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FINAL REPORT OF A MISSION  
CARRIED OUT IN  
DENMARK  
FROM 16 TO 27 APRIL 2007  
IN ORDER TO EVALUATE THE IMPLEMENTATION  
OF EU ANIMAL HEALTH REQUIREMENTS  
FOR INTRA-COMMUNITY TRADE IN LIVE ANIMALS

*Please note that factual errors in the draft report have been corrected.  
Clarifications provided by the Danish Competent Authority are given as  
"Endnotes", in bold, italic type, at the end of the report.*



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**ABBREVIATIONS & SPECIAL TERMS USED IN THE REPORT**

AC	Assembly Center
AW	Animal Welfare
CA	Competent Authority
CCA	Central Competent Authority
CDB	Central database
DVFA	Danish Veterinary and Food Administration
EU	European Union
FVO	Food and Veterinary Office
ICT	Intra-Community trade of live animals of the bovine, ovine, caprine, equine and porcine species
MFCS	Ministry of Family and Consumer Affairs
MS	Member State
OV	Official Veterinarian
RVFCA	Regional Veterinary and Food Control Authorities
TRACES	TRAdE Control and Expert System

## 1. INTRODUCTION

The mission took place in Denmark from 16 to 27 April 2007. The mission team comprised two FVO inspectors. The mission was undertaken as part of the Food and Veterinary Office's (FVO's) planned mission programme and forms part of a series of missions. The mission team was accompanied throughout the mission by the Central Competent Authority (CCA). In each region visited the inspection team was accompanied by representatives of the regional and local services.

An opening meeting was held on 17 April 2007 with the CCA. At the meeting, the objective of, and itinerary for, the mission was confirmed by the inspection team and the CCA was requested to complete the pre-mission questionnaire.

## 2. OBJECTIVES OF THE MISSION

The objective of the mission was to evaluate the measures and control systems put in place to give effect to EU requirements concerning intra-Community trade (ICT) in live animals of the bovine, porcine, ovine, caprine and equine species in the framework of Council Directives 64/432/EEC, 91/68/EEC, 90/426/EEC and 90/425/EEC.

In pursuit of this objective, the following sites were visited:

VISITS		COMMENTS
<b>COMPETENT AUTHORITIES</b>		
CENTRAL	2	Opening and Final meeting
LOCAL	5	All 3 Regions in Denmark visited
<b>ANIMAL DATABASES</b>	2	CDB integrates all branches but equines into one system; one private AC database
<b>LIVE ANIMALS CONTROL SITES</b>		
Animal holdings	4	2 pig, 1 sheep
Assembly Centres	5	
Dealers' premises	0	No dealers' premises in Denmark
Transporters' premises	4	Porcine, bovine, 2 equine
<b>ESTABLISHMENTS</b>		
Slaughterhouses	0	N/a in Denmark for the purpose of the mission

## 3. LEGAL BASIS FOR THE MISSION

The mission was carried out under the provisions of Article 45 of Regulation (EC) No 882/2004.

The EU legislation relevant to this report is listed in the Annex.

## 4. BACKGROUND

### 4.1. Background to present mission

Council Directives 64/432/EEC, 91/68/EEC and 90/426/EEC lay down the animal health requirements applicable to ICT.

In accordance with Council Directive 90/425/EEC the Member States (MS) have put in place control systems in order to ensure the implementation of veterinary and zootechnical checks applicable in ICT.

The considerable volume of ICT represents a risk of spreading animal diseases. Furthermore, previous FVO missions have identified deficiencies in the control systems in place in respect of animal health requirements for ICT. These mission reports can be consulted on the following Internet website:

[http://europa.eu.int/comm/food/fs/inspections/index\\_en.html](http://europa.eu.int/comm/food/fs/inspections/index_en.html)

Whilst certain aspects of ICT have been subject to various FVO inspections, the control system as a whole has not yet been evaluated.

### 4.2. Intra-community trade information

The Danish CA provided the following data regarding ICT in 2005:

	<b>ANIMALS LEAVING DENMARK</b>	<b>ANIMALS ARRIVING IN DENMARK</b>
CATTLE FOR SLAUGHTER	1627	0
CATTLE OTHER REASONS	13781	35
PIGS FOR SLAUGHTER	691839	0
PIGS OTHER REASONS	3248738	0
HORSES FOR SLAUGHTER	0	0
HORSES OTHER REASONS	2171	665
SHEEP/GOATS FOR SLAUGHTER	2279	0
SHEEP/GOATS OTHER REASONS	58	22
<b>IN TOTAL</b>	<b>3960493</b>	<b>722</b>

## 5. OUTCOME OF THE MISSION

### 5.1. Legislation

The Danish Ministry of Family and Consumer Affairs (MCFA) is responsible for the official controls and enforcement of the relevant legislation on live animals and food. The Ministry of Justice is responsible for enforcement of animal welfare legislation.

The Community legislation in relation to ICT and animal welfare during transport has been transposed into Danish legislation. This is available on the web site <http://www.foedevarestyrelsen.dk/ImportEksport/forside.htm> of the Ministry.

## 5.2. Competent Authority

### 5.2.1. *Designation of competent authorities and operational criteria*

The CA responsible for live animal trade is the Danish Veterinary and Food Administration (DVFA).

The DVFA is part of the MFCA. The DVFA consists of the head office and three Regional Veterinary and Food Control Authorities (RVFCA). The DVFA employs about 1700 full time equivalent staff.

The DVFA head office consists of 12 Divisions of which 8 deal directly with issues of animal health, food safety and animal welfare.

The Veterinary and Food Administration at regional level lies with the authorities of three RVFCA.

The RVFCA have 1400 full time equivalent staff. They are independent authorities, under the DVFA head office, in charge of the Veterinary and Food Administration's direct contact with consumers, enterprises, practicing veterinarians and livestock owners and carry out the inspection of food companies and livestock production. They furthermore serve as animal health units in the event of outbreaks of contagious diseases among livestock. Each RVFCA is led by a regional director and consists of an animal health unit, 2-4 control and enforcement offices, a laboratory and a secretariat.

### 5.2.2. *Training*

Training takes place primarily at regional level. Newly employed official veterinarians are trained by more experienced colleagues. At central level the DVFA provides different courses relating to live animals, e.g. courses on animal welfare during transport, on registration of live animals and holdings and on contingency plans.

In connection with the introduction of TRACES, training was provided for veterinarians and other staff working with the system.

Legislation and guidance can be found via DFVA's internal net. There is a network group consisting of veterinarians from the regions and officials from central level where issues related to trade may be discussed.

### 5.2.3. *Official controls within the veterinary service*

A system for official controls is in place and an independent audit unit has been established, working on the basis of article 4(6) of Regulation (EC) No. 882/2004. Until now, the unit has revised only the food area. The CCA has now decided that the unit shall revise the areas of animal welfare and animal health as well.

The DVFA head office is responsible for supervision of the regions. The head office undertakes an annual supervision of each region in order to ensure uniformity and checks that controls are performed in a satisfactory manner and in accordance with procedures.

The supervision planned in the autumn 2006 has been postponed to March and May 2007.

Supervision of RVFCAs over OVs is also in place.

Observation:

- Evidence of official control at various levels (reports, action plans etc) within the service was seen in the regions visited.

**5.3. Animal identification, holding registration and movement control***5.3.1. Animal identification and holding registration*

A central database (CDB) has been established for all animal species within the scope of the mission except for horses and their holdings.

All holdings are registered in the Danish CDB by geographical co-ordinates. A number is given according to the place and not according to the owner of the animals. This allows a rapid overview of the situation in the event of a disease outbreak.

In self-contained pig production companies, animals may be moved between up to five holdings registered under the same owner without identification and movement documents. The CDB contains information about connected holdings and, in case of emergency, all holdings will be blocked.

The Danish system of bovine holding registration and animal identification has been declared as fully operational by Commission Decision 1999/376/EC.

*5.3.2. Assembly Centres (ACs) and Dealers*Assembly Centres

ACs were generally in compliance with the structural and hygienic requirements of Article 11 of Council Directive 64/432/EEC, and under the official control of an OV when in operation.

In some ACs visited, isolation pens as defined by Article 11, 1.(d) of Council Directive 64/432/EEC were missing.<sup>1</sup>

Dealers

"Dealer" is defined in Article 2, 2. (q) of Council Directive 64/432/EEC as any natural or legal person who buys and sells animals commercially, who has a regular turnover of these animals and who within a maximum of 30 days of purchasing animals resells them or relocates them from the first premises to other premises not within his ownership and meets the conditions laid down in article 13 of Council Directive 64/432/EEC.

In Denmark, animals can only be moved if they have spent at least 30 days in the holding (or if younger since birth), according to Danish order No. 1310 of 14 December 2005. Furthermore the holding is closed for movements of any cloven hoofed animals from that holding for 7 days after the introduction of new animals in the holding.

This means that in practice dealers who keep animals on their premises do not exist in Denmark.

### 5.3.3. *Movement controls*

In Denmark, all movements must be notified to the CDB. The OV has to be on site to check the animal health within 24 hours prior to ICT. If animals go via an AC, the OV must be present at the AC when the animals are moved.

When animals are going through an AC for export for breeding or fattening purposes, the farmer has to fill out a form to guarantee the health status of his holding and animals (blue form for pigs, green form for cattle). This form is supported by a certificate from his private veterinarian that is sent to the RVS for printouts valid for 35 days. Without these documents no movements are permitted and nothing is entered into TRACES.

Cleaning and disinfection of transport vehicles returning from outside Denmark must take place in one of three approved facilities, one in the South and two in the East. Vehicles that have been in contact with cloven-hoofed animals outside Denmark are re-disinfected before loading in the same approved facilities; transporters that go directly to a farm must have been back from any transport involving contact with cloven-hoofed animals outside Denmark at least for 48 hours. The document of disinfection is added to the movement certificates.

#### Observations:

- All documents are filed in the regional office and they were immediately available whenever requested.
- Searches and cross-checks on animal registration and holding identification were satisfactory. Cross-checks between TRACES and the CDB did not always match, mainly due to two facts, neither of which had been noted by the CA:
  - An AC was found not to report slaughter pigs going to MS to the CDB;
  - Pigs leaving directly from a farm were registered as going through an AC.<sup>ii</sup>
- In ACs and holdings, animals selected for ICT may be rejected for lack of fitness or for commercial reasons:

Animals unfit to travel may

- Be euthanised or
- Sent to a nearby farm, if they are fit for this.

Animals rejected for commercial reasons may

- Be euthanised;
- Go to a farm in Denmark or
- Be sent to another Member State.

The number of animals rejected in an AC was recorded both by the OV and the owner of the AC. Numbers in their documents did not match, but the OV pointed out that there is no obligation to keep a record of rejected animals.

Furthermore, the number of animals going for rendering was uncertain in some ACs visited.<sup>iii</sup>

- Not all transporters visited have a register in which they document their transport details, such as date, locations, animal species and number, according to Article 12, 2. of Directive 64/432/EEC, as amended by article 34 of Council Regulation (EC) No 21/2004.

#### **5.4. Animal health requirements**

Denmark is free from almost all listed diseases. In particular, Denmark is officially free from tuberculosis, brucellosis, and enzootic-bovine-leucosis (Commission Decision 2003/467/EC) and from ovine brucellosis (Commission Decision 93/52/EEC).

The country is also free from Aujeszky's disease (Commission Decision 2001/618/EC) and from Infectious Bovine Rinotracheitis (Commission Decision 93/42/EEC)

Information on holdings and their health status is freely available on the internet. The private veterinarians can make use of this to support their health certificate.

#### **5.5. Controls on intra–community trade in live animals**

##### *5.5.1. Checks at origin: TRACES*

The rules of using the TRACES system, as laid down in Commission Regulation (EC) No 599/2004, are in place.

According to Danish legislation an exporter must notify the RVFCA at least 4 days before animals are sent to other Member States. The notification must contain information regarding species, number of animals, when and where the export is going to take place and place of destination. All consignments must be entered into TRACES except registered horses where a TRACES certificate is not mandatory according to Council Directive 90/426/EEC.

If the animals are traded from a holding, the official veterinarian (OV) has to make a print of the relevant TRACES certificate and to bring it to the holding. When the animals have been examined and the background documentation has been checked, the OV completes the certificate by hand, signs it and stamps it. When the OV returns to the office, the electronic certificate will be completed in TRACES.

In most of the assembly centres, computer facilities are available and the TRACES document is corrected and may be completed directly.

The paper certificate must accompany the animals during transport.

In connection with intra-community trade the OV also has to check the relevant documentation regarding cleaning and disinfection of vehicles.

##### Observations:

- In general, the TRACES certificates were duly completed. Nevertheless, TRACES documents for cattle were not always correctly filled out:
  - The Decisions establishing the status of Denmark with regard to freedom from bovine tuberculosis and brucellosis and leucosis were not quoted;
  - The 30 days of residence was erroneously deleted

- In one certificate the date of inspection of the animals was missing.<sup>iv</sup>
- The OV cannot complete or correct the TRACES certificate directly from an AC or holding. The certificates accompanying the animals are sent as “new” and finalised as “original” later in the region’s office. That means a different number of animals – higher or lower - may be in TRACES than are actually being transported.

#### 5.5.2. *Checks on arrival at destination*

Import of live animals in Denmark is extremely limited (cf. table in 4.2).

Checks on animals arriving in Denmark are carried out according to the TRACES information available on-line. Checks are carried out on all consignments coming from other Member States. The animals are then put into on-farm quarantine. Animals with EU ear tags have one of them replaced by a Danish red ear tag in accordance with Article 6 paragraph 1 of Council Directive 92/102/EEC.

In a case of sheep coming from a Member State’s region under restriction for bluetongue, the farmer alerted the RVS. There was no TRACES information for the Danish CA to check the movement, in this case even from a restricted area. The farmer had a manually filled out TRACES form accompanying the animals that did not include the lambs of the ewes transported. The CCA contacted the Member State for clarification.

#### Observations:

Systematic checks on animals arriving from other Member States.

Part III of TRACES is not being used as required in Article 1, point 3 of Commission Regulation (EC) no. 599/2004.<sup>iv</sup>

Denmark sends no information concerning veterinary checks applicable in intra-Community trade in certain live animals to the European Commission, as required in Article 22 of Council Directive 90/425/EEC.<sup>iv</sup>

### **5.6. Animal Welfare**

In general, animal welfare conditions were found to be good and the main provisions of Council Regulation (EC) No 1/2005 are complied with. Journey logs are always checked for their plausibility before departure.

For a fast check on the appropriate density of animals in transport, the offices visited had prepared tables for consultation.

#### Observations:

- A broken gutter that may catch ungulates toes had not been noticed by the OV.
- In one place, rough handling of the animals by the transporter went unremarked by the OV in charge.<sup>v</sup>

## 6. CONCLUSIONS

### 6.1. Legislation

Regulation (EC) No 882/2004, Article 4, 6., is not yet fully implemented concerning audits on ICT.

### 6.2. Competent Authority

A clear chain of command is in place and responsibilities regarding official control in ICT are clearly allocated. Control procedures are in place within the veterinary service at regional and local level.

### 6.3. Animal identification, holding registration and movement control

The system in place for animal identification, holding registration and movement control is well organised and in general provides guarantees that animals intended for ICT are traceable. Nevertheless, the system is weakened by some shortcomings:<sup>vi</sup>

- Some animal transporters keep no records of their movements;
- Some direct exports were noted as going via an AC;
- The number of animals travelling or being rejected is sometimes uncertain;
- The number of pigs registered in the CDB is higher than the actual number of pigs if holdings send their animals through an AC for slaughter outside Denmark;
- At the time of transport, the number of animals travelling may not be the same as that recorded in TRACES.

### 6.4. Animal health requirements

In an epidemiological context, the system in place for monitoring diseases generally provides reliable information on the disease situation. Traceability, however, cannot always be granted due to the shortcomings seen (cf. 6.3).

### 6.5. Controls on intra–community trade in live animals

Apart from minor discrepancies, checks at origin are performed effectively and satisfactorily by all CAs involved.

Discriminatory checks are made on all animals coming from other MSs.

### 6.6. Animal welfare

The standard of animal welfare has been found acceptable. Nevertheless, OVVs were not always aware of some minor shortcomings.

## 7. OVERALL CONCLUSION

Denmark has an efficient system in place for the official control of ICT and providing adequate guarantees for animal health. Traceability may not always be ensured due to incorrect details that had not been noted by the CA.

## **8. CLOSING MEETING**

A closing meeting was held on 26 April 2007 with the DFVA. At this meeting, the main observations and conclusions of the mission were presented by the inspection team. The CCA reported and documented immediate action taken on the shortcomings pointed out.

## **9. RECOMMENDATIONS TO THE COMPETENT AUTHORITIES OF DENMARK**

- 9.1. To fully implement Regulation (EC) N° 882/2004 concerning audits on ICT.
- 9.2. To guarantee full traceability by
  - 9.2.1. correcting the failures in the notification to the central data system;
  - 9.2.2. registering all animal movement (including the destination) of animals involved in ICT;
  - 9.2.3. to ensure that all documentation along the chain of ICT is complete.
- 9.3. To ensure that checks on animals, arriving from other Member States, are carried out in a non-discriminatory fashion, in accordance with the provisions of Council Directive 90/425/EEC.

## **10. COMPETENT AUTHORITY RESPONSE TO RECOMMENDATIONS**

The Competent Authority's response to the recommendations can be found at:  
[http://ec.europa.eu/food/fvo/ap/ap\\_denmark\\_7349\\_2007.pdf](http://ec.europa.eu/food/fvo/ap/ap_denmark_7349_2007.pdf)

**ANNEX**  
**RELEVANT LEGISLATION**

The following is a list of EU legislation<sup>1</sup> cited in this report:

EUROPEAN LEGISLATION	OJ	TITLE
<b>Council Directive 64/432/EEC</b>	Council Directive 64/432/EEC of 26 June 1964 on animal health problems affecting intra-Community trade in bovine animals and swine	OJ L 121, 29/07/1964, p. 1977
<b>Council Directive 90/425/EEC</b>	Council Directive 90/425/EEC of 26 June 1990 concerning veterinary and zootechnical checks applicable in intra-Community trade in certain live animals and products with a view to the completion of the internal market	OJ L 224, 18/08/1990, p. 29
<b>Council Directive 90/426/EEC</b>	Council Directive 90/426/EEC of 26 June 1990 on animal health conditions governing the movement and import from third countries of equidae	OJ L 224, 18/08/1990, p. 42
<b>Council Directive 91/68/EEC</b>	Council Directive 91/68/EEC of 28 January 1991 on animal health conditions governing intra-Community trade in ovine and caprine animals	OJ L 46, 19/02/1991, p. 19
<b>Council Directive 92/102/EEC</b>	Council Directive 92/102/EEC of 27 November 1992 on the identification and registration of animals	OJ L 355, 05/12/1992, p. 32
<b>Council Regulation (EC) No 1255/97</b>	Council Regulation (EC) No 1255/97 of 25 June 1997 concerning Community criteria for staging points and amending the route plan referred to in the Annex to Directive 91/628/EEC	OJ L 174, 02/07/1997, p. 1
<b>Council Regulation (EC) No 21/2004</b>	Council Regulation (EC) No 21/2004 of 17 December 2003 establishing a system for identification and registration of ovine and caprine animals and amending Regulation (EC) No 1782/2003 and Directives 92/102/EEC and 64/432/EEC	OJ L 5, 09/01/2004, p.8
<b>Commission Regulation (EC) No 599/2004</b>	Commission Regulation (EC) No 599/2004 of 30 March 2004 concerning the adoption of a harmonised model certificate and inspection report linked to intra-Community trade in animals and products of animal origin (Text with EEA relevance)	OJ L 094, 31/03/2004, p. 44
<b>Regulation (EC) No 882/2004 of the European Parliament and of the Council</b>	Regulation (EC) No 882/2004 of the European Parliament and of the Council of 29 April 2004 on official controls performed to ensure the verification of compliance with feed and food law, animal health and animal welfare rules	OJ L 165, 30/04/2004, p. 1 Corrected and re-published in OJ L 191, 28/05/2004, p. 1
<b>Regulation (EC) No 1/2005 of the Council</b>	Regulation (EC) No 1/2005 of the Council of 22 December 2004 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	OJ L 3, 5/1/2005, p. 1

<sup>1</sup> EU legislation quoted in this Annex refer to the last amended version.

EUROPEAN LEGISLATION	OJ	TITLE
<b>Council Directive 91/628/EEC</b>	Council Directive 91/628/EEC of 19 November 1991 on the protection of animals during transport and amending Directives 90/425/EEC and 91/496/EEC	OJ L 340, 11/12/1991, p. 17
<b>Commission Decision 1999/376/EC</b>	Commission Decision 1999/376/EC of 19 May 1999 recognising the fully operational character of the Danish database for bovine animals	OJ L 144 , 09/06/1999 p. 35
<b>Commission Decision 93/52/EEC</b>	Commission Decision 93/52/EEC of 21 December 1992 recording the compliance by certain Member States or regions with the requirements relating to brucellosis ( <i>B. melitensis</i> ) and according them the status of a Member State or region officially free of the disease	OJ L 13, 21/1/1993, p. 14
<b>Commission Decision 93/42/EEC</b>	Commission Decision 93/42/EEC of 21 December 1992 concerning additional guarantees relating to infectious bovine rhinotracheitis for bovines destined for Denmark	OJ L 16, 25/1/1993, p. 50
<b>Commission Decision 2001/618/EC</b>	Commission Decision 2001/618/EC of 23 July 2001 on additional guarantees in intra-Community trade of pigs relating to Aujeszky's disease, criteria to provide information on this disease and repealing Decisions 93/24/EEC and 93/244/EEC (Text with EEA relevance) (notified under document number C(2001) 2236)	OJ L 215, 9/8/2001, p. 48

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- i *On 3 May 2007 the CCA instructed the CAs to inspect isolation pens in ACs and, if they do not fulfil the conditions of Article 11, 1(d) of Council Directive 64/432/EEC, that they should take action.*
- ii *With regard to movement controls, ACs, farmers and CAs have been informed about the correct procedures by the CCA.*
- iii *On 3 May 2007 the CCA informed the CAs about procedures for registration and control of rejected animals at the ACs to ensure correct documentation of number and destination of the rejected animals. The OV must regularly control the correlation between the OVs number and destination of rejected animals and the ACs documentation.*
- iv *The CCA has stressed that TRACES part III is to be used and will make a user guide available on its intranet this year;  
Denmark will send information on veterinary checks on ICT in live animals to the European Commission, as required by Article 22 of Council Directive 90/425/EEC.*
- v *CCA have instructed the CAs (12 July 2007) to consider how to ensure that the OV in charge of ACs etc. makes objections on any matters concerning animal welfare relating, not only to the evaluation of the animals fitness for transport, but also to any other relevant animal welfare observations that appear not to be in accordance with animal welfare regulations.*
- vi *A guideline will be issued in order to ensure a uniform control of documentation along the chain of intra-Community trade.*