, k) issuing certificates of origin breeding animals, on which are marked the origin and usefulness of breeding animals, embryos or eggs for hatching and drawn on the basis of the herd book or register of breeding and Inspection Results performance.

**Keeping / Care and use of the domestic equid:** Owners or keepers of livestock, or holders are obliged to request Breeding inspection (§ 26) or authorized breeding organization keeping a central register of breeding data, or veterinary authority to provide information concerning the origin, identification and destination of animals.

Act. 45/2010 contains standards regarding health and safety of humans during care of Horses in the stables. This law establish safety procedures, in order to prevent accidents and damages horses can produce to humans in the Keeping / Care and use of the domestic equine, like for example, that horses can only be cleaned by professionals, equipped with emergency devices. They must be separately in stables, or in individual boxes. Establish also, the need to mark spaces where horses are with warning signs.

**Authorities:** Minister of Agriculture of the Slovak Republic; The State Veterinary and Food Administration of the Slovak Republic

**Pending legislation:** None at the time of writing.

## Slovenia

### Equine specific legislation:

- ZIS - Act on regulation of gambling
- ZZiv - Livestock Act
- ZKL - Lipica Stud Farm Act
- ZVMS - Veterinary Compliance Criteria Act

### General animal welfare legislation:

ZZZ - Animal Protection Act

### Classification:

Horses in Slovenian legislation are considered as livestock and as companion animals. They are divided into following sub categories: Sports, Leisure, Breeding, Working, and meat producing.

### Non-statutory guidelines or self-regulation schemes:

The Agricultural Institute of Slovenia: Recommendations of good agricultural practice.

**Equestrian Federation of Slovenia:** Treatment of horses in competitions under the auspices of the Equestrian Federation of Slovenia.

**Identification / Registration:** (ZZiv) Identification of equidae has to be done by a breeding organisation, which is supervising the central register of equidae. The central register of Equines is led by Veterinary faculty in Ljubljana. Identification documents for Lipizzaner horses are exclusively issued by Stud Farm Lipica, for all other breeds, Veterinary Faculty of Ljubljana is responsible. All equidae born after January 1 2009 have to have micro-chip and identification document.

**Breeding:** Person responsible for animals have to provide shelter, food, water and care adequate to the species, breed, age, stage of development, adaptation and domestication appropriate to its physiological and ethological needs in accordance with established experience and scientific knowledge in order to prevent unnecessary suffering. (ZZiv) orders a mandatory breeding program for all farm animal sectors, which is delegated and confirmed by Minister for Agriculture. (ZZZ) Person responsible for animals must prevent errors in breeding, causing behavioural disturbances. If those standards are not met and they are committed intentionally and as a result arises causes this is considered a cruelty to animals.

**Keeping/ Care and use of the domestic equid:** (ZZZ) No person may, without good reason to cause the animal suffering, illness or death. Animals have to have provided freedom of movement, appropriate to animal regardless of its type, breed, age, stage of development, adaptation and domestication, which prevents unnecessary

suffering; light, heat, humidity, air circulation, ventilation, balanced gas concentration, hygiene and intensity of the ambient noise that is correspondent to the animal type and degree of development, adaptation and domestication, physiological and ethological needs and prescribed hygienic conditions. Animals have to be separated between incompatible and compatible ones. Sick, injured and disabled animals should be immediately supplied properly.

**Transport:** (ZZZ) For the transport not covered by Regulation No 1/2005 / EC it is considered inappropriate to transport animals that do not have the right fitness for transport or transport of animals inside uncovered vehicles, animals that are not protected from the weather inconveniences and other climatic differences, transport, which causes animals unnecessary suffering due to insufficient surface area, height, lack of food and water, If the animals could suffer any kind of injury or loss of animals from the means of transport. For the control of animal transport, special mobile unit of the official veterinarians is on the road.

**End of life:** Slaughter is carried out in accordance with Council Regulation (EC) No 1099/2009. Animals must be stunned before slaughtering, except in the case of the slaughter of poultry, rabbits and hares outside the slaughterhouse for private domestic consumption.

**Sports/ Competitions:** In the document: of the Equestrian Federation of Slovenia we can find the principles for the treatment of equines, which are subject to the FEI rules. Also it states that the main FEI rules governing the treatment in the horse's area and their welfare are: General Regulations (GR), Veterinary Regulations (VR) and the anti-doping rules (EADCMR). In Slovenia, due to the specific situation, an authorized veterinarian must be in the competitions for a good equine treatment.

**Authorities:** The Ministry for Agriculture is executive authority in Slovenia. Veterinary Administration of Slovenia and Veterinary Faculty of Slovenia are sharing duties and tasks on the field related to all veterinary questions.

**Penalties:** (ZZZ) The article 4 states that Cruelty to animals is any act or omission, committed with intent to cause serious harm to animals or long-lasting or recurrent suffering or injury to its health or the unnecessary or inappropriate killing of animals.

**Pending legislation:** None at the time of writing.

## Spain

### Equine specific legislation:

- OGERP Orden APA 1018/2003, de 23 de abril, por la que se establecen los requisitos básicos para los esquemas de selección y los controles de rendimientos para la evaluación genética de los équidos de raza pura.
  - RDIRAEE Real Decreto 1515/2009, de 2 de octubre, por el que se establece un sistema de identificación y registro de los animales de la especie equina.
  - RDOEE Real Decreto 804/2011, de 10 de junio, por el que se regula la ordenación zootécnica, sanitaria y de bienestar animal de las explotaciones equinas y se establece el plan sanitario equino.
  - RDTME Real Decreto 577/2014, de 4 de julio, por el que se regula la tarjeta de movimiento equina.
  - OA Orden de 21 de marzo de 2006, por la que se regula la ordenación zootécnica y sanitaria de las explotaciones equinas y su inscripción en el Registro de Explotaciones Ganaderas de Andalucía.
  - OC Orden DES/1/2010, de 14 de enero, por la que se establece el Documento de Identificación Equina como modelo de documento para el traslado de animales de la especie equina con fines deportivos, turísticos, recreativos o culturales, dentro de la Comunidad Autónoma de Cantabria.
  - OCLM Orden de 28/04/2010, de la Consejería de Agricultura y Desarrollo Rural, por la que se establece un sistema de identificación y registro de los animales de la especie equina en Castilla-La Mancha.
  - DCV Decreto 119/2010, de 27 de agosto, del Consell, sobre ordenación de las explotaciones equinas no comerciales de pequeña capacidad de la Comunidad Valenciana.
  - DE Decreto 2/2014, de 28 de enero, por el que se regula el movimiento equino, la desinfección de los vehículos de transporte y el libro de explotación equina en la Comunidad Autónoma de Extremadura.
- DG Decreto 142/2012, de 14 de junio, por el que se establecen las normas de identificación y ordenación zoonosanitaria de los animales equinos en Galicia.

### General animal welfare legislation:

- LOCP - Ley Orgánica 10/1995, de 23 de noviembre, del Código Penal (arts. 337, 631.2 and 632.2)
- LCAETES - Ley 32/2007, de 7 de noviembre, para el cuidado de los animales, en su explotación, transporte, experimentación y sacrificio.
- ACL - 17 different Animal Welfare Autonomous Communities Legislation (one in each Autonomous Community)
- RDPAEA - Real Decreto 348/2000, de 10 de marzo, por el que se incorpora al ordenamiento jurídico la Directiva 98/58/CE, relativa a la protección de los animales en las explotaciones ganaderas.
- LSA - LEY 8/2003, de 24 de abril, de sanidad animal.

### Classification:

- Domestic animals when used for leisure, working and for the production of food and other products or for other economic purposes.
- Competition horses: when intended for competitions and races.

Semi-feral: equidae which would have traditionally been domesticated, living in a wild or semi-wild state.

### Non-statutory guidelines or self-regulation schemes:

(OGERP) The basic requirements of selection schemes and performance testing for genetic evaluation of purebred horses are regulated. These schemes are developed and implemented by breeding organisations officially recognised for the various breeds and approved by the Ministry of Agriculture, Food and Environment. The objective pursued is to determine the genetic value of horses in order that, through the best genotypes for given skills, can be designed links between players to optimize the maximum genetic progress and improve competitiveness horse breeds in the international market. For genetic aspects too, there are self-regulations concerning the Purebred Spanish Horses, requests from the National Breeders Association for Purebred Spanish Horses (ANNCE): the specific Purebred Spanish Horse Stud Book Rules and Regulations, the Purebred Spanish Horse Breeding Program and Procedures Manual for PRE Stud Book Services. The Purebred Spanish Horse Stud Book is the only PRE Stud Book that is officially recognized by the Government of Spain and its Ministry of Agriculture (MAGRAMA) to register PRE horses worldwide.

For equestrian sport, there are the disciplinary regulations by the Real Federación Hípica Española (RFHE).

**Identification / Registration / Ownership:** (RDIRAEE) Equidae must be registered and identified in accordance with the Commission Regulation (EC) No 504/2008, of 6 June 2008 implementing Council Directives 90/426/EEC and 90/427/EEC as regards methods for the identification of equidae. For the purpose of RDIRAEE regulation, the system for the identification of equidae shall be comprised of the following elements: an equidae identification document (DIE) or equidae passport; a transponder, that means a read-only passive radio frequency identification device, to ensure an unequivocal link between the identification document and the equine animal; and a data base recording the identification details relating to the animal identified. However, an electronic mark for the breeding-equines may be used.

**Breeding:** (RDOEET) The equine farm is any facility in which they have bred, or are breeding horses. They are included in the categories set out in Annex I. Equine farms must meet various minimum health and hygiene conditions of location, construction and installation. The owner of the equine farm must enable the realization of expected health checks, and the actions arising from the implementation of the planned basic sanitary hygiene program.

**Keeping / Care and use of the domestic equid:** (LCAETES) This Act provides, in compliance with the EU mandate, a set of principles on the care of animals and the picture of violations and penalties which gives legal effect to the obligations under the applicable regulations. The basic penalty system is applied in all the Autonomous Communities. The government shall take the necessary measures to ensure that, on farms, animals are not caused any unnecessary pain, suffering or unnecessary damage.

(RDOEE) The horses must be protected from weather and predators. The materials used for the construction of horse farms must not be harmful to animals and should be able to be cleaned and disinfected. Inside, air circulation, dust levels, temperature, humidity and gas concentrations must be kept within limits which are not harmful. Restricting the freedom of movement of animals which causes unnecessary suffering or injury is prohibited. Animals

must be fed a healthy diet that is appropriate to their age and in sufficient quantity, and must have access to sufficient water.

**Transport:** (LCAETES) The government shall take the necessary measures to ensure that animals are fit to travel, so that the transport takes place without causing injury or unnecessary suffering, to reduce to a minimum the duration of the trip and that the needs of the animal are met during transportation.

(RDTME) LSA states that the movements of animals must be accompanied by an official health certificate except that it can be replaced by another system having the same guarantees and provided the characteristics of the animal species in question so warrant. And Real Decreto 728/2007, de 13 de junio, which establishes and regulates the General Register of cattle movements and the General Register of individual identification of animals, stipulates that both the movement or transfer document must protect all livestock movements and the manner and time in which to communicate the data from these movements. However, RDTME creates and regulates card equine movement (TME), which supersedes the need for the animal to be accompanied by a health certificate or document movement or transfer.

**Slaughter / End of Life:** (LCAETES) The rules for construction, facilities and equipment of slaughterhouses, and their operation, to avoid excitement, pain or unnecessary suffering animals.

**Authorities:** Ministry of Agriculture, Food and Environment and the Departments of Agriculture, livestock and the environment of each of the 17 regions.

**Penalties:** the crime and misdemeanours of animal abuse and neglect are set down in articles arts. 337, 631.2 and 632.2 of de Penal Code. LCAETES sets the common system of offenses and penalties to ensure compliance with the basic rules on exploitation, transportation, testing and slaughter for animal care. And sanctions for violation animal welfare are set down in the Animal Welfare Autonomous Communities Laws.

**Pending legislation:** Draft Law amending the Organic Law 10/1995, of 23 November, of the Penal Code, presented on 24/09/2013 and slope of the term extension amendments until 09/23/2014 (121/000065), strengthens animal protection by defining which are the subjects of protection that improve safety in the application of the rule, and reviews punishable offenses and penalties applicable thereto (arts. 337 and 337 bis).

## Sweden

### Equine specific legislation:

AWAHES - National Legislation on Equine Keeping (DFS 2007:6).

### General animal welfare legislation:

- AWAS - Animal Welfare Act (SFS 1988:534).
- APOS - Animal Protection Ordinance (SFS 1988:539).
- NRTRA1 - Animal Welfare Authority regulation (DFS 2005:1) doping mm of animals during training or competition.
- NRTRA2 - National Legislation on training and racing with animals (SJVFS 2010:45)(training and racing with equines and doping).
- NRTLA - National Legislation on transport of live animals (SJVFS 2010:2). National regulation on prior approval of livestock buildings (SJVFS 2012:12).
- NRBA - National regulation on animal welfare in breeding of animals (DFS 2004:22).
- NLOSKA - National Regulations and guidelines for the slaughter and killing of other animals (SJVFS 2012:27). Animal Welfare Authority regulation (DFS 2004:19) about keeping animals in zoos, etc. (equines in public exhibition). Animal Welfare Authority regulation (DFS 2007:3) on circus animals (equines kept in circuses). Animal Welfare Authority regulation (DFS 2004:15) on the breeding, keeping, supply and use etc. of laboratory animals (equines kept as laboratory animals).

### Classification:

Not available.

### Non-statutory guidelines or self-regulation schemes:

Swedish Trotting Association (ST):

- Policy of good equine management (PGHM).
- Rules for Racing.
- Rules for Equipment in Trotting Races.
- License requirements for Trotting.

Swedish Equestrian Federation has published a definition of good

equine management.

Board of Agriculture in Sweden (BOAS) has published a brochure which contains a summary of the Animal Welfare Legislation.

**Identification / Registration / Ownership:** Equine passport: required for all equidae regardless of age or breed and valid throughout animal's life. If the equid is born June 30 or earlier a passport must be applied for no later than 31 December of the same year. If the equid is born on 1 July or later, it needs a passport no later than the age of six months. Applications must be submitted to the Swedish Equine Breeding Association. County Board is the responsible for the control of equine passports. All equidae must be marked with a chip. Racing equidae may be marked with freeze branding. Only veterinarians or persons who have received special training have the right to mark equidae. All equidae from 1 July 2009 must be marked with a microchip and also have a Universal Equine Life Number Time (UELN) when they are registered. Import from Third Countries: contact breeding organisations within 30 days of applying. Export: Equine passport plus health certificate (not older than 48 hours) from an official veterinarian. The organisation that issued the passport shall be informed so they can insert the killing of the equine in their database.

**Breeding:** (NRBA) states some rules for breeding and shows which malformations and single isolated defects should be considered for equidae. (BOAS) Breeding that could cause suffering for equidae is prohibited. An equid must not be used for breeding if it is at high risk of suffering. (APOS) The person who keeps, breeds, supplies or sells equidae or receives equidae for boarding or feeding or uses equidae in a riding school business must have permission.

**Keeping / Care and use of the domestic equid:** (AWAS) Animals shall be treated well and shall be protected from unnecessary suffering and disease. (AWAHES) Covers the rules for keeping an equid. (AWAHES) Daily access to sufficient and appropriate food. If there is no free access to drinking water the keeper should give water for drinking to equidae at least twice daily and distributed over the day. (AWAS) Enclosures/shelters: sufficient and clean. Equidae must be clean and hooves should be inspected regularly and trimmed. Bedding materials must appropriate and hygienic.

Stall spaces must be thoroughly cleaned at least once a year. (AWAS) Environments must promote health and permit natural behaviour. Animals must not be overworked nor beaten with implements which hurt or injure them. (AWAHES) Equidae must be checked at least once daily. Newborns, sick or injured equidae and equidae that behave abnormally should be checked more often. The same applies for pregnant mares, especially at the time around foaling. An equid should not be tied in a stall for more than a total of 16 hours per day. When equidae are kept at pasture, their movement should not be restricted. Minimum and measurements listed in this regulation. Mares with foals may be held together until their foal is six months old. (AWAHES) Equidae should have the opportunity daily to go out to pasture or exercise in a paddock more than 16 hours per day. If it is during cold season there must be a field shelter. Foals should be weaned in a way that takes account of their mental and physical health. Stabled equidae should see and hear other equidae and have physical contact with each other. (BOAS) Equipment or devices giving electric shocks are not allowed. (AWAHES) Mechanical noise in stables must not exceed 65 DbA.

**Transport:** (AWAS) Means of transport must be suitable for the purpose and provide good standards of welfare. (BOAS)(NRTLA) These rules apply when owners are transporting an equid in their own vehicle for journeys under 50 km. An equine which is sick or injured shall not be transported unless you are going/comes from to the vet. Loading ramps must be non-slip and prevent falls. An equid may be transported up to 8 hours and checked at least every two hours. Over 8 hours transport only if the vehicle meets the specific requirements for it. Maximum transport for registered equidae in Sweden is 14 + 14 hours, with at least one hour of rest with food and water. Pregnant mare may not be transported later than 35 days before the expected foaling and earlier than seven days after foaling. Motor vehicles and trailers must be marked to show that equidae are being transported. Registered transporters should have transport documents with the equid's origin and ownership; destination, date and time of journey start, destination and expected travel time. Equidae being transported out of Sweden for slaughter must be accompanied a journey log. Animals may be occasionally transported in more than eleven hours if this is required to reach the nearest slaughterhouse.

**Slaughter / End of Life:** (NLOSKA) Mechanical killing (bolt pistol, rifle or shotgun and then exsanguination in a slaughterhouse). This method is done by a veterinarian or other competent person. If the owner chooses the first option must show the equine passport to show that this does not have any drugs or these are expired. Carcase disposal: energy recovery, cremation, burial. (AWAS)(APOS) Animals shall be spared unnecessary discomfort and suffering when they are taken to slaughter and when they are slaughtered. Domestic animals shall be stunned before being bled prior to slaughter. Ill or injured equidae must be slaughtered immediately. Slaughterhouse staff must have certificates of competence. There is a total ban on slaughter without prior stunning.

**Wild Equid:** If you must kill a single feral that cannot be captured without causing animal suffering, you could kill the equid with a firearm. This is called distance killing.

**Sports/ Competitions:** (AWAS) (NRTRA2) (NRTRA1) Equidae must not be trained for or used in sporting events in such a way as to subject them to suffering. An animal which is trained for or takes part in a sporting event in a sports arena or at a race-track must not be subjected to doping or other improper practices liable to affect the animal's performance or temperament. (APOS) A veterinarian shall be present at public sporting events involving animals. Before the event the veterinarian shall inspect the competition arena or racetrack and the animals taking part. (ST)(PGHM) Training methods that cause fear and undue influence on the equid's normal behaviour should not be used. Steeplechase should be limited to those equidae that have proven jumping qualities. Equid owners should do everything to ensure that their equidae are treated with sympathy and humanity after their racing career.

**Authorities:** Swedish Board of Agriculture and the county administrative boards are competent authorities to rule and exercise official controls.

**Penalties:** A fine or imprisonment not exceeding two years (chapter 16, section 13, of the Penal Code). The county administrative boards may decide on the disposal of animals and prohibitions on keeping and caring for equidae.

**Pending legislation:** None at the time of writing.

## United Kingdom

### Equine specific legislation:

All UK

- DNHA - Docking and Nicking of Horses Act 1949

Devolved legislation (NB: Animal health and welfare are generally considered to be devolved issues in the UK, meaning that each of the Devolved Administrations (DAs) are free to set their own requirements. However, in general the DAs liaise to ensure that their requirements are compatible, and as a result there are relatively few variations in the legal requirements across the UK).

#### England

- EVAO - No. 1755, The Equine Viral Arteritis Order 1995
- AHSR - No. 2629, The African Horse Sickness Regulations 2012
- HPR - No. 1611, The Horse Passports Regulations 2009
- HZSR - No. 1757, The Horses (Zootechnical Standards) (England) Regulations 2006
- EIAO - No. 2740, The Equine Infectious Anaemia (Compensation) (England) Order 2006

- WATO - Welfare of Animals (Transport) (England) Order 2006
- The Control of Horses Act 2015

#### Northern Ireland

- AHSR - No. 244, The African Horse Sickness Regulations (Northern Ireland) 2013
- HPR - No. 40, The Horse Passports Regulations (Northern Ireland) 2010
- HZSR - No. 251, The Horses (Zootechnical Standards) Regulations (Northern Ireland) 2009
- EVAO - No. 274, Equine Viral Arteritis Order (Northern Ireland) 1996
- WATR - Welfare of Animals (Transport) Regulations (Northern Ireland) 2006

#### Scotland

- EVAO - No. 1755, The Equine Viral Arteritis Order 1995
- AHSR - No. 178, The African Horse Sickness (Scotland) Order 2012
- HIR - No. 231, The Horse Identification (Scotland) Regulations 2009

- HZSR - No. 99, The Horses (Zootechnical Standards) (Scotland) Regulations 2008
- HPR - No. 223, The Horse Passports (Scotland) Regulations 2005 Wales
- EVAO - No. 1755, The Equine Viral Arteritis Order 1995
- CHA - Control of Horses (Wales) Act 2014
- AHSR - No. 1662 (W. 158), The African Horse Sickness (Wales) Regulations 2013
- HZSR - No. 2607 (W.220), The Horses (Zootechnical Standards) (Wales) Regulations 2006
- HPR - No. 231 (W.21), The Horse Passports (Wales) Regulations 2005
- EIR - No. 2470 (W.199), The Equine Identification (Wales) Regulations 2009
- WATO - No. 1047 (W.105), The Welfare of Animals in Transport (Wales) Order 2007

#### **General animal welfare legislation:**

##### **England & Wales**

- AWA - Animal Welfare Act 2006
- AHA - Animal Health Act 2002

##### **Northern Ireland**

- The Welfare of Animals Act 2011

##### **Scotland**

- The Animal Health and Welfare (Scotland) Act 2006

#### **Classification:**

UK legislation does not classify equidae as either livestock or companion animals - their classification is dependent on the purpose for which the animal is kept and does not affect the legal provisions related to their welfare, other than the statutory responsibility for enforcement.

#### **Non-statutory guidelines or self-regulation schemes:**

- **England** – CPW - The Code of Practice for the Welfare of Horses, Ponies Donkeys, and their Hybrids.
- **Northern Ireland** – CPW - The Code of Practice for the Welfare of Horses, Ponies, Donkeys and their Hybrids.
- **Scotland** – Code of Practice for the Welfare of Equidae.
- **Wales** – CPW - The Code of Practice for the Welfare of Equines.

**Identification / Registration / Ownership:** All animals born after 1st July 2009 have to be microchipped. There is currently no central equine database in operations. In addition all tethered animals should be marked in such a way as to be permanently

identifiable, and from this identification the keeper or owner should be able to be readily contacted (AWA).

**Breeding:** (CPW) The Codes of Practice list considerations to be taken into account before choosing to breed equidae, such as the age, conformation and temperament of the mare. In addition, they make clear that mares have special requirements during pregnancy, foaling and the post-foaling period. Owners are encouraged to consider the costs and time commitment associated with breeding, and whether they can ensure a good future for the foal.

**Keeping / Care and use of the domestic equid:** (AWA) An animal's needs shall be taken to include its need for a suitable environment; its need for a suitable diet; its need to be able to exhibit normal behaviour patterns; any need it has to be housed with, or apart from, other animals, and its need to be protected from pain, suffering, injury or disease.

**Transport:** (WATO / WATR) It is essential that the vehicle used for transporting equidae for any length of journey is safe, is in good working order, has a suitable floor, and provides suitable support and space for the equidae being transported. Equidae should not be transported unless they are in a good state of health (unless of course they are travelling for veterinary treatment), and should receive food and water at regular intervals while travelling. The transport of foals should be considered carefully to safeguard the welfare of both foal and dam.

**Slaughter / End of Life:** Where, in the opinion of a vet, an equid is significantly suffering, has not responded to treatment for a serious injury or condition involving significant pain, has a disease or injury from which there is no prospect of recovery and for which no treatment is available, or where an equid is in such a condition that it would be inhumane to keep it alive, the animal should be humanely destroyed without delay by a vet or a suitably qualified, experienced and equipped person, such as a knackerman. Owners are encouraged to consider this issue well before the time comes to make a decision to prevent the animal suffering unnecessary pain and distress.

**Authorities in this country:** Defra and the Devolved Administrations; the police; Local Authorities; The Animal and Plant Health Agency, Vehicle and Operating Standards Agency; The Food Standards Agency, Procurators Fiscal (Scotland only). Private prosecutions may also be undertaken by the RSPCA (England and Wales) or the SSPCA (Scotland).

**Pending legislation:** Draft Statutory Rules of Northern Ireland 2012 and The Welfare of Animals (Permitted Procedures by Lay Persons) Regulations 2012.

## Annex 9 - Report methodology

This report has been drafted by World Horse Welfare and Eurogroup for Animals, with the assistance of members of the Eurogroup Equine Working Group.

The report is based around three main sources of information:

- A survey of stakeholders;
- An online survey for animal welfare NGOs;
- Review of existing evidence and literature.

The survey of stakeholders was sent to 140 stakeholders, identified in collaboration with the Eurogroup Equine Working Group. A full list of organisations consulted may be found below.

Responses were received from 33 stakeholders, and incorporated into the report. A number of other stakeholders sent information for use in the report, in the form of prepared information (such as annual reports).

In addition to this survey, a special questionnaire was prepared for animal welfare NGOs, which was sent to all Eurogroup for Animals affiliated organisations.

Legislation review: carried out by the University of Barcelona.

### Organisations consulted (survey)

Permanent Representation of Austria  
Permanent Representation of Belgium  
Permanent Representation of Bulgaria  
Permanent Representation of Croatia  
Permanent Representation of Cyprus  
Permanent Representation of Czech Republic  
Permanent Representation of Denmark  
Permanent Representation of Estonia  
Permanent Representation of Finland  
Permanent Representation of France  
Permanent Representation of Germany  
Permanent Representation of Greece  
Permanent Representation of Hungary  
Permanent Representation of Ireland  
Permanent Representation of Italy  
Permanent Representation of Latvia  
Permanent Representation of Lithuania  
Permanent Representation of Luxembourg  
Permanent Representation of Malta  
Permanent Representation of Netherlands  
Permanent Representation of Poland  
Permanent Representation of Portugal  
Permanent Representation of Romania  
Permanent Representation of Slovakia  
Permanent Representation of Slovenia  
Permanent Representation of Spain  
Permanent Representation of Sweden  
Permanent Representation of United Kingdom

Autoritatea Națională Sanitară Veterinară și pentru Siguranța Alimentelor (Romania)

Food and Veterinary Office

Italian Ministry of Health

DGSanco

Animal Health & Veterinary Laboratory Agency (UK)

Slovenian Veterinary Inspectorate

Food and Agriculture Organisation of the United Nations

Dutch Ministry of Economic affairs

Jordbruksverket (SE)

Foreningen nyt Hesteliv

AAAA (Portugal)

Irish Horse Welfare Trust

National League for the Protection of Animals - Luxembourg

SPCA Malta

International Animal Rescue Malta

Ecvin Protect

Redwings

British Horse Society

Blue Cross

HorseWorld

Horse Trust

Humane Slaughter Association

EPONA Trust

Equine Rescue France

Animal Life

Save the Dogs (and other animals)

Eyes on Animals

Greek Animal Welfare Fund

Anglo-Italian Society for the Protection of Animals

Animals Angels

Osterreichischer Tierschutzbund

Bulgarian Society for Animal Protection and Preservation

AFA-Bulgaria

IWNS (Bulgaria)

Friends of the Cyprus Donkeys

Paphiakos and CCP Animal Welfare

NOAH (Slovenia)

SEPE (Spain)

CACMA (Spain)

Fundacja SOS dla Zwierząt (Foundation S.O.S. for Animals)

Feherkereszt Allatvedo Liga

Animal Health Trust

British Horse Society Scotland

Federation of European Equine Veterinary Associations

Royal Veterinary College

Ireland,

OIE – World Organisation for Animal Health

European State Studs Association (ESSA)  
European Federation Thoroughbred Breeders  
European Pari Mutuel Association  
International Federation of Icelandic Horse Authorities  
Swedish Horse Council Federation  
Hippolia (Normandie) - representing the network of European equestrian regions  
European Trotting Union  
World Federation for Sport Horses Breeders  
European Draught Horse Federation  
European Equestrian Federation  
TESWG - FERPI Toscana  
BCP-CBC Belgische Confederatie van het Paard VZW - Confederation Belge du Cheval ASBL  
Fédération Equestre Internationale  
UECBV – European Livestock and Meat Trading Union  
Copa-Cogeca  
German Equestrian Federation  
British Equestrian Federation  
Austrian Chamber of Veterinarians  
Thoroughbreds Breeders Association  
International Federation of Horseracing Authorities  
Georg-August Universität  
Duchy College  
Aarhus University  
Polish Academy of Science  
University of Agricultural Sciences  
Hungarian Equestrian Federation  
Real Federacion Hipica Española  
Equestrian Federation of Slovenia  
Horse Sport Ireland  
Federation Royal Belge Des Sports Equestres  
Federacao Equestre Portuguesa  
Federation Equestre Roumaine  
Hellenic Equestrian Federation  
Federation Francaise d'Equitation  
Equestrian Federation of Belarus  
Federazione Italiana Sport Equestri  
Czech Equestrian Federation  
Federation Equestre Polonaise  
Bulgarian Equestrian Federation  
Bundesfachverband Fuer Reiten und Fahren in Osterreich  
Lithuanian Equestrian Federation  
Royal Dutch Equestrian Federation

## Notes

## Notes





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