# *REGULATION WITH FOCUS ON OUTCOME*

## *- WILL IT MEET SOCIETY'S DEMAND FOR IMPROVED ANIMAL WELFARE?*

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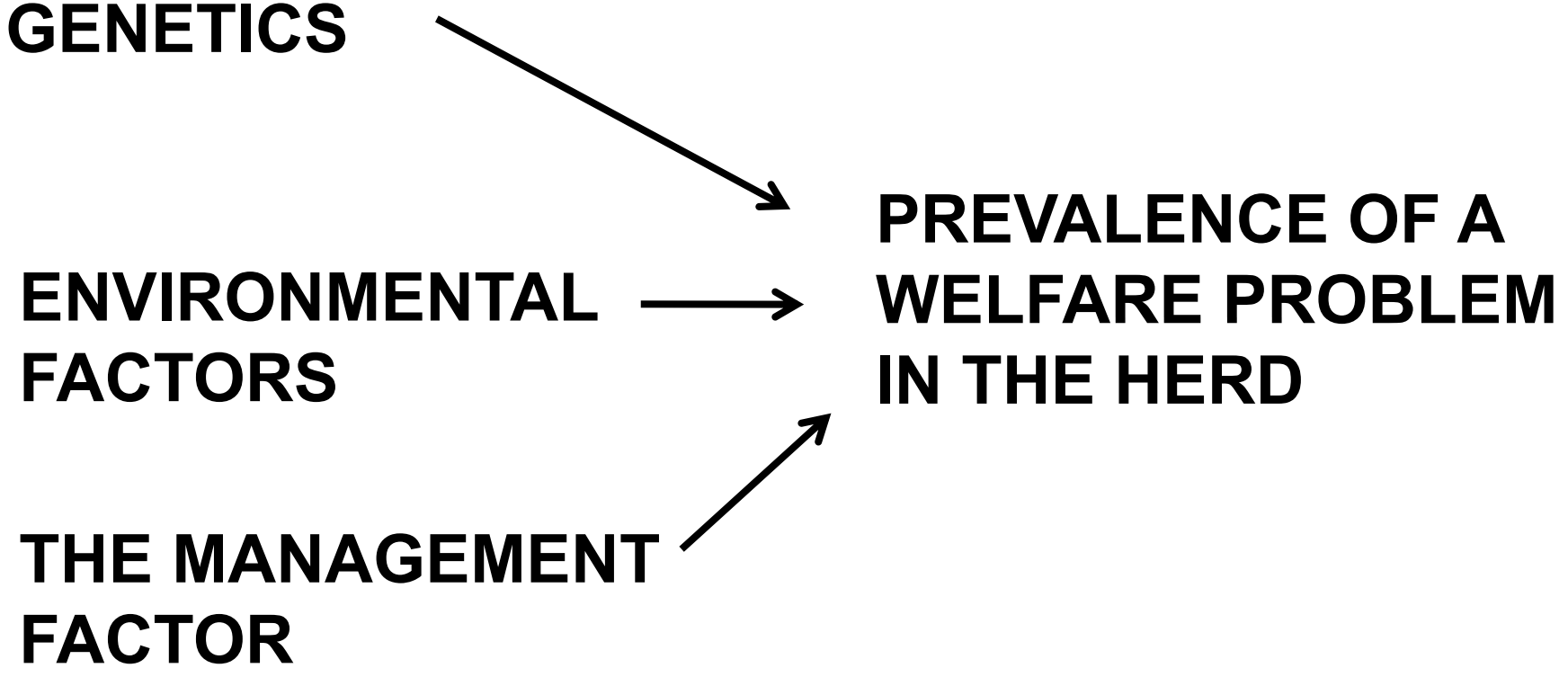
# *PRESENT REGULATION OF ANIMAL WELFARE*

- **Most current regulation of farm animal welfare is focussed on the environment in which the animals live**
- **For example requirements regarding: stocking density, quality of flooring and bedding, ventilation …**
- **Such requirements are in line with widely held views on animal welfare**
- **However, compliance with such requirements may be go hand in hand with severe animal welfare problems**
- **An example: Foot pad dermatitis in broilers**

# *LINK BETWEEN WELFARE PROBLEMS AND THE ENVIRONMENT*

- **Welfare problems are partly determined by genetic factors – this is also true for foot pad determatitis in broilers**
- **The rest is by definition determined by the enviroment**
- **However, in practice it is very difficult to pin down the cause of a problem like foot pad dermatitis to a few measurable environmental factors**
- **Therefore in practice there will often be three determinants of a welfare problem**

# *DETERMINANTS OF A WELFARE PROBLEM*



# *DIFFICULTY FOR TRADITIONAL FORM OF REGULATION*

- **Traditional animal welfare regulation only focuses on a limited number of environmental parameters**
- **Over the years more parameters have been added**
- **However there is a widespread concern about ”over-regulation”**
- **Complex regulations often leads to increased problems with compliance and control**
- **And in practice it has not been possible to regulate genetics**
- **Therefore serious welfare problems are not dealt with**

# *NEED FOR A NEW APROACH: REGULATION BASED ON OUTCOME*

- **An alternative approach focuses on outcome instead of the environment**
- **A maximum acceptable level regarding the prevalence of a specific welfare problem is defined**
- **A control is set up to measure the outcome**
- **If the level is unacceptable the farmer is fined or otherwise punished**
- **Thereby the farmer will be given an incentive to adjust**

# *EXAMPLE: REGULATION TO CONTROL FOOT PAD DERMATITIS IN BROILERS*

- **Outcome based regulation of food pad dermatitis was first set up in Sweden and later in Denmark**
- **Here I shall use the Danish regulation as a example**
- **The Danish regulation was put in place as part of a law from 2001 regulating broiler welfare**

# *MEASURING FOOT PAD DERMATITIS*

- **At slaughter 100 chicken feet from each batch of broiler chicken is inspected for food pad dermatitis**
- **Each inspected foot is evaluated**
  - **No foot pad lesions: 0 points**
  - **Few and minor foot pad lesions: 1 point**
  - **Many or severe foot pad lesions: 2 points**

Score 0

Score 1

Score 2

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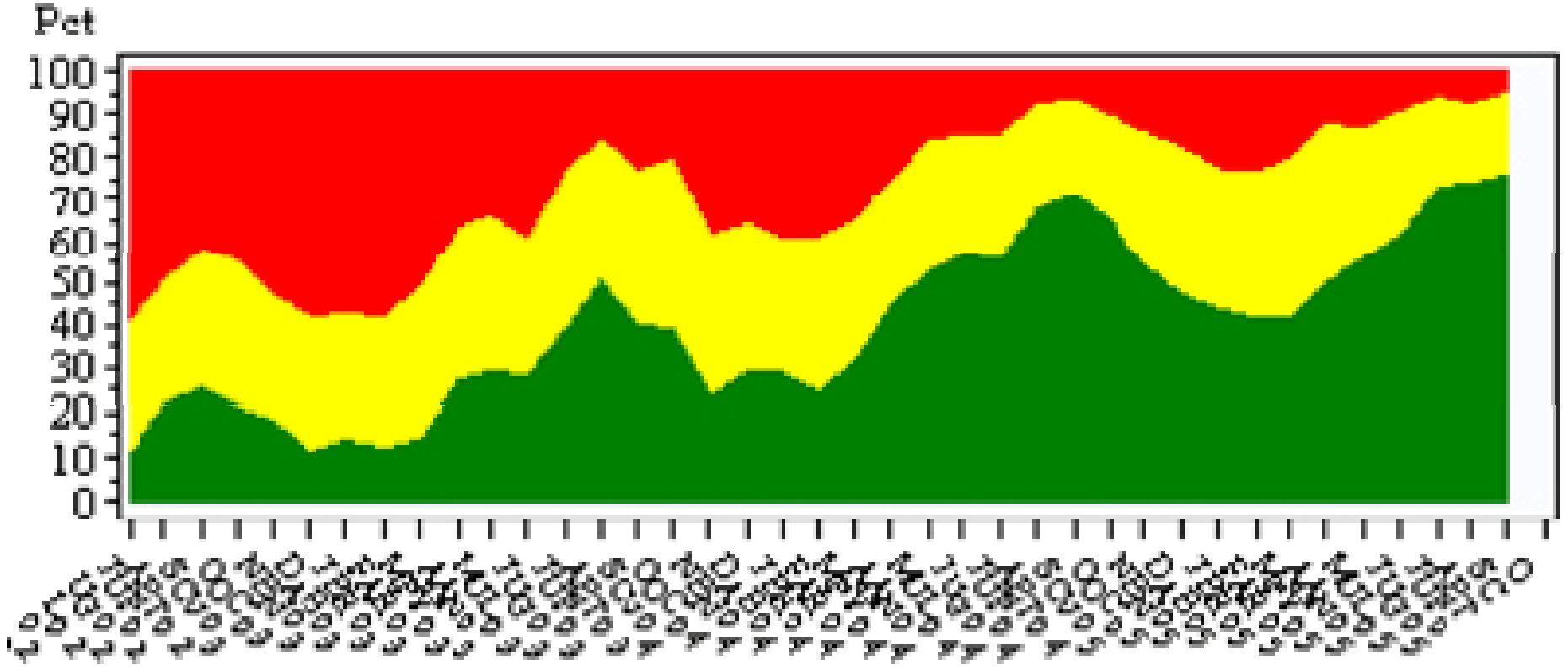
- **Categories**
  A. **Up to 40 points ≈ up to 20% severe lesions**
  B. **41-80 points ≈ up to 40% severe lesions**
  C. **81-200 points ≈ up to100% severe lesions**



# *SANCTIONS*

- **Rules of action:**
  - **A: Nothing is done**
  - **B: Appeal to the farmer about correction**
  - **C or repeated cases of B: Farmer is reported to the authorities**
- **Reported farmers receive an instruction to improve the situation**
- **Reported farmers are under increased surveillance**
- **Farmers may be required to decrease stocking density**

# *PREVALENCE OF FOOT PAD DERMATITIS IN BROILERS, DK 2002-2005*




A. Up to 40 points ≈ up to 20% severe lesions

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C. 81-200 points ≈ up to100% severe lesions

# *PROSPECTS FOR OUTCOME BASED MEASURES IN FUTURE REGULATION*

- **The Swedish and Danish regulations have been successful in achieving a dramatic reduction i foot pad dermatitis in broilers**
- **Originally the EU Commission proposed a similar regulation at EU level, but it was not included in the final version of the broiler directive**
- **However, the EU commission has through the project Welfare Quality and in various policy papers shown huge interest in outcome based measures of animal welfare**
- **This goes hand in hand with other trends**

# *TRENDS REGARDING REGULATION OF ANIMAL WELFARE*

1. **More focus on outcome based regulation**
2. **More focus on control made by farmers and slaughter houses themselves and less on public control**
3. **More focus on market based solutions (labelling) and less on statutory minimum requirements**

- **Questions for rest of this talk:**
  - **Advantages and problems regarding 1. ?**
  - **Coherence between 1. and the two other trends?**

# *TERMINOLOGY*

- **Two distinctions which seem to be more or less overlapping:**

  1. **Outcome based / environmental measures**

  2. **Animal based / resource based measures**



# *WHAT OUTCOMES?*

- **Not all outcomes may be reliable measures of animal welfare**
- **Examples of dubious outcome measures:**
  - **Fertility**
  - **Growth rates**
  - **...**



# *NOT ALL ASPECTS OF WELFARE MAY (EASILY) BE MEASURED AS OUTCOMES*

- **Disease and injury is relatively easy to measure**
- **These do of course matter**
- **However, welfare is more than just absence of disease and injury**

# *NOT ALL ASPECTS OF WELFARE MAY (EASILY) BE MEASURED AS OUTCOMES*

- **Disease and injury are relatively easy to measure**
- **And these do of course matter**
- **However, welfare is more than just absence of disease and injury**
  - **This is true even if welfare is just defined in terms of mental states**
  - **And even more so if natural living is viewed as part of welfare**



# *BALANCE BETWEEN ENVIRONMENTAL AND OUTCOME BASED MEASURES*

- **It is easy to agree that outcome based measures should have a larger role to play in future animal welfare regulation**
- **However, it is much less easy to agree on how to balance it against traditional forms of regulation**
- **Some will want it to replace traditional regulation of the environment in which the animals live**
- **Others see it as a mere add-on**
- **And then there is a lot of room for in-between views**

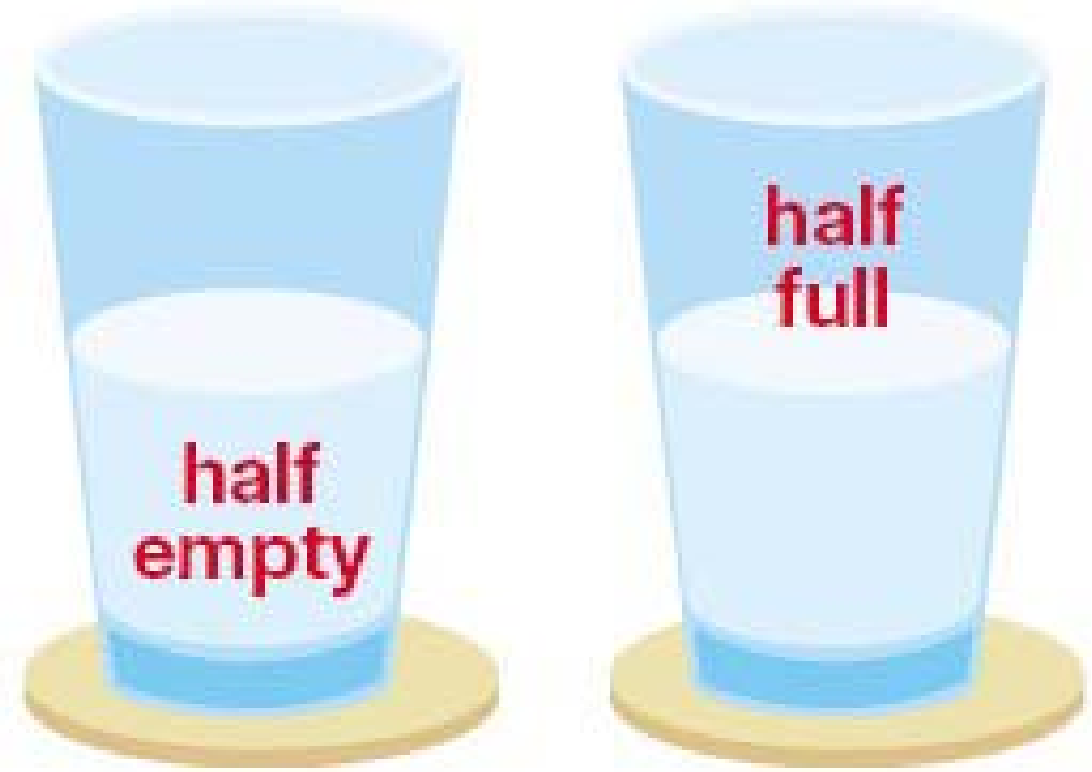
# *OUTCOME MEASURES LINK UP WELL WITH TRENDS IN QUALITY ASSURANCE*

- **There is already a strong trend within food production and parts of agriculture to regulate production by means of measures taken throughout the production chain**
- **This is for example the case for food safety issues**
- **Here regulation is also defined in terms of acceptable thresholds of pathogens, residues etc.**
- **However, this is not the case for animal welfare regulation**

# *PROBLEM FOR AN OUTCOME BASED MEASURE LIKE FOOT PAD DERMATITIS*

- **When foot pad dermatitis is accepted as a measure of animal welfare then an effort will be made to reduce the prevalence of this very painful condition for the birds**
- **However, at the same time it is accepted, that it is OK that a certain number of birds will still suffer**
- **This is strictly speaking not in accordance with animal welfare legislation in most European countries which typically gives each individual animal (and not each herd) a minimum level of protection**
- **So according to this kind of legislation one animal suffering is always one animal too many**

# *WIDER PROBLEM: HALF FULL OR HALF EMPTY?*



# Hvert år får 9 mio. kyllinger fødderne ætset

**Næsten hver 10. kylling får ammoniak-svidninger af sin egen afføring, fordi strøelsen aldrig skiftes. Trods brancheløfter har tallet knap bedret sig i seks år.**

ANDREAS LINDQVIST
OG NILAS N. HEINSKOU

Cirka seks en halv million slagtekyllinger har i løbet af 2010's første syv måneder fået alvorlige ætsesår på fødderne, fordi de har stået tæt i deres egen urin og afføring.

Når året er slut, vil antallet være næsten 9 millioner kyllinger, viser udregninger, som Politiken har lavet på baggrund af erhvervets egen database over sårindberetninger.

Tallene viser også, at antallet af kyllinger med de alvorlige ætsninger knap har ændret sig siden 2004, selv om fjerkræbranchen har lovet forbedringer i håndteringen af det velkendte problem.

»Det lyder, som om de har opgivet at gøre noget ved det. Det kan formentlig ikke blive bedre, før de begynder at skifte den strøelse, kyllingerne går på i deres 37 dage lange liv«, siger dyreværnschef i Dyrenes Beskyttelse Jens Svenningsen.

Ætsesårene – eller ammoniaksvidningerne på branchesprog – opstår nemlig, fordi kyllingerne går i det samme strøelse i hele deres liv.

Når strøelsen bliver fugtig og blander sig op med fuglenes afføring, bliver ammoniakkoncentrationen høj.

Samtidig står et typisk hold slagtekyllinger på 40.000 tæt, især som dyrene bliver større, hvor loven tillader 20 fuldvoksne slagtekyllinger per kvadratmeter.

**ÆTSNINGER. Danske slagtekyllinger har alvorlige problemer med såkaldte ammoniaksvidninger, som giver dybe og smertefulde sår i trædepuderne.**
Arkivfoto: Peter Hove Olesen

Resultatet er, at 8 procent af de 110 millioner slagtekyllinger, som årligt produceres, får ammoniaksvidninger og betændelser, som gør, at kyllingen bliver halt og nogle gange knap kan gå.

»8 procent er selvfølgelig en væsentlig andel, men det er ikke et dramatisk tal. Især ikke i forhold til, hvad det har været tidligere«, siger Thorkil Ambrosen som er chefkonsulent og ekspert i fjerkræ i brancheorganisation Landbrug og Fødevarer.

### Store fremskridt afløst af stilstand

Thorkil Ambrosen henviser til, at halvdelen af alle slagtekyllinger led af slemme ammoniaksvidninger indtil 2002, hvor det alvorlige dyrevelfærdsproblem kom på dagsordenen.

Herefter satte branche og lovgivere hårdt ind og lavede blandt andet et stikprøvesystem, hvor 100 slagtekyllinger fra hvert hold på typisk 40.000 undersøges for svidninger.

Har kyllingen ingen svidninger, får den karakteren 0, har den ansats til svidninger, får den karakteren 1, og har slagtekyllingen mange og alvorlige svidninger i form af sår, får den karakteren 2.

Kommer et hold slagtekyllinger to gange i træk over 40 point, indberettes det til myndighederne, som kan foretage kontrolbesøg.

Får en landmand over 80 point første gang, indberettes landmanden med det samme, og en af myndighedernes muligheder er at pålægge ham at have færre dyr per kvadratmeter.

Den konsekvente handling fra branche og myndigheder virkede og fik lynhurtigt antallet af svidninger ned, så det kun var 10 procent af dyrene som havde de alvorligste kategori 2-svidninger i 2004.

I de efterfølgende seks år har tallet dog stort set ikke ændret sig og ligger i dag på 8 procent. Hos de værste 5 procent af landmændene er det 61 procent af fuglene, som har de alvorligste ætsninger.

»Der er stadigvæk en lille fremadskridende forbedring – den er ikke så stor, men den er der. Det er betydeligt nemmere at tage de første slemme procenter end de sidste«, siger Thorkil Ambrosen fra Landbrug og Fødevarer.

»Jeg tror ikke, at vi kan nå nul. Jeg synes, 8 procent er acceptabelt, så længe vi stadig arbejder på at få det ned. Jeg tror godt, vi kan komme ned på noget, der minder om halvdelen, men om det tager fem eller otte år ved jeg ikke«, siger han.

### Krav om færre kyllinger i staldene

Formanden for Det Dyreetiske Råd, professor på Københavns Universitet Peter Sandøe, er ikke nær så imponeret af branchens resultater, når små ni millioner slagtekyllinger stadig får smertefulde ætsesår hvert år.

»Da lovgivningen kom, var der katastrofealarm. Dengang var der dramatiske problemer – og den positive historie er, at andelen af dyr med svidninger er blevet bragt meget ned«, siger Peter Sandøe.

»Men 8 procent er stadig et højt tal, og vi ved, at det kan bringes længere ned. Jeg kan ikke forstå, hvorfor branchen ikke selv går videre«, siger han.

Dyrenes Beskyttelse er enig og har en enkel måde at få antallet af ætsede kyllingefødder i bund. »Løsningen ligger i at få det lovfæstet, at der skal færre kyllinger per kvadratmeter, og at strøelsen skal skiftes undervejs. Vi vil presse på over for regeringen for en lovændring«, siger dyreværnschef Jens Svenningsen.

Chefkonsulent Thorkil Ambrosen fra brancheorganisationen Landbrug og Fødevarer mener dog ikke, at strammere lovgivning har gang på jord

»Den nuværende mængde ammoniakætsninger er groft sagt det, man kan opnå i den produktionsform, vi har i Danmark. Hvis vi strammer mere, må produktioner lukke, og så skal vi hente flere kyllinger i udlandet, hvor slagtekyllingerne har langt værre forhold«, siger han.

*Betyder det, at vi skal fire på dyrevelfærden for at hjælpe de danske landmænd?*

»Man skal gøre det, som er muligt, og så være realistisk. Den svidningsstatistik, vi har herhjemme, kan vi i den grad være stolte af. Du kan ikke lave en produktion, hvor der ikke er en vis procentdel svidninger«, siger Thorkil Ambrosen.

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**ÆTSNINGER**
**SLAGTEKYLLINGER**

**Indtil nu er der i alt** i år produceret 2039 hold af 40.000 kyllinger herhjemme.
**I 16 procent af holdene** var der alvorlige problemer med ammoniaksvidninger.
**I 5 procent af alle** kyllingeholdene var det i gennemsnit 61 procent af kyllingerne, som havde alvorlige svidninger.
**Der opdrættes hvert år** 110 millioner industrislagtekyllinger herhjemme, hvoraf to tredjedele eksporteres.
**Industrislagtekyllinger fra** ind- og udland udgør 99,8 procent af alt kyllingekød solgt herhjemme.

# *WIDER PROBLEM: HALF FULL OR HALF EMPTY?*

- **To the extent that improved animal welfare is going to be market driven there is need for positive messages: "By buying our product you get good welfare"**
- **However, messages about improved welfare based on outcome based measures can easily be turned into negative messages:**
  - **"Still 10% birds with sore feet"**
  - **Rather than "80% reduction of birds with sore feet"**
- **This is part of the explanation of why Welfare Quality has not been well received by European agriculture**

# *CONCLUSIONS*

- **Outcome based measures of animal welfare can play an important role in regulation aimed a getting rid of serious problems for farm animal welfare**
- **However, there will still be a need for minimum requirements of animal welfare defined in terms of environmental measures**
- **Outcome based measures fit well into quality assurance schemes already adopted by food industry and parts of agriculture**
- **Outcome based measures tend to give rise to negative messages and will therefore not help market driven animal welfare initiatives**