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FINAL REPORT OF A MISSION
CARRIED OUT IN
ITALY
FROM 10 MARCH TO 14 MARCH 2008
IN ORDER TO
EVALUATE THE SYSTEM OF CONTROL IN RELATION TO ANIMAL WELFARE
DURING TRANSPORT AND AT THE TIME OF SLAUGHTER AND KILLING

In response to information provided by the Competent Authority, any factual error noted in the draft report has been corrected; any clarification appears in the form of an endnote.

Executive Summary

This report describes the outcome of a mission carried out by the Food and Veterinary Office (FVO) in Italy, from 10 to 14 March 2008.

The objectives of the mission were to evaluate the measures taken to implement the requirements for animal welfare during transport from Council Regulation (EC) No 1/2005, animal welfare at the time of slaughter from Council Directive 93/119/EC, and also to follow up a recommendation from a previous FVO report in relation to the results of checks on animal welfare during transport. The mission also assessed how checks of the requirements of Regulation (EC) No 1/2005 and Council Directive 93/119/EC had been integrated with the requirements for controls laid down in Regulation (EC) No 882/2004 of the European Parliament and Council.

The report concludes that there has been some progress in improving the system for control of animal welfare during transport, particularly with central level developing training and guidance and with enforcement actions following checks during the course of long distance transport; however, procedures adopted by those responsible for enforcing the legislation at places of destination have been generally insufficient.

Although certain CAs have begun to address the issue of the transport of sick and injured dairy cows, in regions where there are a substantial number of such cases, measures have not been sufficient to prevent unnecessary suffering arising as a result of such transport.

Lack of training on animal welfare at slaughter, which was also subject of a recommendation in report 7010/2004, has contributed to insufficient checks of animal welfare at slaughter.

The report makes a number of recommendations addressed to the Italian competent authorities, some of which were also made in the previous report, aimed at rectifying the identified shortcomings and further enhancing the control measures in place.

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ABBREVIATIONS & SPECIAL TERMS USED IN THE REPORT

Abbreviation	Explanation
AUSL	<i>Azienda Unitá Sanitaria Locale</i> (Local Health Unit)
CA	Competent Authority
Carabinieri NAS	<i>Carabinieri – Nucleo Antisofisticazioni e Sanità</i> (Carabinieri Health Protection)
CCA	Central Competent Authority
EC	European Community
EEC	European Economic Community
EU	European Union
FVO	Food and Veterinary Office
NGO	Non Governmental Organisation
OV	Official Veterinarian
UVAC	<i>Ufficio Veterinario per gli Adempimenti CEE</i> (Veterinary Office for Compliance with Community Requirements)

1 INTRODUCTION

The mission took place in Italy from 10 to 14 March 2008. The inspection team comprised three inspectors from the Food and Veterinary Office (FVO). The mission was undertaken as part of the FVO's planned mission programme. The inspection team was accompanied during the whole mission by a representative from the Central Competent Authority (hereafter: CCA). An opening meeting was held on 10 March 2008 with the CCA. At this meeting, the objectives of, and itinerary for, the mission were confirmed by the inspection team, and additional information required for the satisfactory completion of the mission was requested.

2 OBJECTIVES OF THE MISSION

The objectives of the mission were to evaluate the measures taken to implement the requirements for animal welfare during transport from Council Regulation (EC) No 1/2005, in particular the transport of cull cows sent for slaughter and for the long distance transport of sheep and goats for slaughter. The implementation of Directive 93/119/EC in relation to slaughter of these species and progress with the implementation of recommendations from previous FVO reports in relation to checks on animal welfare during transport and at slaughter was also assessed. The mission also assessed how these animal welfare checks had been integrated with the requirements for controls laid down in Regulation (EC) No 882/2004 of the European Parliament and Council.

In pursuit of these objectives, the following meetings were held and sites visited:

Visits			Comments
Competent authority	Central	2	Opening and final meetings
	Regional	2	Meeting with the regional authorities in Umbria and Lombardia. Both meetings were attended also by the representatives of UVAC and the representatives of the local CA responsible for the establishments visited.
Control post		1	Where a review of documentation and a visit of the premises was performed and procedures for authorisation of transporters and approval of means of transport checked.
Slaughterhouses		3	Two slaughterhouses where lambs were slaughtered and one which slaughtered cull cows.

3 LEGAL BASIS FOR THE MISSION

The mission was carried out under the general provisions of Community legislation and, in particular Article 28 of Regulation (EC) No 1/2005, Article 14 of Council Directive 93/119/EC, Article 45 of Regulation (EC) No 882/2004 and Commission Decision 98/139/EC.

Full legal references are provided in Annex 1. Legal acts quoted in this report refer, where applicable, to the last amended version.

4 BACKGROUND

A previous FVO mission covering animal welfare during transport was carried out in November 2007. Report DG(SANCO)/2007/7332 concluded that the delays in adopting legal measures and approving CCA guidance has contributed to poor implementation of the requirements of Regulation (EC) No 1/2005 in relation to the protection of horses during transport. Although a good quality training for carrying out checks has been made available to the regional level, the subsequent dissemination of this information to the veterinarians who are doing the inspections has not yet proved effective. The low priority given by certain regions to such controls means that checks of conditions during transport have not been rigorous and there has been a very low level of enforcement of the requirements of Regulation (EC) No 1/2005.

5 MAIN FINDINGS

5.1 COMPETENT AUTHORITY

5.1.1 Organisation and responsibilities

The organisation of the Competent Authorities (hereafter: CA) and how this generally applies to animal welfare controls is described in a country profile on Italy on Food and Feed Safety, Animal Health, Animal Welfare and Plant Health (DG(SANCO)/8289/2006) (hereafter: Report 8289/2006). This report is available on the DG SANCO website: http://ec.europa.eu/food/fvo/country_profiles_en.cfm.

It was noted that:

- The contact point as defined in Article 24(2) of Regulation (EC) No 1/2005 has taken action in one case, in response to a query from the CCA of the United Kingdom to investigate a transporter from the United Kingdom who was allegedly transporting animals without a valid authorisation.

- Information on the infringements of Regulation (EC) No 1/2005 regarding transporters coming from other Member States and Third Countries are collected by the UVAC, who consequently pass this information to the Member States and Third Countries concerned via their Embassies. The CCA stated that they are aware that this system is slow and inefficient and that they have the intention to change the system of information flow by using the national contact point to exchange the information with the contact points in other Member States.
- Following the detection of repeated infringements of the provisions of Regulation (EC) No 1/2005, the CCA has arranged for meetings to be held with the CCAs of Spain and France.

5.1.2 Training of CA staff

Article 6 of Regulation (EC) No 882/2004 requires that the CA staff receive appropriate training to carry out controls. Article 16 of Regulation (EC) No 1/2005 lays down specific requirements for training of CA staff, so that they are duly trained and equipped to check data recorded by recording equipment such as tachographs and navigation systems.

Regarding training on the transport of animals it was noted that:

- The CCA has established a system of training on the requirements of Regulation (EC) No 1/2005 which included specific requirements, such as for transport of downer cows, but it but did not cover the procedures to be used in emergency care of animals as required by Annex IV 2(e) of Regulation (EC) No 1/2005. Two training courses at central level were to be followed by further training organised at the regional level.
- In Umbria training courses were organised so that the trainers trained at central level later gave lectures to OVs and private practitioners, and OVs consequently trained the transporters' personnel. The OVs met had sufficient knowledge of the requirements of Regulation (EC) No 1/2005 and satisfactorily performed the checks at destination and at control posts.
- Following the CCA course seven OVs in Lombardia were trained as trainers and subsequently three OVs from the local CA visited had been trained. The regional CA explained that there is no need to train other OVs as they get enough training through their basic education and through experience and in addition to these they are obliged to devote four hours weekly to education particularly on new legislative provisions. Training courses were subsequently organised for drivers and personnel of the assembly centres.
- In Lombardia in a slaughterhouse which regularly receives lambs from other Member States, the OVs who had received limited training on the requirements of Regulation (EC) No 1/2005 did not know what checks they should perform at the place of destination and as a result no checks of animals arriving had been performed by the slaughterhouse OV. The OV was unable to correctly identify

certificates for intra community trade of live animals and journey logs. None of the representatives from the local CA were aware of the maximum journey times for sheep laid down in Regulation (EC) No 1/2005.

Regarding training on the welfare of animals at slaughter it was noted that:

- In their reply to the recommendation from the report 7010/2004 to provide adequate instructions regarding animal welfare at slaughter, the CCA prepared a check list to be used during the animal welfare checks in the slaughterhouses.
- In their reply to the recommendation from the report 7010/2004 to provide adequate training on animal welfare at slaughter, the CCA stated that training should be organised by the regions; however no such training had been organised in the regions visited. The local CA visited in Lombardia organised a course on animal welfare during transport and at slaughter which included the basic outlines of the requirements and was compulsory for local CA OV's and opened also to private practitioners. Transport and slaughter of recumbent dairy cows was also discussed.
- In Umbria the OV who had not received specific training on the requirements of Directive 93/119/EC, did not recognise that several lambs were inadequately stunned; he relied on absence of the corneal reflex, which is not in itself a reliable way of assessing the effectiveness of electrical stunning.

5.2 LEGISLATION

A comprehensive check of national legislation was not carried out. However, during the evaluation of the control system for animal welfare, it was noted that in order to implement the requirements of Regulation (EC) No 1/2005, the CCA stated that a coordination decree required for imposing sanctions has still to be adopted. The CCA explained that a meeting with OV's from BIP's and UVAC's has taken place and as a result an explanatory note was prepared clarifying certain provisions for the application of sanctions from Legislative Decree 151/2007.

5.3 TRANSPORTERS AND VEHICLES FOR LONG JOURNEYS

5.3.1 Authorisation and approval procedures

Article 11 of Regulation (EC) No 1/2005 requires that long journey transporters are authorised by the CA and that the means of transport for long journeys by road are approved as required by Article 18 of Regulation (EC) No 1/2005. The CCA has developed guidance on this issue for the regional services, and it has been approved by the Ministry of health and is now pending its approval at the State – Regions Conference (*Conferenza Stato-Regioni*).

The mission team noted that:

- In the absence of the CCA guidance both regions visited have issued their own guidance for the authorisation of transporters and approval of vehicles and the responsibility for this was delegated to local CAs, who keep the records of

authorisation.

- Transporters' authorisations recorded at local level do not enable the CA to identify transporters rapidly, as required by Article 13 (3) of Regulation (EC) No 1/2005. In addition, an electronic database of vehicles and transporters authorised for long journeys is not publicly available as required by Articles 18 (3) and 13(4) of Regulation (EC) No 1/2005. The CCA explained that a national database is being developed and it will contain the information required by Regulation (EC) No 1/2005. [\(see Endnote\)](#)
- The guidance on authorisation of transporters did not contain procedures to assure that the applicants had no records of serious infringements of the relevant legislation, as required by Article 10.1(c) of Regulation (EC) No 1/2005.
- In Umbria the CA had followed the line provided by the CCA, in its note of 17 January 2007, asking the local CA to focus on the requirements that were clear from Regulation (EC) No 1/2005 and could be easily assessed. The vehicle approved for long distance transports seen at the control post was equipped with the necessary requirements for approval, including temperature monitoring equipment and a statement from the truck manufacturer regarding the capacity of the ventilation, as required by Annex I, Chapter VI. 3.3.2 of Regulation (EC) No 1/2005, had been requested.

5.3.2 Training of personnel of transporters

Article 6.4 of Regulation (EC) No 1/2005 requires that transporters' personnel receive training regarding certain animal welfare requirements and Article 17 (2) of Regulation (EC) No 1/2005 requires that from 5 January 2008 drivers and attendants of road vehicles have a certificate of competence delivered by the CA.

The mission team noted that:

- The CCA stated that the training of the transporters' personnel has been organised and already finished in all regions; however, in the documents provided before the mission there were no data about this training from two regions, Basilicata and Liguria.
- In both regions visited, training courses had been organised, and included presentations from the local CAs and professional organisations. Certificates of competence were issued to those participants who passed the examination.

5.4 ORGANISATION OF TRANSPORT CHECKS

Each year the UVAC prepares a general programme of checks to be performed. This is made on the basis of the checks in previous years and requires that approximately 2% of consignments of live animals coming from intra community trade are inspected at the place of destination. The UVAC decides, on the basis of a risk assessment taking into account factors such as climatic conditions, distance of transport and history of previous problems, which consignments must be checked. The actual checks are delegated to the

local CAs.

Article 8 of Regulation (EC) No 882/2004 requires that official controls are carried out in accordance with documented procedures, which must contain information and instructions for staff performing official controls.

- On 14 December 2006, the CCA sent an explanatory note to the CAs involved in the control of animal welfare during transport, and included a basic explanation of the requirements of Regulation (EC) No 1/2005 and gave some details on certain requirements, such as authorisation of transporters, training of drivers and attendants and the role of the CCA contact point.
- On 17 January 2007 the CCA sent a note on the application of Regulation (EC) No 1/2005, which stated that, although they were waiting for further clarification from the Commission on certain issues, such as navigation systems and monitoring of temperature on vehicles, the local CAs should focus their inspections on the requirements that are clear, such as fitness of animals for transport, checks of journey times and resting periods, stocking density and intervals for feeding and watering of animals.
- On 8 May 2007 the CCA sent a note to the CAs involved in the control of animal welfare during transport on fitness of animals for transport, where a procedure for certification by an OV or a private practitioner of the fitness of animals for transport was introduced in order to implement the requirement for veterinary advice regarding slightly ill or injured animals (Regulation (EC) No 1/2005 Annex I, Chapter I 3(a)).
- A representative of the CCA stated that a draft check list for the control of the requirements of Regulation (EC) No 1/2005 had been prepared and is pending approval at the State – Regions Conference. In the meantime, the CCA published the check list on its internet site so that it was already available to the other levels of the CA.

It was noted that:

- The note of 8 May 2007 on the fitness of animals for transport is very general and does not give any additional guidance on when animals should be considered fit for transport or not. It also allows that, if necessary, animals can be loaded and unloaded by means of mechanically operated equipment, such as barrels or pneumatic ramps, provided that this did not give rise to further suffering. The use of such equipment was not seen during the mission, but the mission team has reservations on how this could be implemented in practice in relation to recumbent dairy cows without giving rise to further suffering.
- In Umbria the regional CA recently prepared a check list to evaluate animal welfare during transport.
- In Lombardia no check list was used for transport checks and the regional CA explained that they prepared a manual on the basis of draft CCA guidance to help the OVs performing checks.

5.5 CHECKS OF LONG DISTANCE TRANSPORT

Article 15 of Regulation (EC) No 1/2005 requires the CA to carry out appropriate checks on a random or targeted basis at any stage of long distance transport to verify that declared journey times are realistic and that the journey complies with Regulation (EC) No 1/2005, in particular regarding travel times and resting periods.

5.5.1 *Checks at control post*

The control post visited in Umbria was, as stated by the CAs, the only control post in the middle of Italy on the route to southern Italy or Greece. Following the discussion with the manager and the responsible OV it was estimated that only 7 to 8% of the consignments that should stop at a control post actually stop there for the necessary 24 hours rest, as required by Chapter V.1.1.5. of Annex I to Regulation (EC) No 1/2005.

It was noted that:

- All consignments of animals which arrived to the control post had been rested in accordance with Chapter V.1.1.5 of Annex I to Regulation (EC) No 1/2005 and had been assessed by an OV regarding their fitness to continue the journey, as required by Article 6 (1) of Regulation (EC) No 1255/97. The CA had issued four sanctions to transporters in 2007, in most cases the consignments had been sent to the control post by police performing road checks in other regions. Three consignments in the first two months of 2008 had been found to exceed the maximum journey times and this resulted in fines varying from around 2000€ to 3000€ being imposed. Another transporter stopped with an empty truck on his way back from a slaughterhouse in the south of Italy, requesting a stamp in his journey log from the control post where he should have stopped on the journey to the slaughterhouse, and was sanctioned.
- The OV of the control post explained that he had received training on checking tachographs, as required by Article 16 of Regulation (EC) No 1255/97, but he did not use them to verify if the journey took place in accordance with journey log.

5.5.2 *Checks during transport*

No road side checks were performed in Umbria; however, road side checks by the police had been performed in other regions, such as Piemonte and Veneto. These resulted in animals being sent by the police to the control post in Umbria, where they were checked and sanctions were applied where necessary.

In Lombardia 217 consignments were checked at road side checks (i.e. 0.4% of the all checks carried out in 2007) and 8 infringements had been detected, which represents a detection rate of around 4%.

5.5.3 *Checks at destination*

A high number of the checks performed by local CA took place at places of destination in Lombardia where 95.510 checks had been reported in 2006; the detection of

non-compliances is very low (0.01%), even though it should be easier to perform a more thorough check when animals are being unloaded, 11 non-compliances had been detected at destination, whereas roadside checks made during the course of long distance transport gave a detection rate of 4%.

As regards to the checks performed by the UVAC in Lombardia in 2007, 161 consignments had been checked at destination and 17 non-compliances had been detected. In 14 cases the UVAC informed the embassies of the relevant Member states about the infringements but no sanctions were imposed.

In Umbria 124 checks at destination performed by local CA were reported in 2006 and one non-compliance had been detected. As regards to the checks performed by the UVAC in Umbria in 2007, 33 out of 1595 consignments (2 %) had been checked at destination and one non-compliance (incomplete journey log) had been detected. No sanctions have been issued.

It was noted that:

- In the slaughterhouse in Umbria, a check had been made on a consignment arriving from another Member State. Although the OV correctly detected that the journey log was not signed by the transporter and informed the UVAC of this, the CA had not detected that the journey times indicated on the plan were inconsistent and unrealistic and only investigated after being pointed out by the mission team. ([see Endnote](#))
- At the sheep slaughterhouse visited in Lombardia, which received one consignment of lambs per week from other Member States, no checks of animal welfare during transport had been carried out until one week before the mission, when a check had been requested by the UVAC. Even though the OV of the slaughterhouse and a representative from the local CA explained that the OV normally checked every consignment that arrived, the OV was not able to recognise the format of a journey log or the health certificate which accompanies the animals in intra-community trade. The OV eventually stated that he had not performed any checks on live animals, including identity and ante-mortem checks, as required by point 1(a), Chapter II (B), Section I of the Annex I to Regulation (EC) No 854/2004. The veterinarian from the local CA who performed the check the week before the mission stated that this was the first check of this kind that he had made and that he was not trained on what he should check and he did not find any deficiency during the check. Therefore checks at slaughterhouses had not always been made to verify compliance with EU rules on animal welfare during transport as well as rules concerning welfare at slaughter, contrary to Regulation (EC) 854/2004, Annex I, Section I, Chapter II (C).

5.6 CHECKS WITHIN THE SLAUGHTERHOUSES SLAUGHTERING LAMBS

In the slaughterhouse visited in Umbria which slaughtered pigs, cattle and sheep, approximately 250 lambs were slaughtered weekly using electrical stunning. It was noted that:

- Umbria issued their own check list with an instruction on the frequency of checks to

be performed in the slaughterhouses; annual checks had been made by the OV using the check list. During these checks certain deficiencies had been detected and the food business operator had taken actions to correct these in particular by sending two staff member for training on stunning procedures.

- Despite this training the stunning of the lambs was still not fully effective, as the electric tongs were not correctly positioned to allow the current to span the brain, contrary to Annex C, II, 3.A.1 of Directive 93/119/EC. Two out of six lambs were not properly stunned and no actions had been taken by the OV. In addition, the OV had not remarked that the tongs had not been cleaned before the start of slaughter which would further have impeded the stunning process and was contrary to Annex C, II, 3.A.1 of Directive 93/119/EC. There was no spare equipment kept at the place of slaughter, contrary to Article 6 (1) and 6 (2) of Directive 93/119/EC.

In the slaughterhouse visited in Lombardia only ritual halal slaughter without stunning was carried out all over the year. It was noted:

- No regular animal welfare checks had been performed by the OV contrary to Annex I, Section I, Chapter II.C of Regulation (EC) 854/2004, and the fact that there was no water available in the lairage, contrary to Annex A. II. 9 of Directive 93/119/EC remained undetected.
- The operators manually restrained the animals, which were laid on the ground before the cut of the throat was performed. After the cut the slaughter man restrained the animals by holding his boot on the head of the animal to prevent it from attempting to stand. This is not in accordance with Annex B. 1 of Directive 93/119/EC which requires that animals must be restrained in an appropriate manner in such a way as to spare them any avoidable pain, suffering, agitation, injury or contusions.
- The number of lambs slaughtered in the weeks prior to Christmas and Easter increased by 300% compared to the number slaughtered per week throughout the rest of the year.

5.7 TRANSPORT AND SLAUGHTER OF DAIRY COWS

Article 12 of Directive 93/119/EC requires that injured or diseased animals must be slaughtered or killed on the spot which entered into force on 1 January 1995. Chapter I of Annex I to Regulation (EC) No 1/2005 provides more details on which animals can be considered fit for transport and requires that no animals shall be transported unless fit for the intended journey.

The OV is responsible to verify compliance with rules concerning the protection of animals at the time of slaughter and during transport (Regulation (EC) No 845/2004, Annex I, Section I, Chapter IIC). In addition Regulation (EC) No 845/2004, Annex I, Section II, Chapter IV, 4 requires that when an OV discovers that rules concerning the protection of animals during transport are not being respected, the necessary measures must be taken.

The CCA's note from 8 May 2007 on the fitness of animals for transport requires that the farmer or operator should seek veterinary advice if there is doubt whether the animal is

fit for transport. OVs or private practitioners then have to sign a certificate which should accompany the animals to the slaughterhouse, certifying that the animals are fit for transport. The CCA explained that the private practitioners, who normally perform their professional activities on the same farms, are paid by the farmers for issuing these certificates.

The mission team noted that in Lombardia the CAs has a list of assembly centres; however, even if this is not required by EU legislation, this list does not identify those assembly centres on which animal welfare risks are higher (e.g. assembly centres where cull dairy cows are gathered). Therefore it cannot be ensured that official inspections in assembly centres are carried out on risk basis (Article 3.1 of Regulation EC (No) 882/2004). Regarding one assembly centre it was noted that:

- In 2006 the local CA performed two checks in this premise and no deficiencies had been detected.
- In 2007, after NGO reports of serious infringements, the local CA performed eight checks but no deficiencies were found. In one case where a recumbent cow had been present, the OV was satisfied as it was accompanied by a certificate from a private veterinarian indicating that it was fit for transport.
- In four out of the eight checks dead animals were present but the CA made no investigations as to whether this may have indicated a welfare problem and only took samples for BSE testing. Altogether 197 out of 19,573 adult bovines which transited this premise died during transport or on the premise.
- Two sanctions had been imposed in 2007 and two in 2008 against the transporters who had brought animals from this premise for slaughter. In these cases the animals were unfit for transport and there had been no certification accompanying the injured animals.
- In January 2007 the regional CA considered that the evidence provided by the NGOs was too difficult to be investigated by the local CA and sent the file to the prosecutors' office; as a result, a *Carabinieri* of the NAS, a special Italian police force belonging to the Ministry of Health, carried out in February 2008 an investigation which finally resulted in the closure of this premise by the local Mayor. During a visit to this premise a week before the mission, an OV detected that although activities were supposed to be suspended, it had been used for re-loading animals from one means of transport to another and he issued a sanction.

In the slaughterhouse visited in Lombardia which dealt with cull cows, the OV explained that dairy cows usually arrive to the slaughterhouse just before the start of slaughter and that in cases where animals cannot walk from the truck, they are stunned on the spot. The OV stated that there are approximately three such cases daily and the animals concerned are usually accompanied by a certificate for fitness for transport issued by a private practitioner. It was noted that:

- There were several certificates for fitness for transport issued by private practitioners, where severe injuries, such as fractures of limbs, dislocations of joints or paralysis had been diagnosed and noted on the certificates issued, but nevertheless the animals had been sent to the slaughterhouse as fit for transport,

contrary to Annex I, Chapter I of Regulation (EC) No 1/2005.

- When recumbent cows were present on the truck, the OV had checked for any signs that the animals had been dragged onto the vehicle. If there were no such signs and if a veterinary certificate had been provided, he was satisfied that the cows had been fit for transport. Although the CCA note of 8 May 2007 asks the local CA to take steps to assess when injuries occurred, no further investigation was made by the OV or the local CA.
- In some cases the OV noted clear signs of dragging animals into the lorry and a case of an animal with a prolapsed uterus, those being obvious indications that the animals had been transported contrary to Annex I, Chapter I of Regulation (EC) No 1/2005; the OV issued sanctions against the transporter but no actions had been taken against the private veterinarians who had issued certificates in such cases. When injured cows had been transported without a certificate, sanctions had been imposed on the transporter and farmer in certain cases. The mission team identified one case where a photocopy of a certificate had accompanied an injured animal and although this had not been previously detected, the OV indicated that similar deficiencies had been found in the past and reported to the local CA responsible for the farm. [\(see Endnote\)](#)
- Sick or injured animals which had not responded to treatment and could not be slaughtered for human consumption because of the withdrawal period for the medicaments used, had been sent to this slaughterhouse to be killed and disposed of. The CA explained that this way farmers avoided the costs of euthanasia on farm and of disposing of the carcasses; however, the mission team pointed out that there was a high risk that some of these animals would be transported contrary to Annex I, Chapter I of Regulation (EC) No 1/2005 and that this risk was completely avoidable.
- Stunning procedures within the slaughterhouse were satisfactory, as required by Articles 5.1(c) and spare equipment was kept at the place of slaughter and properly maintained, as required by Article 6 (2) of Directive 93/119/EC.

In the slaughterhouse in Umbria records of animals received in the previous three months indicated that three seriously injured bovines had been killed on farm and the carcasses transported to the slaughterhouse, in accordance to the requirements of Chapter VI of Annex III to Regulation (EC) No 853/2004.

5.8 REPORTING OF RESULTS OF TRANSPORT CHECKS

In response to a recommendation in report 7010/2004 to obtain from the regions the information required by Article 8 of Directive 91/628/EEC, the CCA indicated that the regions had responded more promptly to their requests and they had already begun an audit programme of the regional level. It was noted that:

- The CCA had gathered information on transport checks from all regions for 2006.
- Results of checks performed in both regions in 2006 indicated that the overall rate of detection of deficiencies was higher in Umbria (0.27%) than in Lombardia

(infringements found in 0.02% of checks).

- The CA in Lombardia region stated that they received several consignments of young dogs from other Member States, particularly from Hungary and Slovakia, where several deficiencies had been found, such as excessive journey length and excessive stocking density. There were also speculations regarding survival rate but the CCA did not present sufficient data to back up these claims.

5.9 VERIFICATION PROCEDURES

Verification of the effectiveness of official controls is required by Article 8.3 of Regulation (EC) No 882/2004. Regional offices had not undertaken any supervisory role in relation to the transport checks and checks in slaughterhouses by the local CA in either region visited. Similarly the UVAC had requested checks to be carried out but had no verification procedures in place regarding the effectiveness of these checks performed.

A note from the CCA of 14 December 2006 to the other levels of the CA states that the UVAC has, among other responsibilities, to verify the uniformity of checks performed by local CAs. During the mission the representatives of the CCA and the UVAC stated that there is no legal basis for such supervision and that the CCA note is not correct in this regard.

The animal welfare department of the CCA is planning to perform on the spot supervisions to check the implementation of animal welfare requirements in selected regions. One such inspection had already taken place in Lazio in 2008.

5.10 AUDITS

Article 4(6) of Regulation (EC) No 882/2004 requires that the CAs carry out internal or external audits on the system of official controls in place. Such audits are carried out by the Office VII of the CCA, on the basis of an annual plan. In 2005 four audits on animal welfare related tasks had been carried out, in 2006 there were no audits on this topic and in 2007 one audit was performed on animal welfare issues. In 2008 no audits on animal welfare have been planned and the CCA explained that this is due to the lack of resources.

6 CONCLUSIONS

1. Although the CCA has provided very good technical information for the other levels of the CA on animal welfare during transport, the transfer of this information to the OV's who perform checks has not been effective, contrary to Article 6 of Regulation (EC) No 882/2004.
2. Insufficient training of OV's on animal welfare at slaughter contributed to inadequate assessment of the effectiveness of stunning, resulting in unnecessary suffering where electrical methods were used, contrary to Article 3 of Directive 93/119/EC. The lack of training is also an unsatisfactory response to a recommendation made in

report 7010/2004.

3. In the absence of official CCA procedures for authorisation of transporters and approval of vehicles, both regions had developed their own but these did not adequately cover certain requirements. The system in place is based on a self-certification to be provided by the transporters stating that they have not infringed the legislation in force concerning animal welfare; however, since currently there is no recording of such infringements on national level, the CA is not able to verify the truthfulness of the self-certifications and therefore it cannot be ensured that CA is granting authorisations to transporters in accordance with the requirements of Article 10 (1)(c) of Regulation (EC) No 1/2005. In addition, these authorisations and approvals have not yet been recorded or made publicly available, contrary to Article 18 (3) of Regulation (EC) No 1/2005 and Article 13 (4) of Regulation (EC) No 1/2005.
4. Training for drivers and persons involved with the transport of animals, as required by Article 17 (1) of Regulation (EC) No 1/2005, has been organised in all regions, with the exception of Basilicata and Liguria for which the CCA had no information.
5. Certain documented procedures for official controls, as required by Article 8 (1) of Regulation (EC) No 882/2004, have been prepared in a form of guidance and check lists. The CCA note on fitness for transport is very general and does not give any additional guidance on which animals can be considered as fit for transport.
6. As a consequence of the failure to detect deficiencies at places of destination, such as exceeded journey times, and as most transporters are making the same journeys on a regular basis, only a low percentage of those consignments which should stop at control posts, as required by Chapter V of the Annex 1 to Regulation (EC) No 1/2005, actually stop there due to the low level of enforcement.
7. Checks made with the police during the course of long distance transport, were more effective in detecting infringements of Regulation (EC) No 1/2005 even though more thorough checks could be performed at places of destination when animals are unloaded. Sanctions imposed following the detection of infringements during the course of long distance transport have been proportionate, as required by Article 25 of Regulation (EC) No 1/2005.
8. Investigations by the local CA of the activities taking place in an assembly centre handling cull cows in Lombardia were ineffective, contrary to Article 4 (2)(a) of Regulation (EC) No 882/2004. In addition, the CCA's request to investigate at what point in time injuries had occurred has not been implemented.
9. Steps have been taken in Umbria to prevent the transport of dairy cows which are unfit for transport, as these have been killed on the farm, as required by Directive 93/119/EC. However in Lombardia, where there are significantly more such cases, many animals continue to be transported contrary to the requirements of Annex I, Chapter I of Regulation (EC) No 1/2005. While a note from the CCA has contributed to actions being taken in at least in the most extreme cases, the guidance provides limited information on which animals should not be considered fit for transport and the means proposed for loading and unloading animals which cannot

walk unassisted does not meet the requirements of Regulation (EC) No 1/2005.

10. The official veterinarians did not adequately verify the condition of cull dairy cows arriving at the slaughterhouse, contrary to Regulation (EC) No 854/2004, Annex I, Section I, Chapter II C, as there was an over reliance on the certificates issued by private veterinarians which in some cases gave inaccurate advice on the fitness of such animals for transport. Guidance and supervision of the private practitioners by the CA has been insufficient, as have enforcement measures when such practitioners have contributed to cases of unnecessary suffering.
11. Animal welfare checks in lamb slaughterhouse in Lombardia were insufficient. This is contrary to Regulation (EC) 854/2004, Annex I, Section I, Chapter II.C, which requires the official veterinarian to verify compliance with Community rules on animal welfare during transport as well as rules concerning welfare at slaughter.
12. Sheep slaughtered according to the exemption from stunning allowed by Article 5 (2) of Directive 93/119/EC are usually destined for markets which require the meat to be produced in such a way, but at least at certain times of the year when the meat is not necessarily destined for such markets, the CA has not ensured that animals which do not need to be the subject of ritual slaughter are stunned appropriately.
13. Apart from the very limited supervision which has been carried out by the CCA, measures taken by the other levels of the CA have been insufficient to verify the effectiveness of official controls, contrary to Article 8 (3) of Regulation (EC) No 882/2004. This has allowed poor quality checks to continue and makes CA reports on the number of infringements of animal welfare during transport unreliable.

6.1 OVERALL CONCLUSION

There has been some progress in improving the system for control of animal welfare during transport, particularly with central level developing training and guidance and with enforcement actions following checks during the course of long distance transport; however, procedures adopted by those responsible for enforcing the legislation at places of destination have been generally insufficient.

Although certain CAs have begun to address the issue of the transport of sick and injured dairy cows, in regions where there are a substantial number of such cases, measures have not been sufficient to prevent unnecessary suffering arising as a result of such transport.

Lack of training on animal welfare at slaughter, which was also subject of a recommendation in report 7010/2004, has contributed to insufficient checks of animal welfare at slaughter.

7 CLOSING MEETING

A closing meeting was held on 14 March 2008 with representatives of the CCA. At this meeting, the main findings and conclusions of the mission were presented by the inspection team. The representatives of the CCA indicated that they would take a closer look at the problem of transporting dairy cows which are not fit for transport and try to

find a way that such animals would not be transported anymore.

8 RECOMMENDATIONS

To the Competent Authorities of Italy

Within 25 working days of receipt of this report, the Competent Authorities are requested to present a plan of actions, including a timetable for their completion, to address the following recommendations.

The Competent Authorities are recommended to ensure that:

No.	Recommendation
1	All staff carrying out official controls of animal welfare during transport and at the time of slaughter receive adequate training, as required by Article 6 of Regulation (EC) No 882/2004.
2	There are procedures for authorisation of transporters so that they are authorised in accordance with Articles 10 and 11 of Regulation (EC) No 1/2005 and that vehicles are approved in accordance with Article 18 of Regulation (EC) No 1/2005.
3	Authorisation of transporters and approval of vehicles are recorded, as required by Article 18 (3) of Regulation (EC) No 1/2005 and authorizations are publicly available, as required by Article 13 (4) of Regulation (EC) No 1/2005.
4	In all regions the transporters' personnel are trained, as required by Article 17 (1) of Regulation (EC) No 1/2005.
5	Documented procedures for official controls, as required by Article 8 (1) of Regulation (EC) No 882/2004, provide sufficient information and instructions for staff to carry out adequate assessments of the requirements of Regulation (EC) No 1/2005, particularly in relation to the welfare during the transport of sick and injured animals and so that animals which are not fit for transport are not transported.
6	Checks of consignments at any stage of long journeys are carried out as required by Article 15 of Regulation (EC) No 1/2005 and ensure that remedial actions are taken so that the requirements of Chapter V of Annex I to Regulation (EC) No 1/2005 are respected.
7	Checks at slaughterhouses are carried out as required by Regulation (EC) 854/2004, Annex I, Section I, Chapter II C, so that conditions of animal welfare during transport are inspected as well as animal welfare conditions within the slaughterhouse.
8	Animals which do not need to be subject of ritual slaughter are stunned appropriately, as required by Article 5 (1) of Directive 93/119/EC.
9	Official veterinarians verify compliance with the rules on animal welfare during transport as required by Regulation (EC) 854/2004, Annex I, Chapter IIC in particular in relation to the fitness for transport of cull cows and that enforcement

No.	Recommendation
	measures, as required by Article 54 (1) of Regulation (EC) No 882/2004, are taken, when unnecessary suffering occurs as a consequence of the transport of such animals.
10	Supervisory procedures are implemented in order to verify the effectiveness of official controls, as required by Article 8 (3) of Regulation (EC) No 882/2004, concerning the welfare of animals during transport and at the time of slaughter.

The competent authority's response to the recommendations can be found at:

http://ec.europa.eu/food/fvo/ap/ap_italy_7691_2008.pdf

9 ENDNOTES

Concerning	Detail
Section 5.3.1	"In their response to the draft report the Competent Authority noted that in Lombardia, each local CA has lists of authorised transporters which make it easy to exchange information concerning a particular transporter. Nevertheless, these lists will be published on the website of Lombardy regional authority, pending the setting-up of a national database. In Umbria the Veterinary Information System has been started up and is in the process of being completed."
Section 5.5.3	"In their response to the draft report the Competent Authority noted that during the mission, the OV who had carried out the check was not present. However, in the following days, all the documentation backing up the reconstruction of the journey and accounting for its length was produced and sent by the regional CA to the CCA."
Section 5.7	"In their response to the draft report the Competent Authority noted that the penalty applies to transporters only. However, Lombardy regional CA is assessing the possibility of imposing criminal penalties on such veterinarians."

ANNEX 1 - LIST OF LEGISLATION REFERENCED IN THE REPORT

Reference	OJ Ref.	Detail
Decision 98/139/EC	OJ L 38, 12.2.1998, p. 10–13	98/139/EC: Commission Decision of 4 February 1998 laying down certain detailed rules concerning on-the-spot checks carried out in the veterinary field by Commission experts in the Member States
Regulation (EC) No 1/2005	OJ L 3, 5.1.2005, p. 1–44	Council Regulation (EC) No 1/2005 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
Directive 93/119/EC	OJ L 340, 31.12.1993, p. 21–34	Council Directive 93/119/EC of 22 December 1993 on the protection of animals at the time of slaughter or killing
Regulation (EC) No 882/2004	OJ L 165, 30.4.2004, p. 1, Corrected and re-published in OJ L 191, 28.5.2004, p. 1	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
Regulation (EC) No 854/2004	OJ L 139, 30.4.2004, p. 206, Corrected and re-published in OJ L 226, 25.6.2004, p. 83	Regulation (EC) No 854/2004 of the European Parliament and of the Council of 29 April 2004 laying down specific rules for the organisation of official controls on products of animal origin intended for human consumption
Regulation (EC) No 1255/97	OJ L 174, 2.7.1997, p. 1–6	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
Directive 91/628/EEC	OJ L 340, 11.12.1991, p. 17–27	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 (repealed and replaced by Regulation (EC) No 1/2005)