

Animal welfare in Finland

A national report on animal welfare



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Abbreviations

EFSA	European Food Safety Authority
EHK	Finnish Centre for Animal Welfare
ELLA	National Animal Experiment Board
ELY centre	Centre for Economic Development, Transport and the Environment
ETT	Association for Animal Disease Prevention
Evira	Finnish Food Safety Authority
FAO	Food and Agriculture Organization of the UN
HY	University of Helsinki
Hybrid	Cross-breeding result
ISY	University of Eastern Finland UEF
KYTÖ	Cooperation Group for Laboratory Animal Sciences
LUOMU	Organically produced
MMM	Ministry of Agriculture and Forestry
MTK	Central Union of Agricultural Producers and Forest Owners
MTT	Agrifood Research Finland
ProAgria	Finnish agricultural expert organization
RKTL	Finnish Game and Fisheries Research Institute
SLC	Central Union of Swedish-speaking Agricultural Producers in Finland
Tike	Information service center for Ministry of Agriculture and Forestry

1 Foreword

Scientific research has brought new knowledge on the needs and sensations of different animal species. Understanding the research results and applying them in practice for improving animal welfare takes time and requires consulting, training and active communication. The EU Treaty of 2009 acknowledges the nature of animals as feeling beings. Researched information was used as the basis in preparing the new European animal protection legislation. The legislation also aims for international influence, even though a breakthrough in addressing animal welfare questions at the WTO treaty level still remains elusive.

It is the duty of our society to take care of animals by taking into account their welfare requirements. The greatest factor on animal welfare is the quality of everyday life. The owner or handler of the animal is obligated to care for the animal every day, regardless of its species, use, or the owner's own circumstances. In addition to the knowhow relating to daily care, our attitudes decisively affect animal welfare as well.

Our attitudes are also influenced by public discourse. This first publication of the national animal welfare report gives a good basis for continuing an open and multifaceted discussion, by collating legislation, statistics, research aspects and links to further reading, as well as by examining what is meant by animal welfare and how it can be influenced. The varying points of view are well presented in several invited contributions. I believe that the species-specific synopses in this report will give the readers the basic knowledge they desire, starting with terminology.

The report will continue to be published in electronic form only, and it will be developed based on feedback and practical need. Work on animal welfare shall go on.

Jaana Husu-Kallio

Director

Finnish Food Safety Authority Evira (until January 31st, 2012)

2 Abstract

Animal welfare is of popular interest, and has gained prominence in social discourse in recent years. The subject is discussed in the news almost weekly. Forming an overall picture and having informed discourse on animal welfare is difficult, because people have rather splintered or biased knowledge on animals and animal husbandry. Making purchasing decisions on animal welfare grounds is difficult as well. The purpose of this publication is to offer citizens independent and reliable information on animal welfare in Finland. In addition, it gives the stage to the various parties promoting the welfare of animals.

Increasing knowledge

Animal welfare research in Finland is rapidly increasing, and is worth supporting and developing in the future as well. Finland, too, ought to offer a university degree on animal welfare.

Animal welfare considerations are included in all vocational degrees on animal professions. Animal welfare should be taken into account in national curricula as well. Teaching material and teachers' knowledge on animal welfare should be updated.

Commercial and advisory organizations provide animal welfare training for those working with animals, for example in the context of various projects. Animal welfare information services provided by animal protection organizations, and especially the educational activities aimed at children and youngsters, are active. The organizations bring issues of animal welfare into public discourse, and actively participate in politics.

Many owners of companion or hobby animals lack information on the welfare prerequisites of their animals, such as their natural behavioral needs, correct nutrition, exercise and companionship. Reliable, unbiased and research-based information on companion and hobby animal welfare is scarce and difficult to identify amidst other kinds of information.

Public measures

Legislation plays a central role in animal welfare, and the authorities control compliance with its requirements. The Ministry of Agriculture and Forestry has initiated modernization of the Animal Welfare Act, a task expected to take several years.

Control of animal welfare has been improved. State funds have been used to employ special municipal veterinarians dedicated to the task of control, as well as provincial veterinarians for regional state administrative agencies. Preventive animal welfare work, such as regular inspections on animal activity subject to notification, can thus be conducted with greater frequency.

The society encourages better animal husbandry through various subsidies. Support on animal welfare, investment or organic animal production comes on the condition of measures that exceed the minimum requirements of animal welfare regulations. Systems comparable to the Finnish investment and animal welfare support either do not exist in other EU countries or see very little use there.

Cooperation throughout the chain of authorities involved in ensuring animal welfare should be further developed, including the police and the justice system. This would, in addition to providing a well-functioning monitoring system, result in a streamlined, efficient and consistent prosecution of animal welfare crime.

A Farm Animal Welfare Council and a Companion and Hobby Animal Welfare Council have been founded in conjunction with the Ministry of Agriculture and Forestry. These assist the Ministry in animal welfare issues and policy formulation. State funds have also been applied to found the Finnish Centre for Animal Welfare to promote cooperation between animal welfare control and research, as well as animal welfare publicity.

Other measures

Welfare of Finnish animals is improved by the low incidence of diseases and the unique preventative animal health care system, under constant improvement. In recent years, the bovine and porcine health care system has been intensely developed from the viewpoint of animal welfare. On the other hand, deficiencies observed by the authorities indicate that there is still work to be done on animal husbandry. In addition, preventative measures against exhaustion of animal workers should be found, as an exhausted caretaker is an animal welfare risk.

An animal welfare labeling system would help consumers choose goods produced with special consideration for animal welfare. Unlike several other countries, Finland has not adopted such a labeling system yet, even though organic animal production to some degree takes into account animal welfare improvement. Verification of animal welfare ought to be on a farm-by-farm basis, and the system should be transparent, reliable and controlled by an independent agency. The system should economically encourage the

producers to improve animal welfare. In the promotion of animal welfare, the role of the entire food production chain should be reinforced, including that of retailers.

Animal breeding aimed at increasing productivity has resulted in health problems in farm animals. In companion and hobby animals, emphasis on appearance criteria in the breeding selection has e.g. weakened the welfare of several dog breeds. Animal breeding can be used to affect animal welfare, and should better take into account those characteristics beneficial for welfare.

Injured wild animals are currently treated in a number of zoos and parks as well as in bird houses. Organizing of this treatment should be the responsibility of an official authority.

Better animal welfare through cooperation

Promoting of animal welfare calls for action by several different parties. Research aims to establish the factors affecting animal welfare, and animal welfare authorities monitor compliance with the requirements of the law. Animal protection societies and organizations as well as various other parties strive to distribute information to the people and to influence decisionmaking on animal welfare. Through increasing knowledge, the influence of the citizens on animal welfare issues increases as well. Cooperation of all the parties involved is necessary for achieving the common goal of animal welfare improvement in our country.

3 Introduction

The animal welfare report has been created to collate up-to-date information on the state of animal welfare in Finland. Information for the report has been gathered from multiple sources. Statistical information mainly comes from 2007–2010. Each section of the report contains links relating to the subject matter, offering additional information. The report is meant for use by all citizens, and is intended to be published every third year.

The state of Finnish animal welfare and its changes can in the future be monitored through the indicators presented in this report. These include e.g. the results of animal welfare controls, outcomes of repeat inspections, number of animal welfare crimes and bans on animal keeping, evolution of regulations on animal welfare, various measures to promote the welfare of individual species, developing of teaching and research relating to animal welfare, promoting knowledge on animal welfare among citizens and animal keepers, and animal welfare activities among producers, industries, trade and consumers.

The report features an abstract, collating positive issues on animal welfare with issues in need of further work. The issues in the abstract are discussed in greater detail in the body of the report. The report presents current knowledge on what animal welfare encompasses, how it is taught in various institutes, and how it is researched. Economy and politics also influence animal welfare, and this angle thus is presented as well.

Animal welfare regulations guide animal husbandry and treatment. Monitoring of the regulations and its results as well as the number of animal welfare crimes is presented in the report. The report also features a brief overview of international animal welfare issues. At the end of the report, various indicators are given, including animal counts or estimates thereof. The appendix (in Finnish only) collates information on the husbandry and care of the most important Finnish companion, hobby and farm animals and the factors affecting their welfare.

Our animal welfare act extends to all animals, so no group of animals is deliberately left out of the report. However, the statistical and official data in the report predominantly deals with farm animals, the life of which is well documented thanks to the commercial nature of animal production. Statistics on animal welfare control work can be found for a timespan of several years.

No official statistical information exists on the welfare aspects of all the wild or domestic animals of our country. For example the numbers of dogs, cats and other pets and their state of welfare are a matter of educated guesswork only.

In the guest writer section of the report, experts and operators on animal welfare discuss e.g. farm and test animals and animal welfare in economy and politics. Some of the important and numerically significant animal groups, such as fish and fur animals, lack a guest writer entry. These animal groups as well as others receiving limited attention in this report will be represented in later reports.

Outside the abstract section, the report does not aim to take sides, but rather offers information on issues affecting animal welfare.

The report has been created by Finnish Centre for Animal Welfare (EHK). The report will be published in electronic form.



4 Authors of the report

In addition to the workers and executive group of the Finnish Centre for Animal Welfare (EHK), officials in charge of guiding and managing animal welfare monitoring at the Finnish Food Safety Authority Evira, as well as officials preparing animal welfare regulations at the Ministry of Agriculture and Forestry, have participated in writing this report.

Many thanks to the guest writers: Tiina Kauppinen, Saara Kupsala, Hannele Luukkainen, Jouko Nieminen, Sanna Nikunen, Marianna Norring, Kati Pulli, Simo Tiainen, Birgitta Wahlberg and Helinä Ylisirniö. Thanks also to the writer of the preface, Evira director Jaana Husu-Kallio (director until January 31st, 2012). Numerous experts have participated in the making of the report, for which we're very grateful.

The commentary rounds version of the report was commented upon by some 60 people. We could not include all the proposed changes without excessively expanding the report. Many thanks to everybody for the statements and comments.

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5 Animal welfare and evaluation thereof

Animals are sentient individuals whose needs and welfare criteria vary. The needs of animal species do not always match human needs, so one should be wary of anthropomorphizing. Mere acknowledging of species-specific needs is not enough, either, because there exist very different breeds and individuals within a species. Research also indicates personality differences between individuals.

5.1 Welfare is the experience of an individual animal

Animal welfare is the experience of an individual animal, varying from good to bad. Welfare is a broad concept, encompassing e.g. physical and mental health, normal grown and, for animals under human custody, good care. Health is an important factor in welfare, but welfare is a broader concept than health. Output is insufficient for determining welfare, too, for an extensively bred farm animal can at least on the short term produce very efficiently at the cost of its own welfare. The state of an animal's welfare cannot generally be tasted or seen in the animal product. Animal welfare regulations establish the minimum requirements for animal husbandry and care. Meeting these regulations does not necessarily guarantee the welfare of the animal, however.

Production animals have been bred to produce meat, wool, fur, milk and eggs. Good yield does not necessarily always guarantee the welfare of the animal.

Several definitions of animal welfare exist, and choosing the definition, the emphasis on its various components, and the starting point all affect the evaluation of welfare and the decisions made on this basis (Chart 1). Definitions combining the biological functions of the animal with the sensations of the individual animal are widely supported within the animal welfare research community.

5 Animal welfare and evaluation thereof

Chart 1. Starting points for defining welfare

Based on need	The needs maintaining the health and comfort of the animal are essential for welfare. The priorities of the needs are defined by how much the specific need affects the animal’s ability to live its life.
Based on adaptation	The physical and psychological costs of adapting to the environment define the welfare of the animal.
Based on stress	Strong, frequent and long-lasting stress decreases the welfare of the animal.
Based on sensation	Only the feelings of the animal are significant for welfare. Welfare is not compromised e.g. due to illness or physiological deficiencies unless the animal is experiencing them negatively.

According to the Finnish Farm Animal Welfare Council ”Welfare is the animal’s experience on its psychological and physical state. An animal’s welfare is affected by its ability to adapt to developments and conditions in its environment. If adaptation is not possible, or if it causes the animal constant or intense stress, strain or pathological changes, the welfare of the animal is reduced. Animal welfare can be affected by conditions of husbandry, care and breeding.”

5.2 Five freedoms – the road to welfare?

Animal welfare has been customarily viewed since the 1960s through the so-called [Five Freedoms](#) (Farm Animal Welfare Council, Great Britain). The five freedoms are

- freedom from hunger and thirst
- freedom from discomfort
- freedom from pain, injury or disease
- freedom to express normal behavior
- freedom from fear and distress

The list of five freedoms has been critiqued for not taking into account the importance of the positive experiences of the animal. The life of an animal is not felt to be worth living unless the animal has the opportunity to also experience positive feelings.

5.3 Evaluating animal welfare on a production farm

Various indicators have been developed for scientific research and evaluation of animal welfare in practical situations. The indicators can quantify the external circumstances or variables concerning the animals themselves, such as skin scratches, nose bleeding, aggression between animals, or the fear the animals show towards humans.

In the [Welfare Quality®](#) research initiative funded by the EU, methods of assessing bovine, porcine and poultry welfare have been developed for use on production farms and in part on slaughterhouses as well. The Welfare Quality method principally evaluates the animals themselves in addition to their environment – for example, the speed at which the animals lie down, the social contacts between them, or the condition of their skin and fur. The Welfare Quality method of estimating is based on four fields of welfare (figure 1), based on the five freedoms (see chapter 5.2). The evaluation system also includes qualitative assessment of the positive feelings of the animals. The Welfare Quality system remains in development, however. The attitudes and structures of the society are not yet ready for the wide application of a method like this, yet the need to verify animal welfare in animal products clearly already exists.

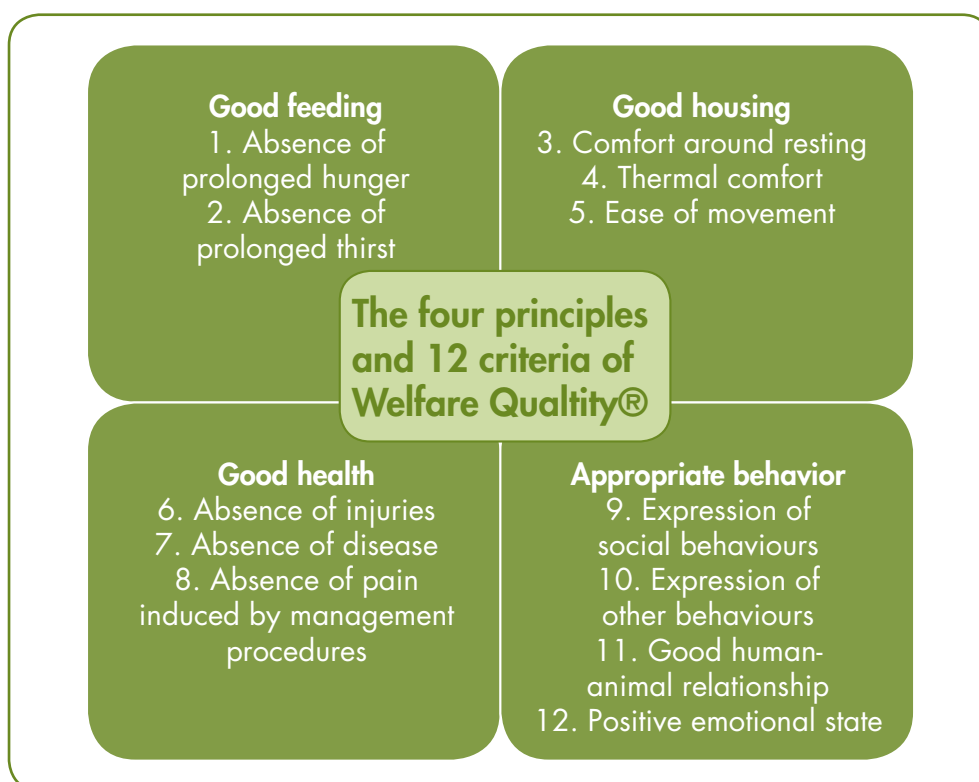


Figure 1. The four principles and 12 criteria of Welfare Quality®.

5.4 Behaviour is a sensitive indicator of welfare

Behaviour is in a central role in evaluating animal welfare, as it usually is the first means by which the animal tries to adapt to its environment. Behaviour is the first to change when the animal is subjected to external or internal pressures. Behaviour thus is a sensitive indicator of welfare: more sensitive than e.g. health, yield or consumption of feed.

The behaviour of an animal changes as its welfare decreases. For example the rest periods of a dairy cow grow shorter on a hard surface. Various forms of anomalous behaviour, such as tail biting on pigs, may increase as welfare decreases. Some forms of anomalous behaviour can reveal what the animal is suffering from. For example the suckling of other calves by calves may tell of their unsatisfied need for suckling. Formulaically repeating stereotypical behaviour, such as weaving by horses (the horse moves rhythmically from side to side) or tongue rolling by dairy cows tells that the animal at some stage of its life has faced a difficult situation and has adapted to it by developing the stereotypical behaviour.

Because behaviour is easily disturbed by changes in the environment of the animal and due to various procedures, automated monitoring technologies and techniques that disturb the animal as little as possible have to be developed for welfare research.

5.5 Stockperson is of great significance

The stockperson presents a crucial influence on the welfare of his or her animals. The ideas and attitudes of the stockperson influence both directly and indirectly his or her way to care for and handle the animals. The stockperson's own coping and motivation are significant to animal welfare as well. Finnish animal keepers consider their own welfare a significant factor for animal welfare, but they find measures aimed at improving their ability to cope difficult to execute. The significance of the stockperson on farm animal welfare is expanded upon in the guest writer section of the report (see the end of the chapter 5).



5.6 Breeding affects animal welfare

The joint existence of man and dog is the oldest of the relationships between humans and animals. The dog is our first domesticated animal. The history of domestication of sheep, cows, horses,

chickens, goats and pigs started ca. 10,000 years ago. Man has selected for and bred into domestic animals the sort of characteristics desirable for humans, such as easy character, good production and pleasant looks. The senses and needs of domesticated animals still remain largely unchanged from their wild counterparts. Selective breeding can nevertheless rapidly affect animal domestication and looks. A good example of this are the domestication experiments on foxes at fur farms by Dimitry K. Belyaev, a Russian scientist.

Selective breeding does not always promote animal welfare. Farm animals have been mainly bred for production capacity. The goal has been and remains an individual that produces more meat, milk, eggs or progeny, as quickly as possible, and consumes feed efficiently. Monotonic selecting for production has brought with it health problems: e.g. the fast muscular growth in meat-producing poultry has jeopardized their health. On pets, selection emphasis on looks has reduced the health of many breeds. The Finnish Veterinary Association has stated that for some currently existing breeds of dogs, the only possible way to produce healthy offspring is the crossing of breeds.

The welfare problems brought upon animals by breeding may be alleviated by further breeding measures. Farm animal breeding programs have introduced animal welfare attributes beside the yield-improving properties.

5.7 Researched knowledge on animals is increasing

A wide range of animals, from fish and birds to mammals, can feel pain and highly probably also positive sensations. Research has revealed a lot of new information on animal sensations, and also increased the concern for sufficiently good treatment and husbandry conditions of animals. Assimilating the new knowledge on animals in the society takes time, as does distribution of this knowledge to the people and applying it in animal legislation.

Even though researched knowledge on animals is increasing, the citizens often have limited knowledge on animals, typically limited at a single species, usually cats or dogs. Companion animals can suffer welfare problems through ignorance: they are overfed with luxury foods or their need for exercise and activity is ignored. Our knowledge on farm animals and their care and needs is often lacking as well. We need more researched knowledge on animals, for example on the needs of different species and breeds.

5.8 Animal welfare and society

Humans and humanity would not exist if not for animals. Whether the animals fare well or not is reflected on us humans, on our self-image, society and culture. Nearly all people exploit animals in one way or another, so we all share moral responsibility for animal welfare. Consumers, producers and the state carry different and differently sized responsibilities on animal welfare. The presence of animals has many effects on and significances for us. Animals produce welfare for humans through sheer presence already, but also e.g. through animal therapy.

Our attitude towards animals is varied and culturally influenced, and depends on our relationship with the animal individual or species in question. Our animal relationship thus sometimes is illogical. The wild rat is a pest, the laboratory rat a valuable test animal, and the domesticated rat a pet; in some cultures and religions, the rat is a worshipped and fed ritual animal. Finns cannot have Christmas without the ham of pig or Midsummer without grilled pork. Muslims in turn do not grow pigs nor eat pork.

Illogic is present in animal welfare regulations as well. The minimum requirements for animal housing vary according to the category in which we place the animal. A fox kept in a zoo has entirely different requirements from those applying to its caged production animal species-mates – with more space and stimuli. Even though the species is the same, a companion or zoo animal is valuable to humans differently from a farm animal. The keeping of farm animals is also affected by hygiene criteria.

Our animal production is moving towards fewer farms with greater numbers of animals, with outside access limited for e.g. biosafety reasons. The experience-based knowledge of the citizens on farm animal conditions and treatment thus tends to remain limited. The ideas and expectations of the people fail to match production reality. Good conditions for animal welfare can be arranged on newer production facilities with larger animal counts, but on big farms the risks of e.g. animal disease control are great. Size is a relative matter in the context of Finnish animal production farms, however, as our small, largely family-owned farms tend to have low animal counts by international standards.

Animal welfare is an issue a EU citizen has to take into account just like environmental issues. According to the EU Treaty of Lisbon, animals are sentient creatures, which has to be taken into account in their treatment and husbandry. The slightly higher than average concern among Finns about animal welfare issues was revealed by the EC-funded survey, Eurobarometer, published in November 2010 ([Eurobarometer 354: Food-related risks](#)). Farm

animal welfare was a cause of concern for 66 % of Finns, and for an average of 64 % of all EU citizens polled.

International discussion on animal welfare has intensified in recent times. Animal welfare is more frequently brought up in the media and in the social media. Newspaper editorials and opinions columns have in recent years frequently addressed animal welfare control and violation of legislation as well as the state of animal protection and its regulations in Finland and in the world. The discussion has spanned measuring and assessing of welfare, the ethics of animal treatment, animal welfare as a quality criterion of food products, justification of intensive farming techniques, as well as the question of how much damage to the animals we can do in the name of production.



Links

- European Animal Welfare Platform: [report on consumer ideas and attitudes on farm animal welfare](#).
- Danish University of Copenhagen animal ethics site [Animaethics.net](#).
- The [Animal Ethics Dilemma page](#) allows you to test your own animal ethics views.

Animal welfare stems from producer welfare

Producer's attitude is decisive

The producer is in a key position as regards animal welfare in animal production farms. He or she decides on the investments in improving animal welfare at the farm. After the requirements of animal protection regulations are met and the producer price established, what remains is the professionalism and skill of the individual producer, and his or her attitude towards animal welfare. Attitudes influence our behavior towards animals, and thus further their welfare and even their productivity.

On pig farms, the positive attitude of the stockperson and his or her behavior towards the animals have been shown to correlate to a higher than average piglet productivity and lower piglet losses. On dairy farms, research indicates that the motivation and job satisfaction of the stockperson, as well as the individual treatment of animals, are connected to a higher than average milk yield.

Animal welfare as intrinsic and extrinsic value

Finnish production animal farmers ponder animal welfare profoundly and comprehensively. My dissertation being prepared at the University of Helsinki shows that pig and dairy farmers consider animal welfare a prerequisite for high yield. On the other hand, not all farmers necessarily regard even high yields as being connected to animal welfare.

The producers feel welfare can best be promoted by improving the environment, investing in animal health, treating the animals well and taking care of the well-being of the producer. Improving animal welfare isn't necessarily expensive. It may also be seen as small and simple acts, such as stroking the animals and talking to them.

Most producers find animal welfare important and feel that one should invest in the welfare of each individual animal. For part of the producers, animal welfare is an intrinsic value, a fundamental right of the animal to be impeccably treated and cared for. Others feel that welfare is not just a prerequisite for high yields, but also a means to achieving those. Welfare must thus be cherished for its monetary benefits. These ways of valuing welfare, intrinsic and extrinsic, are not exclusive but often overlap in the statements of the producers. The animal itself may not care which significance the producer assigns to animal welfare, as long as this leads to proper care and conditions.

Fighting producer exhaustion is the key

As production units grow larger and profitability more difficult to achieve, the risk of producer exhaustion grows, affecting working motivation. The producers find their own welfare a necessary condition for animal welfare, but keeping exhaustion at bay is often felt to be challenging. A well-being animal gives joy to its caretaker and gives meaning to the work. Several producers desire practical support and means for alleviating their workload and increasing the chances of distancing themselves from work. Taking a holiday from animal husbandry on good conscience and without ill effects to the care of the farm and the animals is by no means a given for the producers. Good vacation replacements are of essence.

The veterinarian is an authority

Veterinarians, slaughterhouses and dairies are the most important authorities of the producers. The authorities affect the way the producers themselves define animal welfare. Animal health and lack of illness are traditional indicators of welfare from the point of view of the veterinarian. Good growth and high quality of meat or milk in turn matter to the slaughterhouse and the dairy. These are part of the producer definition of animal welfare as well. The authorities wield power, as their opinions can have a direct influence on producer attitudes and actions.

Good attitude, better yield

The more important the producers find their animals' welfare, and the easier they find it to promote that welfare in practice, the better production figures they can achieve. Good treatment of animals, valuing of proper conditions, strong working motivation, open and extrovert attitude, entrepreneurship and interest in expert knowledge are all associated with better piglet productivity.

The more positive the producer's attitude towards developments in his or her field of business, the more enthusiasm he or she shows towards research and discussion, the easier it is likely to be for him or her to adopt new methods and question old ones. Also essential is the producer's ability to pick good animal husbandry practices and apply them to his or her own farm. Producers valuing welfare will give better care to their animals, e.g. by ensuring their health and condition. However, producers who only give extrinsic value to animal welfare may also provide superbly for the welfare of their animals.

Connections between animal welfare and yield are difficult to assess, as the causal relationships between an animal or a herd and their yield are complex. The effect of a single application on the overall welfare of an animal is often difficult to demonstrate.

The guest writer Tiina Kauppinen is a researcher at the University of Helsinki.

6 Animal welfare training and education

The national pre-primary, basic and upper secondary level education plans do not separately mention animal welfare in their core curricula. However, the curricula refer to welfare of the environment as well as respect of life. Municipalities as organizers of education are responsible for creating the locally applied curricula based on the national core curriculum. It would be possible to present the animal welfare viewpoint in the local curricula. In basic and upper secondary teaching, the chances of the teachers to discuss animal welfare issues are limited by the subject not being included in significant scope in the learning material of any subject. Neither does teacher training provide information on teaching animal welfare matters.

6.1 Animal welfare in national curricula



Pre-primary education

In the national pre-primary education core curriculum (2010) it is stated that a child in pre-primary education learns to ponder right and wrong. His or her role as a responsible member of the community is strengthened. This can in principle be viewed as including consideration of animal welfare, even though this is not separately mentioned.

Basic education

The national basic education core curriculum (2004) requires raising the pupils to responsibility and to observation of changes in the welfare of the environment. Animal welfare may be seen as being connected to the welfare of the environment, yet it is not separately mentioned. Especially education in biology guides the pupils to appreciate life and protect the environment. Basic education teaches animal behavior or ethology, a subject closely related to animal welfare; the emphasis is on wild animals.

Upper secondary education

According to the upper secondary education core curriculum (2003), one of the starting points of upper secondary education is respect for life. The aims of biology teaching emphasize promotion of environmentally responsible behavior. Animal welfare may be discussed in gymnasium-level biology

courses, but ethology already is one of the fields of mandatory biology courses that often is left undiscussed due to lack of time. In order to really make animal welfare part of upper secondary biology education, the Matriculation Examination Board would have to include questions on animal welfare in at least some of the biology exams. In Sweden, it is possible to study Ämne Djur, the Animal Subject, for as many as six courses.

Vocational education

Institutions giving initial vocational training on animal-related subjects under the auspices of the Finnish National Board of Education are following the core curriculum for vocational training. The core curriculum on the subject of natural resources and environment always includes education on animal welfare. In initial vocational training, qualifications involving animal welfare training include Rural Entrepreneur, Fur Farmer, Animal Attendant, Groom, Riding Instructor and Reindeer Herder. In addition, there are basic and special qualifications preparing for a profession involving animals.

Qualifications preparing for animal-related professions officially only exist in initial vocational training. There are no official qualifications in further and special vocational education. Various animal-related qualifications and teaching institutes can be found on the website of the Finnish Centre for Animal Welfare (EHK).

The Farm Animal Welfare Council has observed the need for increased teaching and education on animal welfare and [petitioned for increasing animal welfare education for children and young people](#). The petition states that teaching on animal-related subjects should be increased in elementary and upper secondary schools, and the material on animal husbandry used by the schools should be brought up to date. Especially children in elementary school are at an optimal age for learning about animal welfare.

6.2 Animal welfare education at universities

No master's-level majors or minors on animal welfare are available in Finland. In applied natural sciences, separate master's studies on animal welfare are mainly offered in the subject of animal husbandry and welfare at the Faculty of Veterinary Medicine and at the Department of Agricultural Sciences of the Faculty of Agriculture and Forestry of the University of Helsinki. The biology program at the Joensuu campus of the University of Eastern Finland offers master's studies on animal welfare as well. The Universities of Helsinki and Eastern Finland are the only ones with chairs on animal welfare science in Finland. In addition, the Faculty of Veterinary Medicine at Helsinki carries a clinical teaching position animal welfare and protection, and the University of

Eastern Finland features a joint research and teaching position, of university researcher on animal behavior and welfare.

In universities offering studies in biology, it is possible to study animal welfare –related behavioral ecology at least in individual courses, and the emphasis is on evolutionary mechanisms. In behavioral ecology teaching and research, wild animals are typically discussed.

Researcher training in universities includes courses on the use of laboratory mammals, mainly rats and mice, giving the student a FELASA (Federation of European Laboratory Animal Science Associations) B or C category competence on conducting or leading animal testing. Researchers using animals other than mammals do not have animal welfare training available. For example experimental fishing is a commonly used method that lacks researcher training on fish welfare considerations.

Animal welfare teaching in social sciences is offered by the Faculty of Social and Economic Sciences at the Joensuu campus of the University of Eastern Finland. University courses on animal welfare subjects can be found tabulated at the Finnish Centre for Animal Welfare website.

6.3 ANIWEL doctoral training programme

The Academy of Finland has since 2006 funded a multidisciplinary researcher school on animal welfare. On its second Fiscal Year (2010–2013), the ANIWEL doctoral programme concentrates both on animal welfare and clinical veterinary medicine, and offers courses and supervising on postgraduate studies of these subjects. The ANIWEL programme involves some 60 postgraduate students aiming at a doctorate. By the end of 2010, seventeen dissertations have been completed. The programme is led from the Faculty of Veterinary Medicine at Helsinki. The other member universities are the University of Eastern Finland, Åbo Akademi and the University of Turku. Evira and MTT also participate in the activity.

6.4 Further animal-related training

The Farm Animal Welfare Council has collected a table on animal welfare training organized by authorities, universities, societies and economic interests. The list contains e.g. the numerous animal welfare training sessions and seminars for animal welfare authorities organized by Evira.

In 2010, Evira organized an open Seminar on animal welfare in Helsinki. The seminar featured lectures on animal welfare and its measuring, as well

as presentations by authorities on animal welfare regulations and their monitoring, plus commentaries by various interest groups.

The Animal Welfare Research Centre of the University of Helsinki has organized an animal welfare forum annually. The first forum in 2008 dealt with animal pain, the next in 2009 with equine welfare; the 2010 forum discussed canine welfare and the 2011 one tackled dog, cat and horse obesity.

The Finnish Federation for Animal Welfare Associations (SEY) has in 2009–2011 organized an open six-day animal protection course, dealing with animal protection issues, various species and animal welfare regulations. Those passing the course can apply for the FFAWA animal welfare inspector course.

Representatives from various organizations will visit schools on demand to talk about animal welfare issues. Such school visitors and emissaries are part of the operations of at least [Federation for the Protection of Animals Animalia](#), [Luonto-Liitto](#), [Finnish Federation for Animal Welfare Associations \(SEY\)](#), [Finnish Fur Breeders' Association \(STKL\)](#) and [Central Union of Agricultural Producers and Forest Owners \(MTK\)](#).

6.5 EU stance on animal welfare teaching

The EU animal welfare policy is based on Article 1 of the [Lisbon Treaty](#). It recognizes animals as sentient beings, meaning they have to be treated so that they do not unnecessarily suffer. This applies to animals under human care, such as farm animals, animals being transported, and animals being slaughtered. Thus, the decision has been made to emphasize the significance of animal welfare education in the EU. According to the EU commission, the views and knowledge of citizens on animal welfare issues have to be influenced at childhood already, when the education will be at its most effective. Commission activeness on animal welfare training is highlighted by the first international Conference on animal welfare education and training in Brussels in October 2010.

The new EU animal protection regulations include a requirement for training and education in animal welfare issues for people working with animals. For example regulations on broiler protection and killing and transportation of animals involve the requirement for training.

6.6 Material on animal welfare education

Training material produced by authorities

The Finnish Food Safety Authority Evira's "Compilation of animal welfare regulations" -leaflets (only available in Finnish and Swedish) give species-specific key animal protection regulations on animal husbandry and welfare. The leaflets encompass various farm, companion and hobby animals.

Training material produced by animal protection associations

The Finnish Federation for Animal Welfare Associations (SEY) has since 1990 produced a package for the Animal Week (annually on October 4–10), discussing in recent years the Finnish horse, wild animals, fish, pigs, rabbits and small rodents. A materials package on pigs jointly produced by SEY and Animalia in 2010 was ordered for schools in 70,000 copies. The fish-themed material for the Animal Week of 2009 was printed in 25,000 copies. SEY has for a long time organized an animal skills training event funded by the Ministry of Education and aimed at children and young people, educating them on dogs, cats, rabbits and other companion and hobby animals. Those passing the course receive an ELLU animal skills card as proof for their skills.

Links

- [Finnish National Board of Education: core curricula.](#)
- Training on animal-related subjects can be found e.g. on the National Board of Education [trainingnet](#)
- [FAO Gateway to Farm Animal Welfare](#): international pages on animal welfare knowledge, including a directory page on animal welfare training organizations.
- By the Central Union of Agricultural Producers and Forest Owners (MTK): [Animal welfare channel on YouTube, with videos from Finnish production animal farms.](#)

Citizen views about farm animal welfare in Finland

*In international comparison, Finns emerge as a trusting nation on farm animal welfare issues. For example the [eurobarometer poll \(2005\)](#) tells that out of the citizens of 25 EU countries, Finns give the most positive evaluation on the level of dairy cow and pig welfare, and trust European animal protection legislation the most. Similar results have emerged from the research project on Finnish conceptions of animal issues *Politicised Animals: The Consumer and Farm Animals* ([polle](#)). The poll performed in the project (n = 1,890) tells the Finns have fairly good confidence in dairy, beef, sheep and reindeer production; the clear majority (57–79 %) estimated animal welfare to be very or fairly good in these forms of livestock production. On the other hand, trust in animal welfare on intensive animal production is noticeably at a lower level. Poultry and pig welfare is considered very or fairly good by a minority of Finns (28–41 %).*

The high confidence of Finns on extensive forms of livestock production is partially rooted in the strong rural contact of the population: late urbanization has retained a close connection to food production and maintained an emotionally based trust based on personal relationships and contacts with farming communities. It seems, however, that this traditional trust is partially crumbling. Ongoing urbanization and the rapid structural change in livestock production (the concentration of animal production in large units) have weakened the contact between consumers and animal production. At the same time, new viewpoints questioning animal production have entered social discourse, as undercover films produced by animal rights activists have made headline news in recent years. The changed trust environment may partially explain the lower rating of pig and poultry welfare as compared to sheep and cattle welfare among Finnish citizens. Pig and poultry production have been distanced the most from ordinary consumers, and they have received the greatest negative media attention. In addition, the poll revealed that the consumers value a natural life and individual care for the animal, factors unlikely to be part of large scale pig and poultry production. In contrast, dairy and sheep production are still strongly linked with the traditional and idyllic methods of farm animal production in the Finnish cultural imagery.

On the other hand, the critical attention on animal production has not been fully channeled to consumption behaviour. Although vegetarianism, semi-vegetarianism and consumption of organic foods have increased, changes have still been fairly limited. For example the market share of organic eggs is 7.4 percent of all household egg purchases, that of milk and milk

products is 1.4 percent, and that of organic meat and meat products just 0.5 percent. According to our poll, Finns include 3.1 percent of self-reported semi-vegetarians (consuming meat fewer than once per week), 2.6 percent of pesco-vegetarians (eating fish but not other meats) and 1.1 percent of vegetarians (lacto-ovo-vegetarians, lacto-vegetarians and vegans).

On the other hand, our poll tells us that among the Finns there are also significant numbers of critical consumers, active on the farm animal welfare issues. For example some quarter of those polled believes in the individual consumer's ability to have an influence in farm animal welfare issues as well as thinks about farm animal welfare while doing groceries. In addition, about a quarter of the polled feels that consumption of meat ought to be reduced for environmental reasons, or that meat products ought to be consumed in limited amounts because their production involves slaughtering.

Thus on the level of attitudes, Finns appear ready for changes, even if this attitude potential has not yet manifested as actual change in consuming habits. Consumer choices are a complex process, defined e.g. by social norms and institutional limitations. For example limited knowledge of modern animal production practices and low availability of alternative farm animal products or vegetarian foods in mainstream restaurants and groceries feature in the lack of change.

Guest writer Saara Kupsala is a researcher in the University of Eastern Finland.

7 Animal welfare research

Animal welfare is a rapidly growing field of study that in recent years has strongly emerged abreast with traditional animal research fields. Animal welfare research gained a foothold in Finland in the 1990s. The need for information on animal welfare issues has grown and continues to grow; it is thus natural that demand and funding for animal welfare research have grown as well.

Animal welfare is a fairly broad field of study, much like welfare as a concept. The strongest area of animal welfare research has long been the scientific study of animal behavior. Behavior is a sensitive and reliable indicator of changes in the state of an animal's welfare, and combined with physiological methods gives a fairly complete picture of the state of the animal. Animal welfare research is not limited to physical sciences, however. Animal welfare, its definitions, regulation and monitoring are quite decidedly social issues as well, so social sciences research on the subject is also important.

7.1 Animal welfare research in Finland

Current subjects of animal welfare study in Finland include animal sensations and pain, measuring technologies, farm animal welfare estimation methods at farm level, and many fields of social animal research, such as consumption vs. animal welfare. Animal illness research is conducted at the Faculty of Veterinary Medicine at the University of Helsinki. Breeding and nutrition research is conducted at the University of Helsinki and the Agrifood Research Finland MTT.

The Farm Animal Welfare Council has listed for 2010 certain national animal welfare research needs. The farm animal welfare strategy from 2006 also lists national research needs on animal welfare.

7.2 Animal welfare research in EU

The European Commission has for a long time funded research on animal welfare. EU funding supports projects aimed at improving farm animal welfare and developing alternative methods to laboratory animal use. EU emphasized the significance of scientific research as the bases of politics and regulations. EU



has supported animal welfare projects through the current and preceding Framework Programmes on research and development.

Welfare Quality was a broad research project of 44 universities and research institutes, funded in 2004-2009 through the sixth EU Framework Programme, and yielding European indicators for pig, cow and poultry welfare evaluation at farm level. The system of indicators is not quite complete yet, however. The Welfare Quality indicators are novel in emphasizing observation of the animals themselves in addition to their environment. Because the methods developed in the Welfare Quality project are increasingly in global demand, their practical implementation and updating has been trusted on the [Welfare Quality Network](#) of researchers. Also based on the Welfare Quality project results is the EAWP ([European Animal Welfare Platform](#)) project, intended to improve farm animal welfare in the food production chain. EAWP is a discussion forum for producers, refiners, retailers, researchers and other interest groups.

[Animal Welfare Indicators](#) (AWIN) is a EU-funded project began in 2010 and aimed at developing animal-focused indicators of welfare, e.g. for measuring pain on sheep, goats, horses, donkeys and turkeys. The project thus develops welfare measuring methods for species not covered by the Welfare Quality project. The AWIN research project puts an emphasis on studying connections between illnesses and animal welfare.

The European [EconWelfare](#) project (2008–2011) covered the economic viewpoints on animal welfare, the political options, and suggestions to policymakers on welfare improvements. The project e.g. studied the benefits and costs of tighter animal welfare standards on the production animal chain, the animals themselves, and the Europeans society in the international market.

The [Dialrel](#) project (Encouraging Dialogue on Issues of Religious Slaughter) aimed at increasing understanding, discussion and knowledge on religiously based slaughter of farm animals. The four-year project ended in the summer of 2010. The project homepages offer various leaflets and reports for downloading, as well as a good practices guide for improving animal welfare in religious slaughter.

The [ALCASDE](#) project examined alternatives to castration of swine and dehorning of cows ([concluding report](#) and [reports on alternatives to dehorning](#)). Toleration of these painful procedures has been critiqued, and alternatives to the traditional methods already exist. ALCASDE was executed in 2009, and involved 20 European research organizations.

The [COPEWELL](#) project (a new integrative framework for the study of fish welfare based on the concepts of allostasis, appraisal and coping styles) researches the physiology, biology and behavior of fish. The project aims at thoroughly exploring the mechanisms of the survival strategies of farmed fish.

Animal Welfare Research in an Enlarged Europe, [AWARE](#) (2011–2014), seeks better cooperation in European farm animal welfare research and university training.

The EFSA (The European Food Safety Authority) animal health and welfare scientific advisory board ([EFSA/AHAW](#)) produces various animal welfare reports. Members of the board are renowned researchers of animal welfare. The publications are based on the latest research results on animal welfare.

7.3 National funding for animal welfare research

[Ministry of Agriculture and Forestry](#) is the most significant production animal welfare research funding party in our country. In addition, [Academy of Finland](#) has funded the [ANIWEL](#) doctoral program on animal welfare since 2006. The ANIWEL funding will continue at least until the end of 2013. Animal welfare research is naturally also funded by those universities and institutions conducting research in the field. The most significant of these are the University of Helsinki, University of Eastern Finland and the Agrifood Research Finland MTT.

According to the Ministry of Agriculture and Forestry [Projectnet net listing](#), there were 15 ongoing animal welfare research projects in 2007, 17 projects in 2008, 13 in 2009 and 11 in 2010. Animal welfare research was defined as a project featuring animal welfare among the tagwords. The net listing Hankehaavi does not comprehensively list all national projects on animal welfare research.

Animal welfare research is also in part funded by the food industry, including milk and meat businesses, the pharmaceuticals industry, producer associations and the technology industry. In addition, there is funding from a variety of foundations.



7.4 Scientific societies

The Finnish Society of Applied Ethology SSES organizes a biennial national animal welfare research seminar. The first seminar was held in 2003. In addition to researchers, SSES seminars have been widely attended by representatives of other interest groups.

The Society of Social and Cultural Animal Research [YKES](#) aims at promoting social and cultural sciences research on animals and acting as a national facilitator of cooperation between those practicing research and studies in the field and those otherwise interested in it. The Society also wishes to promote multidisciplinary research into relationships between humans and animals.

The Finnish Laboratory Animal Society FinLAS distributes information on the life of laboratory animals and their use in animal testing, and wields an influence over instructions and regulations on laboratory animals. The Society has published a textbook on laboratory animal science in Finnish. FinLAS organizes meetings and seminars on laboratory animals and cooperates with the Finnish Laboratory Animal Technicians Association.

The Scientific Argicultural Society of Finland [SMTS](#) acts as a link between agriculture and the researchers and research result utilizers of closely related fields. The Society has some 500 private members. The Society organizes the Agricultural Sciences Days event biennially.

Links

National animal welfare research organizations

- [University of Helsinki, Department of Production Animal Medicine](#)
- [University of Helsinki, Department of Agricultural Sciences](#)
- [University of Eastern Finland, Department of Biosciences](#)
- [University of Eastern Finland, Department of Geological and Historical Sciences](#)
- [Agrifood Research Finland MTT](#)
- [Game and Fisheries Research RTKL](#)

Animal welfare research in EU

- [What is being studied in Europe – animal welfare](#)
- Animal welfare research news: [CORDIS](#), EU research and development service ([CORDIS Food Quality and Safety](#))
- [EU AgriNet](#): database for EU-funded agriculture, food, fishery, forestry and rural development projects
- [List of European animal welfare research projects](#)
- [ANIHWA ERA-Net](#) (Animal Health and Welfare ERA-Net) promotes cooperation in the fields of farm animal health and welfare research

Use and welfare of laboratory animals and the alternative methods

Significantly fewer animals are used in laboratories compared to food production. Yet the pain, suffering and strain inflicted upon laboratory animals is often greater than in any other form of animal use. Therefore it is important to pay attention to the welfare of laboratory animals.

Records of laboratory animal numbers

Mice are prevalent lab animals in Finland, as well as elsewhere and the developments of genetic engineering have driven the increase in animal numbers. In addition to mice, also rats and other rodents widely are used, not to mention rabbits. The use of fish is common in genetic research and they are also needed in fish farming studies. The use of other species is numerically less significant.

[Statistics of animals bred for testing](#) from recent years (excluding fish), given for animals used in actual testing, other research use, and for other purposes, can be found on the website of the National Animal Experiment Board. According to the definition in legislation the animals recorded used in testing have undergone procedures causing pain comparable to a pinprick or greater.

Regulation of animal testing

The law and decree on animal testing came into force in 2006. A ruling principle of legislation is the reduction and replacing of animal experimentation, but this has had no effect on the number of procedures so far. Authorization for testing is granted by single [National Animal Experiment Board](#). Members of the Board represent the expertise in veterinary medicine, scientific research, laboratory animal care, animal protection and ethics. Inspection of animal experiments and laboratories is tasked on the regional veterinarians of the Regional State Administrative Agencies.

In 2010, the EU Parliament and Council passed a directive on protection of animals used for scientific purposes. The directive will be implemented in Finnish legislation in 2013, and it is likely to promote openness in and around animal testing. The directive calls for the classification of procedures according to the pain inflicted, and for retrospective assessment of the benefits of the tests. The directive also defines cage sizes and environmental criteria for laboratory animal facilities.

Alternative methods to animal testing

In Finland, welfare of laboratory animals is mainly studied at the universities of Eastern Finland, Oulu and Helsinki, and at the ANIWEL Graduate School in Animal Welfare. [FICAM](#) Finnish Centre for Alternative Methods works adjacent to the University of Tampere. It develops and promotes replacement methods for animal testing in Finland. [ECVAM](#) European Union Reference Laboratory on Alternatives on Animal Testing coordinates the development and validation of new alternative methods in Europe. The cooperation group for laboratory animal sciences [KYTÖ](#) has created domestic instructions, organized seminars on the welfare issues and informed about the qualification courses.

Animal testing is principally to be replaced by other research methods, the number of animals used are to be reduced, and the strain upon animals to be reduced. Among the most effective replacement methods are cell and tissue culture methods, providing information on biological processes. Computer-assisted, data mining -based in silico techniques shed light to the wider effects of biological phenomena. The number of animals needed in the experiments can often be reduced by careful planning. Most animal tests could be made pain-free by choosing best techniques and utilizing modern knowledge of animal pain sensitivity and veterinary medicine. Evaluation and development of caging conditions is essential for welfare of all animals kept in testing facilities.

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8 Animal welfare in politics and economy

Different agricultural subsidies are important to the profitability of Finnish animal production. Action beyond the minimum requirements of animal welfare regulations is a prerequisite for welfare, investment and organic animal farming subsidies. These three forms of economic support may be considered to promote animal welfare in Finland.

Animal products form a little less than half of our food expenses. A Finn consumes meat some 73 kg each year. Consumer citizens have the final word in estimating the sufficiency of animal welfare measures. Nevertheless, the citizens lack sufficient information for making grocery choices for better animal welfare, and so far no Finnish stamp or label exists for establishing the animal welfare aspects of a product.



A central factor in ethical food production is the welfare of the production animals. Prime Minister Jyrki Katainen in [the government platform](#) (22.6.2011), on p.54, gives the following guidelines for welfare promotion: "Animal control and its funding will be strengthened and directed on risk basis. The position of animal protection official will be created in the Ministry of Agriculture and Forestry, and attention will be paid to the availability of veterinarians. The Animal

Disease Act will be modernized to boost disease assessment and prevention. The Government continues to support development of fur production as a responsible business. The Government investigates possibilities for encouraging moving from fur farming to other types of business. The welfare and exhaustion of animal farmers are continuing concerns. Development of alternate methods to animal testing will be promoted. Animal welfare legislation will be modernized to improve animal welfare and to streamline regulation on the issue."

8.1 Animal production subsidies and animal welfare

In Finland, the unity of farming subsidies consists of direct and national subsidies directly funded by the EU as well as subsidy systems included in the partially EU-funded [Continental Finland rural development program](#) (2007-2013), such as natural adversity compensations, agriculture environmental subsidies (containing e.g. organic farm animal production), agricultural investments and animal welfare subsidies. The animal unit –based national

subsidies and EU production and animal rewards are paid on animal count basis. Farm animal production is also supported by paying animal farms higher environmental subsidies than plant farms. In all, animal subsidies to Finnish farms (national and EU together) in 2010 amounted to 467 million euros. The producer may also receive investment support e.g. for constructing a new animal production building or refurbishing an old one.

Getting agricultural subsidies calls for observing animal protection legislation, and the various forms of support affect each other. If inspections reveal violations of animal protection regulations at the farm, the producer may stand to lose significantly as support is withdrawn. In case the producer is charged with actions contrary to animal protection regulations, animal production subsidies will be withheld until the process is completed and a legally valid verdict delivered. If the farm is found guilty, farm animal support will be withdrawn and possibly paid sums will be recovered.

8.1.1 Agricultural investment subsidies

The animal producer may receive [investment support](#) for constructing a new cattle housing, piggery or other farm animal building, as well as for expanding or refurbishing one, or for structural and equipment investment aimed especially at improving animal welfare. Some of the conditions for investment subsidies for animal welfare are stricter than the minimum requirements in animal protection regulations. Investment support has been given for replacing conventional chicken cages with enrichment cages or for converting a conventional chicken farm into a multilevel or floor farm, as well as for replacing mink and fox cages with larger ones. Support for chicken enrichment cages investments in 2006–2009 has been granted to 73 projects, and for floor and multilevel chicken farm investments in 2006–2009 to 39 projects. Refurbishing of farm animal housing via investment subsidies has e.g. provided more space for the animals and improved fire safety and ventilation. Investment support conditions are established in the law on agricultural structural subsidies, as well as in Ministry of Agriculture and Forestry decrees on acceptable unit costs of construction investments and requirements on animal housing dimensions, ventilation, heating, illumination, fire safety and environmental services such as manure removal and storage, as applying to the specific type of animal production. Farm animal construction projects should involve the constructor having the construction plan evaluated by the authority monitoring animal welfare regulations, and ascertaining that animal welfare regulations are being followed.



Investment support on animal welfare measures is dependent on the exceeding of minimum requirements as set by the community and the national level. Investment targets that eligibly improve animal welfare include acquisition of soft mattresses and mats for dairy and breeding cows and breeding bulls. Since the spring of 2010, eligible special animal welfare measures also include the following: removal of farrowing crate in sow piggeries, modifications to the farrowing pen when transitioning to free farrowing; replacing of fully slatted floor in a pig pen with a solid floor; widening the feeding cages of sows in gestation; installing a mechanized distribution system for bedding or burrowing material in a piggery, and installing a manure cooling system in the manure channel of a piggery. Investment support for pig cooling systems in the season beginning in 2008 has been granted to 7 farms, and support for acquiring soft mattresses for cows and breeding bulls to 74 farms.

8.1.2 Animal welfare subsidy

Pig and dairy producers may receive animal welfare support for those welfare-improving actions that exceed the minimum requirements of the animal welfare regulations. Animal welfare support is part of the Continental Finland agricultural development program 2007–2013. The subsidy compensates the farmers for additional expenses and loss of income stemming from promoting animal welfare.

Animal welfare support was adopted in the spring of 2008. The subsidy does not apply to fixed investments such as construction of a new piggery or cattle housing. The basic conditions for the support (Continental Finland agricultural development program 2007–2013, details from p.174 onwards) include e.g. making a contract for animal health care and annually updating a health plan, as well as preparations for special incidents such as electric failures. A producer observing the conditions must not keep meat cattle in stalls, either.

In addition to the basic conditions, the producer may for additional support choose additional conditions. These include e.g. improving on calf housing, isolation pens of cows and pigs, and free farrowing of sows. Animal welfare support has promoted the joining of animal farms, especially dairy farms, into the preventive medical care system. By the end of 2010, some 4,775 farms in all have agreed to the conditions of the subsidy, of which 4,124 were dairy farms, 629 were pig farms, and 22 combined dairy and pig farms. In 2010, some 12,700,000 euros of subsidies were paid.

The significance and amount of animal welfare support will continue to grow, as new conditions will be introduced in 2012. Farm animal conditions will be improved by prompting the farmers e.g. to increase the space available to

farm animals, to add bedding, nesting material and stimulation, and to give the animals access to pasture.

8.1.3 Organic animal production subsidy

Instructions on animal welfare in organic farm animal production are in part stricter than the minimum requirements of animal protection regulations. Organically producing animals e.g. have more space than animals in standard production (see section 13.9).

Organic farm animal production is paid partially EU-funded support as part of the special subsidy treaties of the environmental subsidy section of the Continental Finland agricultural development program (2007–2013). The subsidies are based on the cultivated surface area and animal count of the farm and require the farmer and the state to sign a five-year contract. In 2009, organic farm animal production subsidy was paid to 504 farms, with a combined cultivated area of 31,000 ha and combined animal count (animal unit conversion factors) of about 28,000. In 2010, some four million euros of subsidies were paid in total. Other farming subsidies such as environmental subsidy basic actions support, farm support, natural adversity compensation and national subsidies may be paid to the practitioners of organic production according to the conditions of each subsidy system.



8.2 Animal product consumption and promotion of sales

8.2.1 Animal product consumption

Some 45 % of our food expenses come from animal products, that is, meat and meat products, fish and fish products, milk, cheese and eggs ([Forkful of Facts 2012](#)). Slaughter, meat refining and milk production are major fields of the food industry in terms of both total value and labor force.

In 2010, Finns consumed some 73 kg of meat per person (table 2). Pork was consumed the most, some 35 kg/person, whereas beef and poultry meat were consumed a little over 18 kg/person both. In total, in 2010 some 384 million kg of meat was produced in Finland, of which pork accounts for 203 million kg. That year, some 390 million kg of meat was consumed. We are self-sufficient on pork and poultry meat, but beef, lamb and horse meat consumption in Finland exceeds production ([Forkful of Facts 2011](#)).

Domestic fish consumption in fillet weight was 4.5 kg/person, and imported fish consumption in fresh weight 11.2 kg/person in 2009 (source: RKTL, [Fish industry in statistics 2012](#)). Consumption of chicken eggs in 2010 was about 9.8 kg/person. Liquid milk products consumption was 185 liters/person in 2010 and ice cream consumption some 14 liters/person. A Finn consumed in 2010 some 21 kg of cheese (Dairy Nutrition Council, consumption of milk products in 2010).

Table 2. Domestic consumption of meat (million kg) in 2007–2010, imports included (source: [Finnish Food and Drink Industries' Federation](#)).

	2007	2008	2009	2010
Beef	99	97	95	100
Pork	185	187	184	187
Poultry	93	93	93	97

Public acquisitions

The Council of State ratified in 2009 the decision of principle on promoting sustainable choices in public acquisitions as prepared by the Ministry of Environment. According to the decision "Sustainability of food services is increased: organically produced, vegetarian or season-specific food will be served in government kitchens and cafeteria services at least once a week by 2010 and at least twice a week by 2015". The decision on increasing the uses of vegetarian and organic food comes from environmental politics, but it may also have a beneficial effect on animal welfare.

Consumption of organic animal products

The principle of organic production is to create products so that their production methods aren't harmful to the environment, nor to the health and welfare of people, plants or animals. The production takes into account animal welfare and species-specific behavioral needs. Organic foods mean products refined from organic farm products and marketed as organic. Demand for organic foods is increasing in Finland, too. Growth in the consumption of organic products started here later than elsewhere in Europe. The value of the organic market in Finland increased to 80 million euros in 2010, and organic products were regularly purchased by 29 % of the households. Active users of organic foods include the young, those living alone, and parents of small children. They buy 54 % of all the organic food sold, whereas 27 % of households never buy organics. The share of organic foods out of the total of food purchases is 2 %. The most popular organic animal products are low-fat and fat-free milk, eggs and ground beef (report from the S-ryhmä grocery chain in late 2010). Over 6 % of all chicken eggs purchased are organic, and

organic milk covers a little over 3 % of the market for drinkable milks. Organic meat holds a 1.6 % share on the fresh meat market. Organic poultry meat share is only about half a percent. Organic production of poultry meat has been experimented on in Finland during 2011, but so far there is no organic broiler available in the groceries, nor organic fish. In the Finnish national brand committee report (Nov. 25, 2010) the goal is set at having at least 50 % of production be organic by 2030.

8.2.2 Promoting animal product sales

The Ministry of Agriculture and Forestry gives businesses and other communities support for marketing agricultural projects and for production development projects, emphasizing knowledge in high quality agricultural projects, food culture or healthy eating habits as well as the distribution of information on these issues. Sales promotion funds are established in the Council of State decree on support in marketing of agricultural products and developing of production. The regulation does not mention distribution of information on animal welfare.

In 2010, a total of €2,504,816 of subsidies was paid; in 2011, a total of €1,760,986. In all, 17 sales promotion projects were funded in 2010, and 18 in 2011. Of these, nine were projects involving animal products.

Ministry of Agriculture and Forestry support to animal product sales promotion campaigns in 2010 and 2011:

- [Dairy Nutrition Council](#) received ca. €204,000 on milk promotional campaigns.
- Meat information ass'n Lihätiedotusyhdistys ry received ca. €230,000 on promotional campaigns.
- [Reindeer Herders' Association](#) received ca. €195,000 on reindeer meat sales promotion.
- [Satafood Development Association](#) received €133,000 on pork sales promotion.
- Finnish Beekeepers' Association received €100,000 on bee products sales promotion.

8.3 Farm animal welfare strategy

Ministry of Agriculture and Forestry established in 2004 a committee to create strategy for farm animal welfare by setting goals for animal husbandry, care, treatment and handling. The strategy committee aimed at creating guidelines for farm animal welfare. The first strategy listed general goals for national animal production, considered to promote animal welfare. These

included increase in the significance of the ethical quality of animal products, promotion of consumer awareness, connecting of animal welfare with the national quality strategy for the food sector, developing of producer subsidy types, animal health care system and veterinary services, as well as founding of an ethical advisory council for animal welfare, guaranteeing sufficient numbers of professional staff, and formulating quality requirements on technology.

The committee also pondered upon practical means of improving animal welfare. Possibilities included developing of animal welfare legislation and its monitoring, as well as of subsidies affecting animal welfare. An animal welfare expert should be involved in the planning of farm animal buildings. Training and development of training for professionals working with animals was also seen as a practical measure in improving animal welfare. In order to promote consumer awareness, e.g. improving of communicating by authorities and trade was suggested.

The Farm Animal Welfare Council has assessed the execution of the strategy proposals thusly: "Several of the goals of the welfare strategy have been met. Veterinary services have been improved after the introduction of the new veterinary services act, and state investment in animal welfare monitoring has significantly increased. Animal health care has been developed by adding indicators on pig and cow welfare into the commercially maintained national animal health care systems Sikava and Naseva. Veterinarians involved in health care work have been trained to conduct the modernized health care visit so that estimates and observations on pig welfare and health are made uniformly across the country. Pork producers have been trained, and training continues under the comprehensive training project of the pig entrepreneur association Suomen Sikayrittäjät. The ProAgria cow, young cattle and pig observation training is aimed at giving the producer animal welfare skills. Numerous regional projects have educated producers in animal welfare. Animal welfare support to dairy and pig farms was started in 2008. The Farm Animal Welfare Council began work in 2009 and the Companion and Hobby Animal Welfare Council started in 2011. The Finnish Centre for Animal Welfare EHK has been established. Animal welfare has been connected to the national quality strategy for the food sector, chiefly executed through projects. There were 84 projects funded by the quality chain in 2007–2010 overall, but few of these addressed animal welfare. Several proposals by the council have also been turned down. The most significant of these is the mandatory regular use of welfare expertise in the planning of animal production buildings. Animal care and husbandry technology, its installation, introduction and instruction on use and maintenance, still remains problematic in many ways. Communication of animal welfare issues to the consumers remains modest. The council hopes for the entire food chain, especially the trade sector, to significantly increase communication on animal welfare. Animal welfare

research funding has not changed markedly after completion of the strategy.”

8.4 Animal welfare operatives

Finnish Centre for Animal Welfare EHK

[The Finnish Centre for Animal Welfare \(EHK\)](#)

is a national network founded in 2009 to develop cooperation between the Finnish Food Safety Authority Evira and the University of Helsinki and to promote national and international cooperation in animal welfare monitoring in order to secure and improve animal welfare. The Centre collects, follows and distributes researched knowledge on animal welfare and promotes scientific research and cooperation on the subject, plus recognizes issues in need of further research. The Centre reports on animal welfare in Finland and participates in international cooperation on animal welfare. The Centre employs a director and a press officer. The Centre is funded by the Ministry of Agriculture and Forestry, and managed by a seven-member advisory board.



Farm Animal Welfare Council

Founded in 2009 adjacent to the Ministry of Agriculture and Forestry, the [Farm Animal Welfare Council](#) assists the Ministry in farm animal welfare questions and policy issues. The council follows and evaluates the level of farm animal welfare in Finland. It provides the Ministry with proposals on improving animal welfare and gives statements on farm animal welfare initiatives and proposals. The Council of State establishes the advisory council for three years at a time. In addition to Chairman and Vice Chairman, the advisory council features 15 other members with their personal deputies. The council has in 2011 commented on [teaching of animal welfare at school](#), [the EU Community initiative on swine castration](#), [calf disbudding](#) as well as [certain bovine welfare issues](#).

Companion and Hobby Animal Welfare Council

The Companion and Hobby Animal Welfare Council was founded adjacent to the Ministry of Agriculture and Forestry in 2010. The council was established and it began work in 2011. In addition to Chairman and Vice Chairman, the advisory council features 12 other members with their personal deputies. The council follows and evaluates the development of companion and hobby animal welfare in the society. It makes proposals on improving animal welfare to the Ministry and gives statements on projects and proposals on companion and hobby animal welfare.

Association for Animal Disease Prevention ETT

[The Association for Animal Disease Prevention \(ETT\)](#) is an association founded in 1994 by dairies, slaughterhouses and egg packing plants, with the original mission of providing instructions on animal matter and fodder imports in order to control animal disease risks as Finland joined the European Community. The association works on funding from its member businesses. The animal matter imports to Finland in the cow, pig and poultry sectors are almost completely in accordance with ETT instructions. Among other ETT activities are preventive disease protection advisory services, coordination and development of animal health care, and sanitation consulting of infectious diseases. ETT follows international and national research and activities on animal welfare and participates in discussion on farm animal welfare.

The pig farm health classification registry [Sikava](#) and the dairy farm health care monitoring system [Naseva](#) act under ETT. Sikava had at the end of 2010 some 2,300 registered pig husbandry locations, covering some 95 % of Finnish piggeries. Naseva had at the end of 2010 some 7,100 dairy farms, or some 44 % of Finnish dairy farms. In 2010, animal welfare indicators were added to Sikava. In addition, the limiting values on responsible animal production have been agreed upon, health care visit contents have been revised, and veterinarians have been given additional training within the Sikava framework. Naseva has also been expanded with segments on animal welfare assessment, and additional training of veterinarians has been started. Veterinarians made in 2010 a health care visit to approximately 58 % of the Naseva farms. Poultry farm health care in Finland has not been organized in the manner of pig and dairy farms. A poultry farm nevertheless gets a health care visit at least once per year in connection with the official salmonellosis control visit.

ETT named the year 2011 the theme year for calf health and welfare, and organized an extensive Katse vasikkaan (Focus on calf) joint campaign. The campaign aimed at promoting calf welfare, reducing calf mortality and understanding the significance of good calf care in dairy and meat production alike. Training on calf issues was organized within the campaign. The ETT website features a comprehensive lecture collection on calf health and welfare.

Finnish Veterinary Association

There are some 2,100 authorized veterinarians in Finland, of whom 90 % are members of the [Finnish Veterinary Association](#), the professional union of veterinarians. The association issues statements on animal welfare matters and grants an animal welfare prize every three years. The Veterinary

Association's animal protection committee ESVA actively communicates and comments on topical animal welfare issues.

The registry of veterinarians maintained by Evira gives information on the people qualified and authorized to practice veterinary medicine in Finland.

ProAgria

[ProAgria](#) is an organization specializing in agricultural advising and also training producers on animal welfare issues. The two ProAgria farm animal competences are dairy and meat farming. Production support offers a wide range of animal welfare items, such as Cow and Heifer Observation training and Pig Observation training, in which one learns to observe the signals the animals give on their own welfare. The Tieto Tuottamaan book series published by ProAgria includes a book on farm animal welfare.

Animal Experiment Board

Animal testing is subject to permit. Issuing of animal testing permits is nationally centralized to the [Animal Experiment Board \(ELLA\)](#). In processing the applications, the board principally verifies that the testing will conform to the so-called 3R principle (replacement, reduction, refinement of animal experiments).

Parliament animal welfare group

An animal welfare group is active within the Parliament, comprising a free network of members of parliament, and aiming at discussing topical animal welfare questions and speeding up their processing. Chairing the Parliament's animal welfare group is member of parliament Sari Sarkomaa. Animal welfare issues presented at the Parliament can be followed in Finnish at the [Parliament homepage](#) e.g. by searching for the keyword "eläinsuojelu" (animal protection) at the search box on the left side of the front page.

Animal protection associations

The largest national animal welfare associations are the [Finnish Federation for Animal Welfare Associations SEY](#), [federation for the protection of animals Animalia](#) and Helsinki animal protection association HESY. The associations received state support for their activities, altogether €99,000 in 2010 (SEY €59,500, Animalia €30,000 and HESY €9,500). Additionally, €1,000 of state aid was given to the [Juliana von Wendt Fund](#). The activities of these associations are further discussed in the guest writer section of this report. The significance of the associations is exemplified by e.g. SEY in 2008 being invited as the only citizen association to the Ministry of Justice committee on improving the legislation on animal protection sanctions (animal keeping ban, animal possession and confiscation). In May 2011, Animalia was invited into negotiations for the government.

Animal rights organization

Oikeutta Eläimille is an organization promoting animal rights and questioning the concept of animal exploitation.

Companion, hobby, work and farm animal associations

Various companion and hobby animal associations perform important work in improving animal welfare. An association may concentrate on a single species or breed or on several; e.g. many dog and cow breeds have their own associations. [Finnish Kennel Club](#) promotes raising of purebred dogs in terms of character, health, utilization and looks. Membership in the club is currently at 145,000. [Suomen Hippos](#) is a trotting and breeding central association maintaining a registry on Finnish horses. Suomen Hippos has a seven-section Trotter welfare program. [Equestrian Federation of Finland](#) is an organization of riding and riders with an emphasis on ensuring horse welfare in all sports and hobby activity. [Hippolis](#) is an equestrian skills center dedicated to promoting Finnish equestrianism in the long term. The cat association [Suomen Kissaliitto](#) collates, promotes and monitors the breeding of purebred cats and maintains a registry on them. The goal of the association is to promote respect for cats and to improve their treatment. Working animal associations include e.g. the police dog association Suomen Poliisikoirayhdistys and the Finnish working horses association Suomen työhevosseura.

Producer organizations

The Finnish agricultural producer organizations [MTK](#) (Central Union of Agricultural Producers and Forest Owners) and [SLC](#) (Finland-Swedish agricultural producers central association) are part of the European agricultural producers' organization [Copa-Cogeca](#). MTK has some 153,000 members, and encompasses 14 agricultural producers' unions. SLC membership is close to 13,000. Suomen Sikayrittäjät is a pig entrepreneur agency with 330 members. Suomen Siipikarjaliitto is a poultry farming central union with some 300 members. The parallel Suomen Broileryhdistys has some 250 members. Finnish Fur Breeders' Association STKL is an interest group and training organization for fur breeders, with ca. 1,050 members. The Reindeer Herders' Association acts as a contact between the siidas and manages and promotes reindeer herding and research thereon, as well as managing the relations between the reindeer industry and the society. The Finnish Fish

Farmers' Association SKL aims to secure a competitive environment for fish farming and to ensure the availability of domestically produced fish in Finnish food production.



Trade and restaurants

Following international example, animal welfare is gradually entering the social responsibility policy of corporations. Some companies have e.g. begun to exclusively offer eggs produced in floor farms. Animal welfare issues are also somewhat evident in the café and restaurant business, although less in Finland than elsewhere in Europe. Some restaurants and cafés utilize organic foods, and several restaurants have increased their range of vegetarian foods. Some clothing retailers are committed to not offering any genuine furs or fur-decorated clothing.

Links

Animal welfare subsidies

- [Continental Finland rural development program annual reports](#)

Other

- [Ideology or business: Meanings of farm animal welfare in the Finnish Association for Organic Farming](#), Saara Kupsala, master's thesis on sociology, University of Helsinki, 2009

Business actions in improving animal welfare: video scandal in pig farms 2009

Finnish pig production was hurt in December 2009 as YLE TV2 broadcast videos shot by animal rights activists at Finnish pig farms. The videos showed e.g. sick and dead pigs and poor housing conditions. This was the second time that such videos were broadcast in Finnish television. In the aftermath of the case, the pig sector decided to jointly do everything in its power to offer the consumers correct information on pig production and to promote openness in the pork production chain as much as possible. Coming aboard were the producer organization MTK as well as the largest slaughterhouses through the Food and Drink Industries' Federation. In April 2010, the committee presented the Minister of Agriculture and Forestry with a six-step program that was put to practice without delay.

1) Welfare indicators as basis

The program pays special attention to pig welfare. The joint committee wants to develop the indicators of welfare and to adopt them as criteria of welfare in the quality chains of slaughterhouses. Development makes use of the results of the EU Welfare Quality® project. The indicators are used in regular health care work at pig farms.

2) Limiting values for pig health care

Over 90 % of Finnish pig farms and over 95 % of production is included in the pig farm health classification register Sikava. The register is maintained by the member slaughterhouses of the Association for Animal Disease Prevention ETT, through the Association. Sikava classifies pig farms according to health care on three levels: adherence to national legislation suffices for the lowermost level, while the upper levels require e.g. a health care contract signed with a veterinarian, a written plan on health care, production monitoring as well as regular health care visits by a veterinarian. In responsible pork production, the meat inspection results, sow and finishing pig mortality and levels of medication must fall within preset limiting values. The limiting values for responsible production created by the committee were adopted at the beginning of 2011, and Sikava provides the means to monitor adherence to them.

3) Developing health care and its monitoring system

The health care visit developed as part of Sikava in 2003 has been given new content since the beginning of 2011 by introducing pig welfare criteria. Veterinarians go to Sikava farms on health care visits usually 4–6 times per year, and fill a health care visit form every time. New pig welfare criteria include evaluation of conditions, illness and mortality of animals, sow shoulder injuries and fitness rating. When enough information accumulates in the database, nationwide conclusions can be drawn. The health care plan form was upgraded during 2011 as well. The new form will assist the veterinarian in drafting the annual health care plan.

4) Training of veterinarians, producers and interest groups

There is a drive to improve the veterinarians' skills in pig health care. According to new criteria, only specially trained veterinarians may sign Sikava health care contracts. Sikava has trained 170 veterinarians with assistance from the Ministry of Agriculture and Forestry and Evira in 2010; in the spring of 2011, there were 358 trained veterinarians already. Suomen Sikayrittäjät ry educates pig producers and interest groups in pig welfare and health care in 2010–2012. Producers are given three rounds of training e.g. on pig welfare and use of medication. During the first round of training in the spring of 2011, over 1 500 producers were trained.

5) Evaluation of health care visits by veterinarians

To improve the credibility of the system, veterinarian health care visits will be evaluated. An assessment on the evaluation and its execution has been ordered from the Finnish Meat Research Institute. The assessment will lead to a decision on initiating the evaluation of the health care visits.

6) Promoting of research

Research on animal welfare and health is to be promoted. The meat industry partially funds a University of Helsinki project on testing the functionality of Welfare Quality indicators at Finnish pig farms. Trained advisors with a Welfare Quality certificate will evaluate pig welfare at 200 pig farms on scientific grounds. The results will allow Finnish pig farms to be compared with other European ones. The business and industry have made great progress in pig welfare work in recent years. Results from Welfare Quality evaluations, expected for 2011, will give a good idea of the current situation.

Guest writer Sanna Nikunen is a health care veterinarian at Sikava. The entry is from before the 2011 video scandal of pig farms.

Animal protection organizations as animal welfare operators

The Finnish Federation for Animal Welfare Associations (SEY), Federation for the Protection of Animals Animalia and the Helsinki animal protection association HESY are the largest animal welfare organizations in Finland. The organizations perform animal protection or welfare work by influencing socially, by campaigning and distributing information, and by issuing statements and comments, but also by helping animals in practice.

SEY emphasizes preventive animal protection work

SEY has conducted animal welfare work with all animals since 1901. SEY emphasizes preventive work in animal protection. This is conducted especially among children and young people, e.g. by organizing camp and club activities and visiting schools to tell about animal welfare issues. SEY has produced a welfare training package called Animal Skills Training ELLU for children and youngsters.

SEYs' practical animal welfare work is executed by 40 local associations and 100 volunteer animal welfare inspectors and advisers around Finland. Animal welfare inspectors conduct inspections and give on-the-spot advice on animal welfare issues at animal keeping sites, as well as telephone and email advice. Local associations treat abandoned animals, act as animal welfare experts, communicate on animal issues and organize cat sterilization campaigns and other animal protection events.

In recent years, SEY has conducted several joint campaigns with various partners, such as The Do Not Import a Dark Dog campaign against importing illegally or from puppy mills; the Do Not Cage campaign on the illegality of long duration and repeated keeping of dogs in display cages; and the No Cat Left Behind campaign to help homeless cats. The Put Cows to Pasture! and Coop de Chicken! events reminded of the cows' right to pasture and the daily routines of chicken farms.

The annual SEY main campaign is the Animal Week on October 4–10. SEY has campaigned for improving the welfare of horses, fish, pigs and pet rodents and rabbits and for helping wild animals in problem situations. In 2011, SEY produced the www.lemmikkitieto.fi website, aiming at offering information to improve the animal knowledge of children and young people and to improve their relationship to animals. SEY sent over 100,000 schoolchildren a Mind the Small Ones activity package to increase children's animal knowledge. SEY also influences animal legislation and decision making. In recent years, SEY has made numerous proposals on legislation

change, such as an initiative on establishing the position of animal welfare representative.

Animalia strives to influence politically

Founded in 1961, Animalia is an expert organization demanding better acknowledging of animal welfare and rights in legislation, training and everyday dealings with animals. Animalia is opposed to animal treatment that causes suffering or prevents behavior typical of the species. Among the principal targets of Animalia activity are farm animals, fur farming and animal testing.

Animalia operates in practice by going to the streets, fairs, festivals and other events to distribute information and to tell about topical animal protection issues. The organization addresses topical changes in legislation through strong political lobbying. Key mechanisms of influencing include speaking for the reduced consumption of animal products and increased use of vegetarian food.

Past Animalia international campaign themes include e.g. the laboratory animal directive, chemical legislation and animal testing of cosmetics, the broiler directive, legislation on egg-laying chickens, castration of piglets, pig living conditions, animal transport and legislation on slaughtering. Animalia has also campaigned for bans on fur production in different countries and for reduced use of fur in fashion. The volunteer Karhuryhmä (bear team) has been active on the Asian bile bear issue.

Animalia also engages in youth activities. Together with Luonto-Liitto, Animalia has executed a nationwide school visit project. The project produced material for young people on animal production and its environmental impact, trained school visitors, and visited several dozens of schools annually.

HESY helps homeless animals in practice

Founded in 1874, the Helsinki animal protection association HESY works on helping homeless pets and giving advice and education. The association strives to improve the position and lives of all animals. The aim is to promote responsible pet care and prevent abuse found e.g. in intensive production, fur farming, hunting, animal testing, circuses and entertainment.

HESY conducts nationwide work on information distribution and education on topical animal protection issues and pet care, such as puppy mills, animal smuggling and the responsible care of animals also during economic recession. The HESY animal shelter is annually visited by some fifty groups of pupils, students and preschoolers. The groups are told about work on found animals, animal protection work, and how to deal with injured wild

animals. HESY employees and members of the board visit schools, events and hobby clubs to tell about the work and activities of the association. Advice on animal protection and care issues is given at the office, by phone and by email.

HESY takes in homeless companion animals and finds them new homes. In 2010, HESY received 483 animals in need of help, most of them found animals. HESY also receives animals taken into custody by animal welfare authorities and animals requiring care for social reasons; their share has in recent years increased to nearly 40 % of all animals brought in. HESY is in constant communication with the authorities on animal welfare issues and cooperates with Finnish animal welfare and nature protection organizations.

Domestic and international cooperation on promoting animal welfare

SEY, Animalia and HESY operate independently, yet cooperate on topical animal welfare issues. An appeal demanding the most advanced animal welfare law for Finland has been jointly drafted, and a joint campaign "Animal living conditions worth living: animals mustn't suffer in food production" has been organized. To promote pig welfare, SEY in cooperation with Animalia has produced publications aimed at pupils and students, as well as the www.sikatieto.fi website. Animalia and SEY jointly outlined their aims for the 2011 Finnish government program and founded the elainpolitiikka.fi website on animal welfare and political decision making, intended to give the citizens information on the actions of Parliament members and candidates on animal welfare.

The organizations act in committees and councils such as the Finnish Farm Animal Welfare Council, the national cooperation forum for seeking alternatives to animal testing FINCOPA, the Cooperation Group for Laboratory Animal Sciences KYTÖ, the Ministry of Justice animal welfare crime committee, and the Good Food Network of animal and environmental organizations. The organizations issue statements on new laws and actively demand legislation changes to improve animal welfare and good treatment. The organizations also cooperate with international animal protection organizations and are members in several international organizations and councils.

Of the guest writers, Helinä Ylisirniö is CEO of The Finnish Federation for Animal Welfare Associations SEY, Kati Pulli is CEO of the Federation for the Protection of Animals Animalia, and Hannele Luukkainen is President of the Helsinki animal protection association HESY.

9 Animal welfare regulation

The general requirements on animal welfare and the general principles on animal husbandry are established in the animal welfare act with its revisions (247/1996), the animal transport act with its revisions (1429/2006), the Council decree on animal welfare during transport and related procedures (animal transport decree in short) (1/2005) and the act on the use of animals for experimental purposes (test animal act in short) with its revisions (62/2006).

The sanctions on failure to comply with the regulations are established, in addition to the acts listed above, in the criminal code with its revisions (39/1889) and in the animal keeping ban registry act (21/2011).



The general requirements of the animal welfare act have been made more specific in many parts in the Council of State decree on animal welfare with revisions (396/1996). Species-specific requirements on husbandry, care, treatment and handling of various animals have been amended by Council of State and Ministry of Agriculture and Forestry decrees. The veterinary services act (765/2009) is intended to ensure the availability and quality of municipal veterinary services, monitoring of other veterinary services, and the monitoring of food safety, animal health and welfare.

The EU has animal welfare legislation binding to all of its member countries, the execution of which in Finland is the responsibility of the food and health department of the Ministry of Agriculture and Forestry. EU animal welfare legislation mostly consists of directives and regulations. Directives are legislative acts binding to the member countries, and require the countries to execute their content in national legislation. Directives can be either *minimum directives or harmonization directives or both at the same time*. A *minimum directive* sets the minimum level for national regulation, but allows for tighter regulation. Additional national conditions and orders more stringent than the directive ones may be set. Most of the farm animal protection directives are minimum directives, but they also have a harmonization intent. The intent of a harmonization directive is to make uniform the national regulations of EU countries. The member countries cannot in their own legislation digress from the harmonizing directive, not even by setting stricter conditions. The new directive on welfare of animals used for scientific purposes, the so-called test animal directive, is a harmonization directive.

Unlike directives, the *EU regulations* are directly applicable in a member country. Their content directly obligates the citizens and authorities. EU regulations are used for guaranteeing the unified application of Union justice in all member countries. Recently there has been pressure in the EU for maximally unified legislation, which drastically reduces the chances of a member country to introduce legislation tighter than the EU one.

In Finland, animal welfare regulations have been implemented largely in accordance with directives. Some requirements in Finland go beyond the minimum ones of the directives. Bird beak trimming, animal tail-docking and forced feeding of animals for increasing production are all forbidden. However, Finland allows pain-inflicting procedures such as calf disbudding or cauterizing of horns and castration of male piglets without pain alleviation. In some member countries, the procedures are banned unless pain alleviation is provided.

9.1 Animal welfare act, animal welfare decree, animal transport act and test animal act

The general requirements on animal welfare in Finland are established in the *animal welfare act* and the *animal welfare decree*. The animal welfare act also establishes the general principles of animal husbandry. The purpose of the animal welfare act is to protect animals in the best possible way from suffering, pain and agony. The purpose of the law also is to promote animal welfare and good treatment. Inflicting of unnecessary suffering, pain and stress on animals is forbidden. Additionally, animal husbandry must promote animal health and take into account the physical and behavioral needs of the animal.

According to the *animal welfare act* justifications suffering is defined as mental or physical sensations experienced by the animal that negatively affect the welfare or health of the animal. Pain refers to the physical pain felt by the animal, and agony refers to the mental anguish, fear or other negative sensation felt by the animal. The physiological needs of the animal are defined as the needs based on the animal's physiology and its proper functioning, such as the needs for sufficient and suitable nutrition and exercise. The behavioral needs of the animal are defined as the chances of the animal to behave sufficiently in a manner typical of the species or breed in question.

The *animal transport act* applies to the non-commercial transport of living vertebrates and, where applicable, invertebrates. The animal transport act is also applied in monitoring of animal transport and its execution. The animal transport decree is applied in vertebrate transport relating to commercial activity. The regulations include the general conditions on animal transport

as well as conditions on transportation equipment, loading and offloading of animals, and permits.

The *test animal act* is meant to ensure that animals are kept and used in testing only for necessary and important reasons. In addition, the act strives to ensure that animals are used in as low numbers as possible, and that the test activity causes minimal pain, agony, suffering or permanent damage. The law applies to testing performed on vertebrates.



9.2 Council of State decrees

In addition to the general Council of State animal welfare decree, animal protection and animal welfare is regulated by detailed Council of State decrees on specific species. Council decrees on animal welfare exist separately for bovines (592/2010), sheep (587/2010), goats (589/2010), broilers (375/2011), ducks and geese (675/2010), chickens (673/2010), turkeys (677/2010), ostriches (675/2010), horses (588/2010), bison (591/2010), farmed deer (590/2010), farmed fish (812/2010), fur animals (1084/2011) and pigs (629/2012). A decree on the welfare of dogs, cats and other small companion and hobby animals also exists (674/2010).

9.3 Ministry of Agriculture and Forestry decrees and decisions

Animal welfare requirements on animals kept in zoo or permanent exhibit (2/EEO/2003), laboratory animal activity (36/EEO/2006) and a ban to use in competitions or exhibit dogs with surgically altered looks (1070/2000) are included Ministry of Agriculture and Forestry decrees. Ministry decisions in turn exist on the animal welfare requirements on killing production mammals and birds (18/EEO/1996), on said requirements in slaughtering of animals (23/EEO/1997) and on using animals in circus and comparable exhibit (22/EEO/1996).

9.4 Directives and EU regulations on animal welfare

The general requirements of farm animal welfare are regulated by a directive (98/58/EY), applying to all farm animals. In addition, the detailed requirements in the protection of pigs (2008/120/EY), calves (2008/119/EY),

egg-laying hens (1999/74/EY) and broilers (2007/43/EY) are established in separate directives. Welfare of animals used for scientific purposes (2010/63/EU) and keeping of wild animals in zoo (1999/22/EY) are also regulated by separate directives, as is the welfare of animals at slaughter or killing (1993/119/EY).

The European Community has regulations on species protection, or the so-called bird directive (2009/147/EC) and the so-called nature directive on protecting wild fauna and flora (1992/43/ETY). These call for the protection of species and their environments and regulation of their hunting and other exploitation. The bird directive bans deliberate killing, catching, disturbing (especially during nesting) and commercial use of certain bird species.

EU regulations include the already mentioned animal transport EU regulation (1/2005) and the Council regulation applied from the start of 2013 on animal protection at the time of killing (1099/2009). Animal welfare monitoring is regulated through the European Parliament and Council regulation on official controls performed to ensure the verification of compliance with feed and food law, animal health and animal welfare rules (EY/882/2004). The European Parliament and Council regulation on special hygiene rules on animal-based foods (EY/853/2004) also features some slaughter animal welfare rules. The European Parliament and Council regulation on health rules as regards animal by-products and derived products not intended for human consumption, the so-called byproduct regulation (EY/1069/2009), regulates e.g. the handling and disposal of dead animals. This may indirectly affect the decision to kill an animal, if e.g. disposal of the carcass appears expensive. The Commission regulation on the minimum requirements for the collection of information during the inspections of production sites on which certain animals are kept for farming purposes (2006/778/EY) regulates which data should be collected on animal production farm inspections at minimum. The so-called cow export subsidy regulation makes it possible to demand certain additional information on animal transport to third countries, e.g. Russia: see (817/2010).

9.5 Other regulations related to animal welfare

9.5.1 Constitution of Finland (731/1999)

The 20 § of the Constitution of Finland establishes the responsibility for nature and its diversity, the environment and the cultural heritage as belonging to all. Animals living in nature are part of nature and environment.

9.5.2 Act on the animal identification system (238/2010)

The animal ID system act deals with the identification, registration and traceability of operators responsible for animals.



9.5.3 Act on the animal keeping ban registry (21/2011)

The Legal Register Centre receives announcements from courts and maintains a national register on animal keeping bans by court decision. This is established in the act on the animal keeping ban registry.

9.5.4 Nature conservation act (1096/1996)

According to the nature conservation act, a species can be protected or declared threatened or under special protection (protected species in Finland). Finland's environmental administration collects and evaluates information on changes in the species along with the Centres for Economic Development, Transport and the Environment (ELY-centres), the Metsähallitus forest management organization, universities and other research institutions, as well as various nature organizations. Wildlife in Finland is state property. The care of injured wild animals is not organized by the Finnish state. According to the nature conservation act, protected dead animals have been assigned monetary value guidelines in euros.

9.5.5 Hunting Act (615/1993)

The hunting act applies on hunting and the catching and killing of non-protected animals as well as game management, compensation for game damage, and keeping dogs chained. The hunting act lists game mammals and birds and non-protected mammals and birds (e.g. feral cats) and establishes forbidden catching methods and gear. The act calls for hunting to be conducted according to sustainability principles and so that game populations are not endangered, nature is not unnecessarily harmed, and unnecessary suffering is not inflicted on animals. The act also addresses keeping of cats, as also the hunting act forbids the abandoning of a cat taken as a pet.



9.5.6 Public order act (612/2003)

The public order act obligates dogs to be kept chained in urban areas. Dogs may go free in urban areas only in special dog parks, dog exercise areas and curtilage. Even in these cases, the owner or keeper must maintain control of the dog. The act specifies the locations where dogs are not allowed unless specifically otherwise stated. The dog discipline section (14 §) of the public order act applies in part to cats and horses.

9.5.7 Primary production decree (134/2006)

The primary production decree given by the Ministry of Agriculture and Forestry applies to primary production of foods from animals, plants and mushrooms. The decree regulates e.g. stunning and bloodletting on different fish species after catching.

9.6 Upcoming updates to animal welfare regulations

9.6.1 Comprehensive updating of the animal welfare act

The animal welfare act and animal welfare decree of Finland date to 1996, and there has been pressure to update the regulations. Preparations for a comprehensive updating of the animal welfare act have been started at the Ministry of Agriculture and Forestry during 2009. The comprehensive updating is a considerable task, bound to take several years. Information on the updating is available at the Ministry website. A report on animal welfare legislation and the need to develop it further, as well as a social sciences report 'Changing status of animals in Finland' have been completed and are available at the website.

9.6.2 Conventional chicken cages banned in 2012

Conventional, unenriched cages for egg-laying chickens were banned in the EU zone from the start of 2012. Chickens can still be kept in cages, but these have to be of the enriched type. An enriched cage includes perches, egg-laying nest and bedding for pecking and scratching.

9.6.3 Killing and slaughtering of animals 2013

Practices on killing of animals are further harmonized in the EU zone when the already mentioned EU regulation on the protection of animals at the time of killing (1099/2009) starts to be applied from the beginning of 2013. This regulation establishes minimum requirements for farm animal welfare in connection with killing and slaughter. The new EU regulation cancels the directive on animal protection during slaughter and killing (93/119/EY). The EU regulation will improve animal welfare by setting technical and managerial requirements on slaughterhouses, animal disease –related killings, killing of fur animals, and slaughter and killing taking place at the farm. Those conducting killings and slaughter e.g. have to write a set of instructions for ensuring proper death for the animal. Personnel participating in killing and slaughter will be required to have training and a certificate on being competent in their tasks.

9.6.4 Pig husbandry requirements 2013

A regulation will be applied from the beginning of 2013 to obligate all pig farms to raise fully grown and young sows in groups for the period starting four weeks from insemination and extending to one week before estimated date of farrowing. Beyond 2012 it will thus be illegal to keep sows continuously in crates that prevent turning. At the same time, regulations on group pen slatted floors, surface area and rooting material will be applied on all pig farms.

9.6.5 Horse housing requirements 2014

A horse housing (be it a building, other housing or weather cover) ceiling height will be from the beginning of 2014 set at horse height at withers multiplied by 1.5, however always at least 2.2 m. Simultaneously introduced are requirements on the area of single and group stalls.



9.6.6 Laboratory animal protection 2013

The European Parliament and Council directive on protection of animals used for scientific purposes (2010/63/EU) will be executed as part of Finnish legislation from the beginning of 2013. The directive calls for the classification of procedures according to their severity and the retroactive evaluation of

the project on e.g. the criteria of meeting the goals set for the project. Per the directive, each approved project is to publish an abstract in lay terms, establishing e.g. the aims of the project, the predicted disadvantages and benefits and the number and species of animals used. The directive also calls for the establishing of special animal welfare groups at the institutes raising, delivering or using animals for scientific purposes. The directive also defines cage sizes and environmental conditions for the laboratory animals.

9.6.7 Animal testing in cosmetics

Testing of completed cosmetic products on animals has been forbidden after 2004. The year 2009 is the back limit for animal testing of cosmetics components or mixtures thereof. After 2013, also the use of animals in the most difficult testing methods and in the health effects of cosmetics is to be banned. This would mean banning tests on toxicity for repeatedly used cosmetics, or on the impact of a component on procreation.

9.7 International comparisons of animal welfare regulations

9.7.1 Comparison of regulations on farm animal housing

In comparison between the animal welfare regulations on animal production buildings in Finland, Sweden, Denmark, Germany, Great Britain and Austria, it was observed that the basic regulations in the other comparison countries are partially stricter than the EU directives, and that ours largely follow the Union minimum level. However, the regulations on production buildings constructed with state support in Finland are in part stricter than the minimum requirements of animal welfare regulations. The majority of production buildings in Finland are constructed with state investment support. Comparable support systems for production building construction are not to be found in the comparison countries, or are limited in amount and scope. The comparison data is given in the Ministry of Agriculture and Forestry report published in May 13, 2009: Animal welfare regulations in production building construction. The report assesses conditions set in Finland on farm animal husbandry, both in general national legislation and Ministry decrees on supported construction. These are compared with EU rules and the regulations of EU countries with conditions comparable to Finland. The report comprehensively evaluates the welfare effects of the various regulations.

9.7.2 Adoption of directive on pig welfare in EU member nations

A comparison on [how EU member countries have adopted in the national legislation the pig welfare directive \(2008/120/EY\) requirements](#) has been conducted in the Netherlands. Some member countries have nationally adopted stricter requirements than those of the directive. For example pen minimum surface area requirements have been boosted, flooring material requirements made stricter, and sow group housing made mandatory. Pen areas in excess of the directive minimum are required in Sweden, Austria, Germany and the Netherlands. In Sweden and the Netherlands, the area of a boar pen is to be greater than in the directive. Sow farrowing pen beyond directive minimum requirements is mandatory in Austria, Germany, Denmark, Sweden and the Netherlands. These countries also have requirements on floor type exceeding the directive, such as maximum area of plumbing openings and minimum area of solid floor. In addition, Sweden nationally requires straw for pigs and nesting material for sows and first-farrowing sows a week before farrowing, plus freedom of movement. Finnish national legislation does not according to this comparison include tightened criteria improving pig welfare. However, some of the data on Finland in the comparison is lacking. The report does not show that pig tail-docking and use of nose rings on sows kept outside is forbidden in Finland.



Links

- [State legislation databank FINLEX®](#)
- [EUR-Lex site](#) provides free access to EU legal texts and other public documents in the 23 official EU languages. Searching is best done via legislation number code.
- [Ministry of Agriculture and Forestry veterinary medicine legislation index](#), section F: up-to-date animal protection legislation.

10 Control of animal welfare

The owner of the animal is principally responsible for the welfare of the animal. In dealing with animals, regulations on animal husbandry, care, treatment, handling and transport have to be followed, at minimum. The authorities control the observation of animal welfare regulations through various inspections (figure 2).

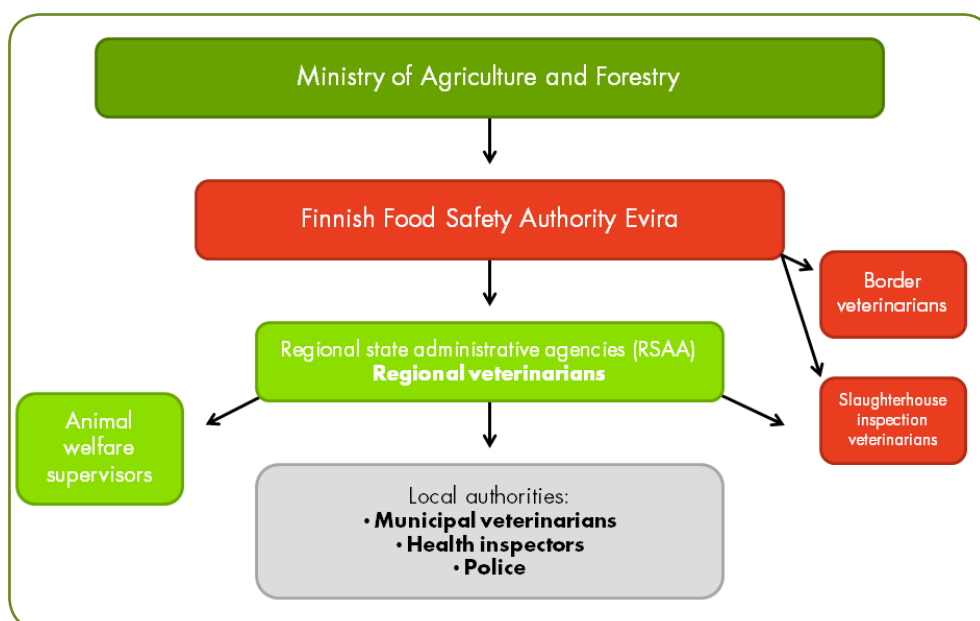


Figure 2. Control of animal welfare, with control authorities (source: Finnish Food Safety Authority Evira).

Ministry of Agriculture and Forestry guides and controls as the highest authority the execution and observance of the animal welfare act, the animal transport act and the animal transport degree, and the regulations based on these. The ministry prepares legislation and manages the working of Evira as regards animal welfare.

Finnish Food Safety Authority Evira guides and controls as the central government authority the execution and observance of the animal welfare act, the animal transport act and the animal transport degree, and the regulations based on these. Evira has no right given in the animal welfare or transport act for inspections at farms or transport; this authority is given other officials. The role of Evira is managing, developing and guiding the controlling of animal welfare and transport legislation.

10.1 Control authorities

Observance of animal welfare regulations is monitored by animal welfare authorities. The animal welfare authorities at Regional State Administrative Agencies (RSAAs) are the regional veterinarians; at municipalities, the municipal veterinarians, health inspectors and the police. At industrial and small-scale slaughterhouses, animal welfare in transport and slaughter is monitored by inspecting veterinarians, and at national borders by border veterinarians.

Animal welfare monitors authorized by the RSAAs may also perform animal welfare inspections at locations not protected by domestic sanctity. They can contact animal welfare authorities if they observe activities contrary to animal welfare regulations. In 2010, there were six monitors authorized by the Agencies.

10.2 Inspections and control by authorities and possible actions

Observing of the animal welfare act, the animal transport act and regulations based on these is controlled through animal welfare inspections. The inspector has the right to inspect an animal, its place of keeping or means of transport. In addition, the inspector has the right to inspect feed and water intended for the animal, as well as the gear and equipment used in care of the animal.

The owner of the animal is given advice and instructions promoting animal welfare if minor animal welfare violations are observed in the control. If neglect of regulations is observed, the owner is given the order to address the observed shortcomings in animal husbandry within a specified time, or a ban on continuing activities contrary to regulations. At the end of the specified time, a follow-on inspection on the target is conducted to control that the orders have been followed. If neglect still is observed, new orders or bans may be given; if needed, the order may be reinforced with a Regional State Administrative Agency fine or threat that the ordered action will be taken at the owner's expense.

The Animal Welfare Act also gives authorities the right to take immediate action during an inspection visit to ensure the well-being of the animal, if warranted by reasons of animal welfare. In severe cases of neglect concerning companion animals, the animal is in most cases taken into custody immediately. In the



case of production animals, feed and water, as well as a person to care for the animal on the farm, are acquired or, alternatively, care for the animal is arranged elsewhere. If this is not possible or feasible, the animal may be killed. The owner or keeper of the animal is responsible for the expenses of the actions.

10.2.1 Inspection of activities subject to permit or notification

Animal welfare control also includes the so-called preventive control, conducted without suspicion of violation of law. Preventive control entails giving of permits on specific animal activity and regular inspection of activity subject to notification.

Activity subject to permit includes e.g. transport of animals in connection with commercial operations, animal testing, use of animals in circus, standing and traveling animal exhibitions and zoos. The RSAA gives permits and adjoining certificates to the operatives. For example a laboratory animal facility using, delivering or raising lab animals requires a facility permit from the Southern Finland Regional State Administrative Agency. Regional veterinarians from the RSAAs perform inspections of activities and facilities subject to permit, such as animal transport or animal testing facilities.

Activity subject to notification entails professional or otherwise significant keeping of companion or hobby animals as specified in the animal welfare decree (e.g. kennels, stables, animal hospitals and pet shops), production farming of wild mammals and birds and containment of animals for game regulation purposes. Regular inspections of locations of activity subject to notification is sought. For example inspections of stables are normally the responsibility of municipal veterinarians. Inspections may also be conducted in various competitions, performances and shows involving animals. Activity subject to notification should be inspected annually.

10.2.2 Production animal farm sample inspections

EU member nations monitor the observance of farm animal protection minimum requirements by inspecting annually a representative number of production animal farms in sample inspections. Some of the farms are chosen at random, others on the basis of certain species-specific risk factors. In recent years, the share of randomly chosen farms has been 25 % and that of risk-based farms 75 % of all inspected farms. Until 2009 these so-called EU animal welfare inspections were conducted by municipal veterinarians under orders from State Provincial Offices, now RSAAs. Since 2010 the inspections have been the responsibility of RSAA regional veterinarians. In

2007 the number of inspections met the goal set in the monitoring program. In 2008 and 2009 some 85 % of the goal was met; in 2010, about 87 %.

Sample inspections of production animal farms were begun in 1998 with monitoring of calf and pig farms. Since 2000 also fur farms and egg-laying chicken farms of over 350 chickens have been controlled. In 2008–2009 the control was expanded to cover duck and geese farms as well as sheep and goat farms; adult cows of over six months were added in 2010, and broiler farms in 2011. In upcoming years, sample inspections will be made in other types of production animal farms. Annually, some 1.5 % of all dairy farms are inspected, 2–8 % of pig farms, 7–15 % of egg-laying chicken farms, 5–10 % of fur farms, 7 % of duck and geese farms and 2 % of sheep and goat farms.

10.2.3 Animal welfare control connected with additional conditions

In control of additional conditions for agricultural subsidies, animal welfare has also been controlled since 2007. Welfare inspections concern certain indicators established in legislation. Additional conditions regarding animal welfare come from current legislation and do not add to the requirements on farm animal husbandry. Additional conditions are normally controlled on farms sampled for inspection. Control can be extended to farms where other inspections have revealed neglect or where the control authority has otherwise been informed of neglect of animal welfare regulations. Compliance with the conditions is controlled by inspectors from the ELY centres and by regional veterinarians from the RSAAs. Non-compliance with the conditions may result in subsidy cuts.

Animal welfare sample inspections regarding additional conditions are generally done on cows, pigs, sheep, goats and egg-laying chickens. However, if the inspected farm features other animals (horses, bison, deer, ostriches, ducks, Muscovy ducks, geese, turkeys or fur animals), these will be controlled as well. Targets for control include species-specific space and environment criteria as well as requirements on animal feed and water.

10.2.4 Inspections of animal transport

Control authorities have the right to inspect animal transport every time they suspect violation of animal transport legislation. Control authorities are RSAA regional veterinarians at their regions, municipal veterinarians and police at their areas of authority, inspecting veterinarians at a slaughterhouse or slaughtering location, and border veterinarians at border crossings, points of exit and veterinary border inspection points.



Animal transport at roads is mainly controlled by the police in connection with normal traffic control. Police are always required for stopping a vehicle. Police may use regional or municipal veterinarians for assistance when needed. Police have the right to inspect animal transport also without suspicion of violation of legislation. The right extends to inspecting

veterinarian and border veterinarian at their regions of authority. Evira or RSAA may additionally order veterinary officers to inspect animal transport. Such inspections are conducted at roads by regional veterinarians jointly with police, or by inspecting veterinarians at loading and offloading sites and slaughterhouses. At the regions of some RSAAs, there are also regular annual inspections of horse transport vehicles in connection with horse competitions.

In connection with animal transport inspections, documents and permits required by the legislation are also inspected. If the authorities observe misconduct in the transport, they are to take action required by the animal transport legislation. Commonly the authority gives the transporter an order to correct the shortcomings within specified time. In addition, the authority must report the shortcomings to the RSAA that gave the animal transport permit or the certificate for the transport vehicle, and in certain cases also to the RSAA that gave the qualification certificate to the driver. The animal transport permit can also be revoked.

In Finland, EU animal transport inspections have been carried out since 1997. The goal is to annually inspect 2–4 % of animal transport.

10.2.5 Animal welfare inspections based on suspicion of violation

The animal welfare authority has the right to make a [suspicion-based animal welfare inspection](#) every time there is reason to suspect animal care or treatment in violation of animal welfare regulations. A suspicion can be reported to the animal welfare authority by any citizen. Conducted inspections are reported to the RSAAs, which provide the information to Evira. Evira collates and publishes the results of the inspections nationally every year. The police and health inspectors do not normally report alone to the RSAAs on the inspections they conduct, so not every inspection gets recorded in statistics.

A suspicion-based inspection is usually conducted by a regional veterinarian. The inspection may be joined by the police and health inspectors as well. The RSAA regional veterinarians can handle the most difficult cases on behest of local municipal veterinarians or on their own initiative.

10.2.6 Other animal welfare control

Control of organic agricultural products, feed and foods is planned and guided by Evira. Organic control encompassed in 2009 and 2010 some 4,300 operatives. In 2010 only a few organic marketing bans were issued. Marketing bans on animal production were caused by regulation violations regarding animal origin and exercise provided for the animal.

Animal welfare subsidy control is the responsibility of the rural authority Mavi. Control is conducted by monitors from the ELY centres.

Observing of the laboratory animal act is controlled by the regional veterinarians of the RSAAs.



10.3 Results of inspections and control by authorities

10.3.1 Inspection of activities subject to permit or notification

The RSAAs annually record some 400–500 inspections of activities subject to permit or notification. In 2010, there were altogether 3,265 animal activities subject to permit; out these, 365 were inspected. Coverage of the inspections was approximately 11 %, far behind the goal.

10.3.2 Production animal farm sample inspections

Table 3 and figure 3 give the annual results of sample inspections per species. Results from 2010 are also given in the Evira report: Animal welfare monitoring 2010.

Table 3. Sample inspections of animal production farms and animal transport and the animal welfare regulation violations observed (source: Evira).

	2006	2007	2008	2009	2010
CALVES					
Farms inspected	425	421	387	334	306
Violations, % of inspected	28	17	28	19	14
PIGS					
Farms inspected	89	92	105	96	153
Violations, % of inspected	35	23	15	18	31
LAYING HENS					
Farms inspected	110	89	60	51	35
Violations, % of inspected	20	17	7	18	26
FUR ANIMALS					
Farms inspected	127	125	92	34	57
Violations, % of inspected	26	29	18	6	61
DUCKS AND GEESE					
Farms inspected	-	-	11	7	9
Violations, % of inspected	-	-	2	0	11
SHEEP					
Farms inspected	-	-	-	28	50
Violations, % of inspected	-	-	-	29	16
GOATS					
Farms inspected	-	-	-	11	14
Violations, % of inspected	-	-	-	36	21
BOVINES (OVER 6 MONTHS)					
Farms inspected	-	-	-	-	362
Violations, % of inspected	-	-	-	-	20
TOTAL					
Farms inspected	751	727	655	561	690
Violations, % of inspected	27	19	22	19	28
	2006	2007	2008	2009	2010
ANIMAL TRANSPORT					
Total inspections	443	369	328	275	348
Violations, % of inspected vehicles	21	20	11	27	16

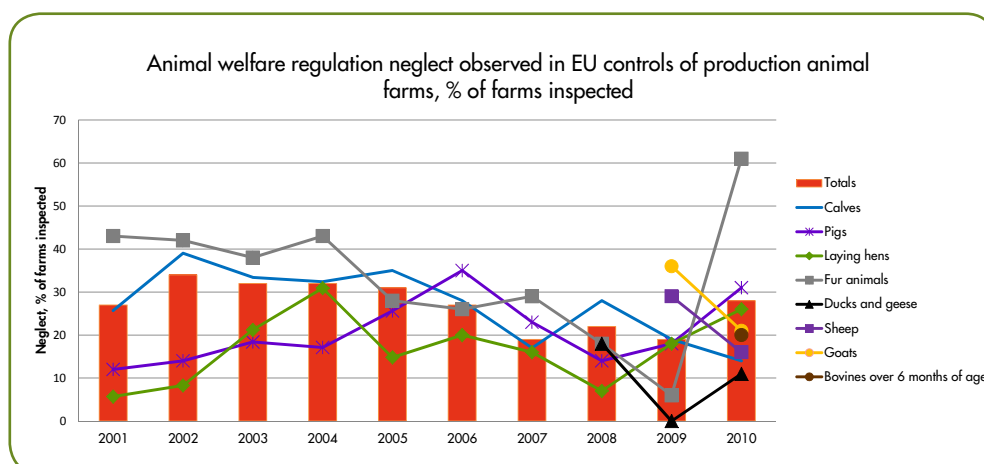


Figure 3. Animal welfare regulation neglect observed in EU controls of production animal farms, % of farms inspected (source: Evira).

Calves and bovines over 6 months

Common problems found in controls of calf farms in 2006–2010 included neglect of hygiene and safety of the keeping location, such as dirtiness of bedding, feed and drinking water and dampness of the lying-down area. Too small group pens and keeping of calves over 8 weeks of age in single pens have also been common problems. In a few farms, calves were kept tied down even though legislation forbids tying down of calves less than six months of age. At several farms, clean drinking water was insufficiently available to calves as well. The role of record keeping deficiencies has generally been less than 4 %, in 2010 only 2 %, so most of the neglect related to factors that directly affect calf welfare.

In 2010, the keeping conditions of bovines over six months of age were monitored for the first time. Neglect was observed in 20 % of the farms. The most common problem was lack of a clean and dry lying-down location and in adult cows deficiencies in hoof care. All farms did not provide sufficient drinking water daily. At many farms, tied-down cows and heifers did not have summertime access to pasture or exercise yards. On the other hand, bovines kept outdoors all year round sometimes lacked proper shelter. Record keeping deficiencies represented just 2 % of the total, so most of the neglect related to factors that directly affect animal welfare.





Pigs

Typical neglect at pig farms in 2006–2010 included lack of an alarm system in powered ventilation and limited amount of rooting and nest-building material. Pigs e.g. weren't given sufficient rooting material such as straw or peat, or sows weren't provided with nest-building material. All farms did not fully

comply with space requirements, nor did they provide sufficient water. The inspections also revealed that several farms still routinely practiced cutting of piglet teeth, and male piglets were castrated at a higher age than allowed in legislation. Some 10 % of deficiencies at pig farms were record keeping related.

Layer hens

In recent years, the most common problems in laying hen farms have been lack of claw-filing equipment and space. In 2009, the number of neglect cases increased with respect to the previous year by more than ten percentage points, which appears to be due to a new emphasis on risk basis in the monitoring. Over 70 % of all observed cases of neglect were in henhouse where chickens were kept in too cramped conditions and they lacked space to eat or drink. Many henhouse also had insufficient perching or egg-laying space. There was practically no problem with record keeping.

Fur animals

Key problems at fur farms include lack of biting and stimulating material, failure to comply with space requirements, and in some cases the lack of shelves for foxes. The farms were not always secured against escape, either. In the 2009 inspections, only two farms (6 %) exhibited deficiencies in complying with animal welfare regulations, but in 2010 the number of recorded cases of noncompliance was tenfold. The most common problems in 2010 included deficiencies in the safety of cage structures, keeping of animals in excessively cramped conditions, lack of sleeping shelves and stimulating material, neglect in preventing escape, and deficient keeping of records.

Ducks and geese, sheep and goats

Duck and goose farms were inspected for the first time in 2008 and sheep and goat farms in 2009. At duck and goose farms, few deficiencies have been observed. In 2009, some one-third of sheep and goat farms exhibited practices contrary to animal welfare regulations, which was significantly more than for other species, but in 2010 inspections there were fewer deficiencies. On both sheep and goats, the most common types of neglect involved hygiene of the keeping location, space requirements and safety of structures. Access to a

clean and dry lying-down location and water was also a problem at some sheep farms.

10.3.3 Control of animal welfare relating to additional conditions

In 2007–2008, control of animal welfare relating to additional conditions exposed cases of neglect at slightly over 10 % of monitored farms.

In 2009 there were consequences for 21 % of the included farms and in 2010 to 15 % of them (table 4). Control was in 2009 expanded to also cover farms where some other type of control had aroused suspicion on animal welfare legislation violations. Of such 57 farms outside the scope of normal control, almost all, 52, faced subsidy consequences. In 2010, 123 farms from outside the scope of normal control were inspected, and there were subsidy consequences to 111 farms.

Table 4. Results on farms controlled for additional conditions in 2009 and 2010 (source: Evira).

Farms with consequences of given percentage												
	Farms controlled		0 %		1 %		3 %		5 %		Farms with consequences %	
	2009	2010	2009	2010	2009	2010	2009	2010	2009	2010	2009	2010
Calves	147	187	6	9	5	4	17	7	1	1	20	11
Pigs	42	26	3	1	2	1	2	5	1	-	19	27
Laying hens	22	15	-	1	1	-	1	-	2	-	18	7
Sheep		23		1		-		1		-		9
Goats		5		1		-		-		-		20
Other prod. animals		35		1		1		1		-		9
Total	211	291	9	15	8	6	20	14	4	1	19	14

The most common types of regulations violation at calf farms were too small pens and the inability of calves to see and touch other calves. At a few farms, calves over eight weeks of age were kept in single pens or tied down against regulations. There were deficiencies in providing dry bedding to the pens as well. At pig farms, the most common deficiency was the inability of the pigs to constantly and sufficiently access material for exhibiting species-typical behavior such as rooting and exploring. In chicken farms, regulations on henhouse dimensions, animal densities and stimulating materials were violated the most commonly. Chickens were kept too densely, there was an insufficient number of drinking nipples and cups, there was no bedding available for pecking and scraping, and there weren't sufficiently many egg-laying nests or perches.

10.3.4 Inspections of animal transport

In 2000–2010, animal welfare authorities inspected 3,800 animal transports altogether, and an average of 23 % exhibited animal welfare deficiencies (table 3, figures 4 and 5). Most of the EU inspections were performed by control veterinarians at slaughterhouses in connection with offloading of a transport. The average animal transport time in transports inspected in 2007–2010 was ca. four hours. Out of the inspected transports, 4–8 % exceeded eight hours in duration. [Control of animal transport and control results](#) at the Evira site.

In animal transport neglect cases, a single transport typically features several types of violation. Individual deficiencies relate e.g. to qualifications documents, animal transport driver permits and transport documents; condition and safety of vehicle (e.g. lack of animal transport signage from the vehicle) and opportunities for inspection and care of animals; loading density of animals; handling or care of animals during transport; separation and tying down of animals and of loose items in the load space; ventilation or weather protection; loading and offloading (e.g. ramp safety). Some transports have involved animals that weren't in a condition to be transported and should not have been included in the transport. Deficiencies are regularly observed also in the following of additional requirements for long haul transports. The most common problems include deficiencies in the drinking water system or the temperature recording and alarm system.



Figure 4. Number of controlled animal transports in 2000-2010 (source: Evira).

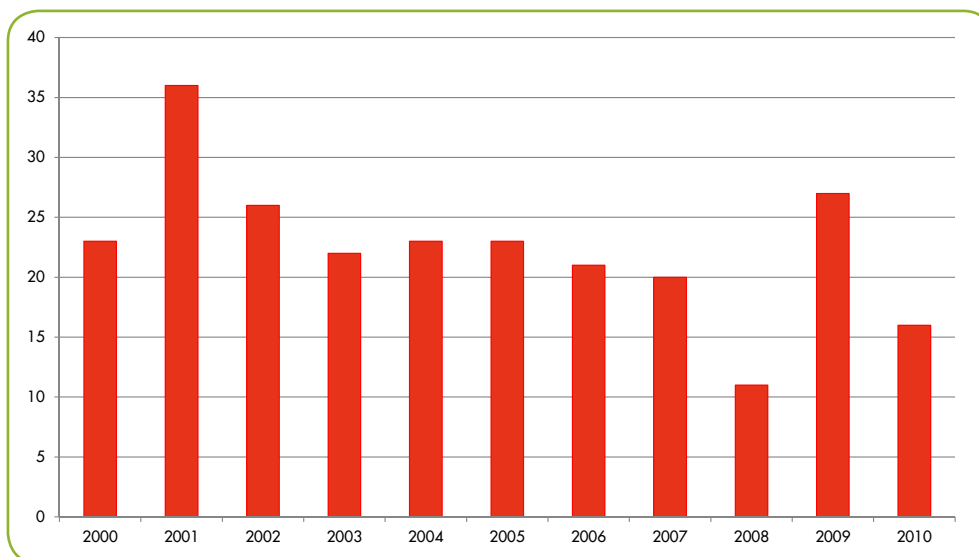


Figure 5. Percentage of cases of neglect in animal transport out of controlled transports in 2000-2010 (source: Evira).

10.3.5 Animal welfare inspections based on suspicion

Some 3,500 animal welfare inspections based on suspicion are made annually, half of which reveal animal welfare deficiencies. Farm animal keeping locations are inspected slightly more often than those for companion and hobby animals, and they also exhibit more neglect than the latter. The share of severe animal welfare violations has been greater in companion and hobby animal cases than in farm animal ones, however.

The number of inspections and the results have stayed relatively stable in recent years (table 5). In 2007, in addition to inspections by authorities, there were over 400 and in 2008 under 300 inspections performed by animal welfare inspectors authorized by the State Provincial Offices. In 2009 over 80 % of companion and hobby animal inspections were directed at cats or dogs, whereas animal production farms were inspected on suspicion basis chiefly for their bovine (45 %) and horse (23 %) keeping conditions. Nearly 1,000 more animal production farms were inspected in 2010 than in previous years, but the results remained unchanged.

According to the 2010 evaluation on the RSAA basic services, suspicion-based animal welfare inspections that required renewed inspection were not concluded effectively. The goal for 2010 was to reinspect over 90 % of those inspection targets that had been issued a ban or an order after the time window for the ban or order has expired. Some 50 % of targets with a ban or an order were reinspected, thus falling short of the goal.

Table 5. Animal welfare inspections based on suspicion (source: Evira)

		2007	2008	2009	2010
Inspections	Total	3 500	3 300	3 200	4 300
	pets	1 500	1 600	1 500	1 400
	farm animals	2 000	1 700	1 700	2 700
	other animals or unspecified				200
Neglect*, % inspected targets	Total	40	41	39	38
	pets	39	30	32	31
	farm animals	41	52	46	45
Severe neglect**, % inspected targets	Total	8,5	9,5	9,5	6,5
	pets	13	15	15	9
	farm animals	4	4	4	4
*neglect results in order to rectify animal conditions					
**severe neglect results in immediate action to ensure welfare of the animal					

10.4 Planning and success of control by authorities

Preparing the multi-year national control plan for the Finnish food production chain is the responsibility of Evira. The Animal health and welfare monitoring program EHO is part of VASU. The aim of EHO is to improve and harmonize the activities of control authorities managed by Evira, to increase planning, efficiency and quality of control, and to make control practices throughout the country more uniform, ensuring equal standing for producers. The program also includes multi-year control projects participated by veterinary services control authorities. Projects included in the program seek to support the execution of new and in part also of long-existing legislation, as well as the key national goals on the issues. The EHO program aims to make sure that responsible parties reserve sufficient personnel and other resources for control tasks and veterinary services nationwide. The realization of VASU is reported to the EU Commission annually.

The EU member countries have to report annually to the Commission on animal production farm sample inspections and live animal transport inspections as well as their results. [Member country reports on animal transport inspection results in 2007–2010](#) can be downloaded from the Commission site.

The Food and Veterinary Office (FVO) serves the EU Commission by inspecting e.g. how Community regulations on animal welfare have been executed in the Community. FVO also monitors adherence to EU import regulations outside the member countries. Results from inspections in member countries can be read at the [country profiles](#) of each member country. Results for inspections in Finland can be found by selecting Finland at the box at the bottom of the page.

FVO last evaluated the animal welfare control system in Finnish farms, slaughterhouses and animal transport in 2009. The main observation of the evaluation was that the system works well and the control obligations were met. Regional authorities had not, however, sufficiently verified whether municipal veterinarians had taken required action and taken their inspections to conclusion. The report also suggested that risk basis in animal transport monitoring be further developed.

- [FVO General Overview Reports](#)
- [FVO annual report \(the most recent from 2008\)](#)

10.5 Development of control

More control veterinarians

One of the roles of the updated veterinary services act (765/2009) is to ensure separation of animal welfare monitoring from the other duties of municipal veterinarians, mostly veterinary practice. The goal is to make municipalities hire on state funds, with the Ministry of Agriculture and Forestry budget veterinary services fund (in 2011 some 4 million euros), veterinary officers concentrating solely on monitoring duties. By the fall of 2011, municipalities had hired 39 of them. The veterinary services act has also provided the RSAAs with 15 new regional veterinarians who perform sample inspections of animal production farms, monitor compliance with additional conditions and assist municipal veterinarians in dealing with difficult animal protection cases.

Risk basis emphasized in sample control

Sample monitoring on compliance with animal welfare regulations continues to be developed in the risk basis direction. Animal production farm sample inspections required by EU are directed especially at farms with an estimated elevated risk for animal welfare problems. Such a risk may arise e.g. from a neglect observed in a previous inspection, or from lack of reports to authorities on events in an active animal production farm. As the Evira goal is to make 75 % of the inspections at such farms of elevated risk



level, and the remaining 25 % of the farms are randomly chosen, it is to be expected that more shortcomings will be revealed than in the case of a pure random sampling.

10.6 Projects on official control

In addition to official monitoring, Evira runs animal welfare action programs as well as several animal health and welfare control program (EHO) projects intended to promote animal welfare. Projects from 2012 include farmed fish welfare and cage farming of egg-laying chickens. Projects from previous years include e.g. developing of risk basis for animal welfare monitoring, species-specific requirements on outdoors farming conditions, and preparing for the demands and requirements of updated legislation.

Animal welfare programs

Evira aims to prevent animal welfare problems regularly appearing in the monitoring of animal farms through the animal welfare program. The target of the program changes annually. In 2010, the program targeted calves, in 2011-2012 pigs, and the target for 2013 is to be fur animals. The program examines the most common types of neglect and problems in animal keeping and care as observed in annual animal welfare inspections, and develops practical measures for improving animal welfare in connection with interest groups. The program has been deemed important, because many problems observed in the inspections have repeated from year to year.



Corraling of reindeer

The RSAA of Lapland and the municipal veterinarians of Lapland conducted in 2008–2010 a control project on part-year corraling of reindeer. Reindeer corrals received 96 inspection visits during the project altogether. The visits observed the number of reindeer in the corral and the time they spent there, the size of the corral, compartmentalizing and safety, as well as reindeer feeding, provision of water, care, and medication records. One

corral was found to exhibit severe animal welfare violations.

Compliance with the cow exercise requirement

In the summers of 2009-2010, Evira and the RSAAs put to action a project on cow exercise requirement compliance. Chiefly chosen for inspection were farms suspected for deficiencies in complying with the exercise requirement. The project inspected 383 farms, of which slightly fewer than one-third exhibited problems with arranging for exercise. The RSAA may grant release

from pasture or exercise requirements for specific reasons. In all, there have been 273 requests for release from the exercise requirement in 2006–2010, and 196 farms (72 %) have been granted the release.

10.7 Volunteer animal welfare advisory activity

In addition to animal welfare authorities, animal welfare advice is given by some 120 voluntary SEY animal welfare advisors, performing visits on basis of received announcements. SEY has run activities of this type since 1902. The advisors operate nationwide and on all animal species. They do not give orders, only advice and instructions on good care and treatment of animals. During the past ten years, SEY animal welfare advisors have visited over 27,000 animal keeping sites. The visits have involved over 156,000 animal units. In 2009, SEY advisors made a total of 1,558 animal welfare advisory visits to 1,494 animal keeping sites in all. Key targets were urban sites of dog and cat keeping, and the conditions there. Some 53 % of the visits led to reports to authorities. The advisory visits are reported in the SEY annual report.

The Kennel advisor is a volunteer trained by the Finnish Kennel Club on advising breeders and dog owners on issues of dog keeping. There are 49 kennel advisors, and they made 318 advisory visits in 2010.

The stable inspectors of the Equestrian Federation of Finland make annual visits to accepted Federation member schools and stables and inspect stables applying for membership. They further give advice to entrepreneurs and stable workers on topical issues.

Administrative actions in monitoring the juridical welfare of farm and slaughter animals

The objective of Animal Welfare Act

The objective of the Animal Welfare Act (AWA 247/1996) is to protect animals in the best possible way from undue distress, suffering and pain and to promote animal welfare and good treatment. Animal welfare is not exactly defined in the government proposal for the act or in the law. Nevertheless, the promotion of welfare should be included in the legislation made by law (for example in decrees), and be visible in those administrative actions the animal protection authority may take when they supervise the compliance with the legislation. It is thus not sufficient to just pursue to minimize animal distress, suffering and pain in farming and slaughtering.

Administrative actions taken by the authorities in the supervision of animal protection in 1996–2006

In my dissertation ([Reglering och förvaltning av produktions- och slaktdjurs välbefinnande](#), 2011, Åbo Akademi) the objective of research was both the regulation concerning animal protection and welfare, and the animal protection authorities supervision of the compliance with the legislation (and also the animal owners access to justice). Here, only the results on the administrative actions taken by the authorities by the AWA and in accordance with the Administrative Procedure Act (APA 434/2003) during 1999–2006 are discussed.

Announcements and decisions made by inspection veterinarians at slaughterhouses have in general been clearly and concisely recorded in order with the laws (AWA and APA). However, from an animal point of view the research revealed that the control and supervision enforced by veterinarians at slaughterhouses presents quite a high threshold for interfering concerning how the animals are treated or cared for before slaughter. The deficiencies addressed by the AWA have clearly exceeded the limit of compliance with animal protection legislation. The deficiencies have not necessarily been reported to the police in accordance with the AWA, even in cases of clear noncompliance with animal protection legislation.

Recording practices have varied in municipal veterinarian supervision activity, and have partially been at odds with the measures ordered for correcting the observed deficiencies. Action has not always been taken even

when deficiencies have been observed. In general, municipal veterinarians have not justified their decisions in accordance with the APA. The lack of justification is worrisome both for the animal and its owner or keeper, and may be associated with effects that decrease the juridical welfare of the animal. A justified decision is meant to protect the involved party from arbitrary administrative procedures. Justification is essential also for the purpose of evaluating the decision making and promoting openness of the administrative procedure.

The actions of higher animal protection authorities are best showcased by the authority primarily responding to external stimuli. The independent activity of the authority in promoting animal welfare has been limited in role. The activity has been passive especially in demanding situations of interpretation, ones calling for input from higher authorities. The ultimate goal of certain individual actions has been left unclear.

The level of animal protection and welfare remains low in practice if the legislation is not interpreted and applied for the best of the animal, in accordance with the purpose of the AWA.

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11 Animal welfare crimes and animal keeping ban

Acts contrary to the animal welfare legislation are in Finland criminalized as animal welfare offense, aggravated animal welfare offence, petty animal welfare offense, animal welfare misdemeanor, and animal transport misdemeanor. The first three are established in criminal code (17:14–15 §). Animal welfare misdemeanor is established in animal welfare act (54 §) and animal transport misdemeanor in animal transport act (39 §). Animal welfare offense can result in fines or a maximum of 2 years of imprisonment. Aggravated animal welfare offense can result in imprisonment only, the scale of punishment ranging from four months to four years. Laboratory animal offenses are established in test animal act (37 §) and hunting offenses and aggravated hunting offenses in the criminal code (48 a:1–1a §).

11.1 Reports to police

Report on suspicion of crime

The police are informed of suspected violations of the animal welfare act in various ways. The animal welfare authorities must immediately inform the police if there is reason to suspect noncompliance with animal welfare legislation (animal welfare act 63 §). A citizen may report a suspicion of noncompliance with animal welfare legislation to the animal welfare authorities.

Preliminary investigation is decided upon by police

The police performs a preliminary investigation on an animal welfare report it receives, and the officer in charge of the investigation decides whether there is grounds for continuing the investigation. After the preliminary investigation and as per it, the case may go to the prosecutor for evaluation on whether to prosecute.

The police received in 2009 some 560 animal welfare reports, the majority of which (some 470 cases) involved actions contrary to animal welfare law. Animal welfare crimes reported to and solved by the police in 2007–2010 are shown in figure 6.

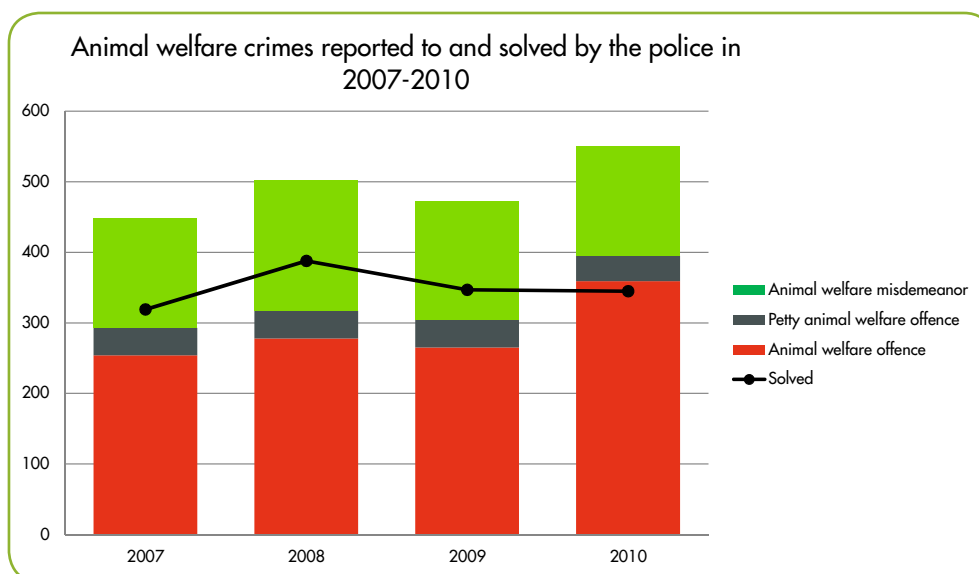


Figure 6. Animal welfare crimes reported to (columns) and solved by (line) the police in 2007–2010.

11.2 Animal welfare crime in prosecution

Animal welfare crime is numerically modest in comparison with many other crimes. The prosecutors receive some 200 reports on suspected animal welfare -related crime annually. For example in 2007, some 186 and in 2009, a total of 218 reports on suspected animal welfare crime reached the prosecutors.

Local prosecuting offices do not employ prosecutors specializing in animal welfare crime or designated for prosecuting the cases involved. In practice, animal welfare crime may nevertheless end up being prosecuted by certain specific prosecutors at local offices. In addition, Finland employs a so-called key prosecutor system. Key prosecutors handle cases calling for expertise and may prosecute cases on their field of expertise across the country. Animal welfare crimes fall under the category of environmental and natural resources crimes in the key prosecutor system.

11.3 Sentences for animal welfare crimes

The number of animal welfare crimes (animal welfare offence, petty animal welfare offence and animal welfare misdemeanor) has varied in recent years from the 17 cases in 2007 to the 126 cases in 2009 (table 6). In 2007, for example, 93 people were sentenced for animal welfare offence, most with fines. A handful of animal transport misdemeanor sentences are given annually; in 2007, such a sentence was given to two people.

Table 6. Number of people sentenced for animal welfare offense, petty animal welfare offense and animal welfare misdemeanor in district courts in 2007–2010 (source: Office of the Prosecutor General).

	2007	2008	2009	2010
Animal welfare offense (Criminal Code 17:14 §)	93	92	109	101
Petty animal welfare offense (Criminal Code 17:15 §)	5	5	2	2
Animal welfare misdemeanor(Animal Protection Act 54 §)	9	17	15	18
Total	107	114	126	121

11.4 Animal keeping ban

In addition to fines and jail, a person sentenced for animal welfare crime may be issued an animal keeping ban in order to protect the animals. The ban is issued by the court when processing the animal welfare crime case. A person sentenced for aggravated animal welfare offense is issued an animal keeping ban (Criminal Code 17:23 §). The court may, however, decide not to issue the ban for pressing reasons. The ban may also be issued on people sentenced for animal welfare offense or petty animal welfare offense. The ban may further be issued on a person sentenced for animal welfare misdemeanor or animal transport misdemeanor if the person is considered unsuited or incapable of seeing to the welfare of the animals.

A ban on animal keeping means a prohibition on owning, keeping or caring for animals or otherwise being responsible for their welfare. However, the court may for special reasons decree that the offender may still be allowed to own animals, wholly or in part. The ban may apply to specific species or animals in general. It may be sentenced for a minimum duration of one year, or permanently. The prerequisites for a permanent ban on animal keeping are established in the Criminal Code. The ban must normally be observed regardless of any petition process. In combination with a keeping ban, a sentence for loss of animals to the state may also normally be enforced regardless of petition. Most agricultural subsidies cease to be paid to the offender during a ban on animal keeping.

The Legal Register Centre maintains a registry on animal keeping bans. Information in the registry is in principle considered secret as per the Act on the Openness of Government Activities. However, the Animal Keeping Ban Registry Act establishes the release of registry information. Information can be released to officials specified in the Act through a technical connection,

allowing it to be accessed at all times. In addition, a separate Act establishes the criteria of releasing information to private persons.

The number of people issued with a ban on animal keeping has varied between 38 and 64 in 2005–2010. Temporary bans are issued significantly more often than permanent ones. The bans issued in 2007–2010 are given in table 7.

Table 7. Animal keeping bans in 2007–2010 (source: Tilastokeskus).

	2007	2008	2009	2010
Temporary animal keeping bans, sentenced keepers	33	55	44	36
Average duration of temporary animal keeping ban, yrs	4,0	3,8	4,4	4,0
Permanent animal keeping bans, sentenced keepers	5	9	11	14
Sentenced animal keeping bans total	38	64	55	50

12 A look at animal welfare in the world

Animal welfare is connected to global issues on environmental sustainability, availability of food and justification on consumption of animal-based foods. Mankind uses some 60 billion farm animals annually for food. [The UN Food and Agriculture Organization \(FAO\)](#) predicts that consumption of meat and milk will double by 2050, calling for doubling of farm animal numbers involved as well, to 120 billion. In 2002, on the average 40 kg of meat was produced and consumed per person. In that year, meat production in Europe was 72 kg per person and consumption 74 kg per person (World Resources Institute). The alienation of people from food production and the increase in production intensity due to food price competition dictate marginal global investment in animal welfare.

12.1 European animal welfare policy

12.1.1 Lisbon treaty and animal welfare

The [Treaty of Lisbon](#) was ratified on December 1, 2009. The treaty modernizes EU organizations and improves its working methods. The Lisbon treaty strengthens democracy in the EU and improves the Union's ability to promote the rights of its citizens in daily life. Article 13 of the provisions having general application, in the second section of the treaty, states: "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."

Animal welfare thus is part of the EU treaty, while before the Treaty of Lisbon it was a declaratory addendum; the Amsterdam treaty from 1997 stated that animals are sentient creatures. The most significant effect of the Lisbon treaty is that it requires the EU institutions to take animal welfare into account and to evaluate its realization in policymaking, both in agriculture and animal transport and in technological development (such as genetic technology) and the fisheries industry. The observation of religions and national traditions is nevertheless emphasized, meaning that e.g. whaling at the Faroe Islands and religious slaughter without stunning continue to be allowed.

12.1.2 EU animal welfare policy

Common animal welfare issues in the European Union are the province of the European health and consumer issues Directorate General, the [DG SANCO](#), and its Animal Welfare Unit.

The aim of the EU animal welfare policy is

- in regulations, to maintain and improve animal welfare,
- to attain shared international understanding on animal welfare issues
- in communication, to increase the understanding of citizens and involved parties on animal welfare issues
- in research, to increase general understanding of animal welfare issues and produce knowledge to effectively guide policy

The first [EU animal welfare strategy](#) (Community Action Plan on the Protection and Welfare of Animals) and policy was in force in 2006–2010. [The strategy has been evaluated](#) by the Swedish MEP Marit Paulsen. It has also been evaluated in a separate [EUPAW](#) project (Evaluation of the EU Policy on Animal Welfare). [The new animal protection and welfare EU strategy for 2012–2015](#) was completed at the beginning of 2012. The strategy emphasizes the need for new animal protection and welfare legislation and the problems resulting from the diverse execution of current law in the member countries. The requirements in the new welfare law would be based on welfare indicators measured on the animals themselves rather than on care, handling and environment issues.

12.1.3 CAP reform

In the [reform of the Common Agricultural Policy \(CAP\)](#), the Commission has three principal aims for future agricultural policy. The first is maintaining food security in Europe and elsewhere in the world. The second is to make agricultural operators participate more efficiently in joint action on climate issues. The third is the balanced development of the various regions of the Union. The Commission wants to promote the role of small farms in maintaining the vitality of rural areas and in meeting the local demand for food. The new agricultural policy is to be implemented from 2014 onwards. The future agricultural policy will not feature concrete animal welfare rules for the farmers. Economy and EU expansion have resulted in the ignoring of animal welfare questions in the CAP reform.

12.2 European animal welfare operators

12.2.1 EFSA provides scientific advice on animal welfare

The European food safety authority [EFSA](#) provides independent scientific consulting on all issues directly and indirectly related to food safety, including animal health and welfare. EFSA also acts as the independent scientific advisory to the EU Commission, Parliament and member states on farm animal welfare issues. The animal health and welfare science board of EFSA, [AHAW](#) (The Panel on Animal Health and Welfare) brings together leading experts on the field to investigate animal health and welfare issues topical in Europe and to [write scientific and technical reports](#) on them, published electronically at the science board website. The board concentrates on alleviating animal welfare threats such as pain, stress and suffering and on promoting animal welfare. Based on the reports, EFSA also issues scientific statements.

12.2.2 Council of Europe

Council of Europe is the oldest and largest political cooperation and human rights organization in Europe. It was founded in 1949 and consists of 47 member states. The Council strives to promote the unity of its member countries, to protect human rights and multivalued democracy, to improve living conditions and to promote human values.

Council of Europe issued in 1995 three resolutions on pet welfare, concerning pet breeding, surgical operations in pet animals, and keeping of wild animals as pets. Finland has also signed three Council of Europe conventions on animal protection (F15, F14 and F36). Council of Europe activity on animal welfare today is modest.

12.2.3 European network of animal welfare reference centers under consideration

Animal welfare centers have been established in Finland ([Finnish Centre for Animal Welfare EHK](#)), Sweden ([Swedish Center for Animal Welfare SCAW](#)) and Denmark ([Danish Center for Animal Welfare DCAW](#)). A European network of reference centres is under consideration and is mentioned in the new EU animal protection and welfare strategy for 2012-2015.

European animal welfare advisory councils have a cooperation forum, the [EuroFAWC](#) (European Forum of Animal Welfare Councils) founded in 2006.

12.2.4 EU Member of Parliament animal welfare group

The EU Members of Parliament have their own animal welfare group, [European Parliament Intergroup on the Welfare and Conservation of Animals](#). The task of the group is to introduce new animal welfare issues ahead of Parliamentary proceedings and to remind the Parliament of animal welfare issues. The group website allows citizens to follow the animal welfare work conducted by the Parliament members.

12.2.5 Animal welfare promotion organizations

[Eurogroup for Animals](#) is the umbrella organization for European animal welfare organizations. It includes e.g. SEY and Animalia. Eurogroup for Animals promotes the cause of welfare for farm, wild and laboratory animals, chiefly in the European Parliament.

[EPAA](#) (European Partnership for Alternative Approaches to Animal Testing) is the cooperation forum for the European Commission and European trade associations and businesses. Its members have pledged to combining their knowledge and resources on alternative approaches to the use of animals in testing. EPAA aims to promote the so-called 3R principle. [FELASA](#) (Federation of European Laboratory Animal Science Associations) represents the national organizations of laboratory animal science. [ECEAE](#) (European Coalition to End Animal Experiments) campaigns for the ending of animal testing in Europe.

12.2.6 European producer organizations

The organization of European agricultural producers [Copa-Cogeca](#) also includes the Finnish agricultural producer organizations MTK (Central Union of Agricultural Producers and Forest Owners) and SLC (its Swedish-language counterpart).

[UECBV](#) (the European Livestock and Meat Trading Union) is the joint organization for 20,000 European meat businesses, such as slaughterhouses and animal transportation companies. [EFN](#) (European farmers network) aims at higher standards on animal welfare through the cooperation of agricultural producers.

[FEAP](#) (Federation of European Aquaculture Producers) is an umbrella organization for European aquaculture organizations. It aims at creating and developing joint procedures for promoting the production and marketing of industrially farmed fish and other aquatic species.

The European zoo and aquarium organization [EAZA](#) and the world zoo and aquarium organization [WAZA](#) guide and support zoos, aquariums and comparable organizations in promoting of animal welfare, environmental education and animal protection.

[EFBA](#) (European Fur Breeders' Association) is the umbrella organization for national fur producer organizations; on its initiative, a farm level assessment method comparable to the Welfare Quality system, the [WelFur](#) method, is being developed for fur animals.

The joint organization for European veterinary organizations is the [FVE](#) (Federation of Veterinarians of Europe). Worldwide scope to veterinary organizations is provided by the [WVA](#) (World Veterinary Association).

12.3 Topical animal welfare issues in Europe

12.3.1 Welfare of companion and hobby animals



The welfare of companion and hobby animals was brought to attention during the Belgian presidency in 2010. The EU Council made in late 2010 a [conclusion on the welfare of cats and dogs](#), since accepted by the member countries. For the future EU animal welfare strategy, the conclusion recommends including also the welfare of companion and hobby animals. EU member country regulations on the keeping of companion and hobby animals ought to be harmonized, a joint registration system for

cats and dogs should be created, and citizens should be trained and educated on responsible animal care.

12.3.2 Animal transport

Animal transport is a topical and polemic subject in the EU. Animal protection organizations e.g. campaign for an eight hour limit on the duration of animal transport. The Commission has published a [report](#) concerning the updating of the EU regulation on animal transport, evaluating the effect of the current animal transport regulation (1/2005) on animal welfare and trade of live animals. The report indicates that the number of live pig transport in the EU region increased by 70 % between 2005 and 2009, while live transporting of

horses decreased by 17 % in that time. Data on the numbers of transported animals come from TRACES (Trade Control and Expert System).

12.3.3 Animal cloning

The EU Parliament adopted in the fall of 2010 a negative stance on the use of cloned animals and their offspring as food. The ban is temporary, and the stance will be renegotiated towards the end of the ban. Cloning has been studied mostly on cows and pigs. Additional information on animal cloning can be found on the [EFSA pages](#) and in the biotechnology advisory council report Cloning of farm animals from 2008 (in Finnish only).

12.3.4 European proclamation on alternatives to boar castration

The EU Commission and the then-presiding country Belgium drafted a [EU joint stance on pig castration](#). Representatives of European farmers, meat industry, researchers, veterinarians and animal welfare organizations accepted a European proclamation on alternatives to the surgical castration of pigs. The proclamation establishes the voluntary cessation of surgical castration of pigs in Europe by January 1, 2018. In addition, it was agreed that starting with January 1, 2012, surgical castration of pigs must be conducted with methods involving long duration pain medication for the pigs, or alternatively local anesthesia or sedation. The Finnish farm animal welfare advisory council backs up the aims of the proclamation. In addition, large Finnish slaughterhouses obligate the producers to medicate post-castration pain.



12.4 Animal welfare operators in the world

12.4.1 UN

The United Nations Food and Agriculture Organization (FAO) maintains an open electronic platform for farm animal welfare data, the [Gateway to Farm Animal Welfare](#). The site features e.g. news and events on animal welfare, various documents, training and research organizations, training

and employment opportunities. The FAO [Animal Production and Health Division](#) site also contains animal welfare publications.

12.4.2 OIE

The World Organisation for Animal Health [OIE](#) (previously known as Office International des Epizooties) included animal welfare in its strategy for the first time in 2001. OIE has in recent years published nine guides to animal welfare, including instructions for animal transport by land, air and sea. According to its strategy, OIE concentrates in the welfare of animals used in research and education, the welfare effects of animal production systems, and the welfare of cultivated fish.

12.4.3 Interpol

[Interpol](#) is the largest of the international police organizations. The Interpol general assembly has in 2011 published a resolution on environmental crime ([Environmental crime](#)), also including illegal international trade of wild animals.

12.4.4 Globally operating animal protection organizations

Famous animal protection organizations [WSPA](#) (World Society for the Protection of Animals), [RSPCA](#) (Royal Society for the Prevention of Cruelty to Animals), [HSI](#) (Humane Society International), [ASPCA](#) (American Society for the Prevention of Cruelty to Animals), [PETA](#) (People for the Ethical Treatment of Animals) and [CIWF](#) (Compassion in World Farming) have jointly drafted a global animal welfare resolution, the [Universal Declaration for Animal Welfare \(UDAW\)](#). The organizations encourage people and nations to sign the declaration, which states that animals are sentient and capable of suffering, which is why their welfare and needs have to be respected and their suffering has to be brought to an end. The declaration pays attention on the welfare of humans and the environment as well. UDAW thus is a declaration on common good, with an emphasis on animal welfare. The declaration was signed by 40 states and over two million people by the spring of 2011.

The European and United States animal protection organizations founded a Transatlantic Animal Welfare Council (TAWC) in the spring of 2010. With the founding, the Washington declaration was signed, emphasizing especially the sentient nature of animals and the acknowledging their special status in trade politics.

[HSA](#) (Humane Slaughter Association) trains, studies and provides technical consultation in Great Britain, in addition to aiming for global standards on animal welfare during transport, animal fairs and slaughter.

The international animal rights and protection organization [Animals' Angels](#) takes an interest in animal transport and campaigns against long transports exceeding eight hours, by demanding in its 8hours campaign that the EU Commission reform the regulation on animal transport to include an eight-hour upper limit.

[IFAW](#) (International Fund for Animal Welfare) concentrates e.g. on the welfare of dogs and cats.



12.5 Voluntary trademarks with an emphasis on animal welfare

Some animal protection organizations have their own animal product welfare branding systems, such as the RSPCA system [Freedom Food](#), the three-step [Beter Leven](#) program of the Netherlands animal protection organization De Dierenbescherming, the [AHA](#) system [American Humane Certified](#) and the WSPA system [Animal Welfare Approved](#). The [Global Animal Partnership](#) organization has created its own program for a farm animal welfare standards, "The 5-Step Program". Animal-based products marked with these welfare labels can be purchased in some grocery stores in Great Britain and the United States at least. A few grocery chains, such as the American [Whole Foods](#) and the Dutch retail combine [CBL](#), have their own trademark system for indicating animal welfare, as well as their own animal welfare program. Numerous retailer chains around the globe promote the GLOBALG.A.P certifying system for good agricultural and fisheries practices.

Trade policy and animal welfare

EU common trade policy dictates direction

International trade policy involves procedures such as tariffs, quotas or technical norms for influencing trade between nations or trade blocs. Trade policy is one of the fields where cooperation of EU member countries is the most developed. There exists a common internal market for EU, and for some of the EU countries a joint currency as well. Goods and services move freely from country to country within the EU. The EU also comprises a customs union. This means e.g. that EU has a common trade policy in relation to outside countries.

Finland, a member country, practices a trade policy that is part of the common EU policy. The policy falls under the exclusive jurisdiction of the Union. This means that the EU Commission makes all initiatives and proposals for common trade policy and negotiates trade agreements with third countries. The Commission uses the EU vote in the World Trade Organization, aimed at the freeing of trade.

Animal welfare takes back seat

In international trade politics, animal welfare has received little attention in comparison with most other issues. The emphasis especially in negotiations within WTO is on the questions of internal subsidies of agriculture, market entry and export subsidy. During the Uruguay Round, animal welfare issues were considered non-trade concerns and left outside the above considerations, to be discussed in future rounds of negotiations. The Uruguay Round was the last of the negotiations leading to the formation of WTO, concluded in 1994. The current trade negotiations round in WTO, the Doha Round, has been in progress since 2001. Despite several attempts, no conclusion has been reached in the round.

In the current trade agreement, animal welfare issues are not completely ignored. According to the SPS Treaty (Agreement on Sanitary and Phytosanitary Measures) from the Uruguay Round, no country shall be prevented from adopting and executing measures necessary for protecting the life and health of humans, animals or plants. Yet the measures must not be executed in a manner that creates a mechanism of arbitrary or baseless discrimination in trade with otherwise equal countries. In other respects, the WTO main treaty and the Agreement on Agriculture leave animal welfare issues to be negotiated and agreed upon in future rounds.

In the Doha Round preliminary negotiations, EU proposed that any additional expenses from higher welfare standards that have at most minor effects on trade flows be excluded from the tariff reduction obligations for being most minimal, trade-distorting. The original EU stance was prepared while Finland held the presidency in 1999. However, the EU proposal has received little support from the negotiating countries, and subsequently little attention. At this stage of the Doha Round, it is not possible to more precisely predict how animal welfare issues will be included in the actual agricultural treaty.

Domestic animal production must receive support

EU agricultural policy must guarantee food safety. Prevention of animal and plant diseases and farm animal welfare are also among the issues to be dealt with. Standards exceeding those in the rest of the world create additional expenses for European producers. The EU agricultural policy thus needs mechanisms for balancing the competition between production in the EU and other countries.

The production costs of agriculture, including animal production, are high in Finland due to our northern conditions. It is especially important for the prerequisites of Finnish agricultural production that EU agricultural policy succeeds in leveling out the differences in comparison with countries of low production costs. It may prove impossible to meet the conditions for continued Finnish animal production in the open EU internal market or the increasingly open global markets if production costs continue to exceed those of competitors, and no means exist for compensating for this. On the other hand, the success of Finnish agricultural production is based on the consumer interest in buying Finnish products. Only a responsible production approach that addresses farm animal welfare can win the trust of the consumers.

Of the guest writers, Simo Tiainen heads the MTK office in Brussels and Jouko Nieminen is a specialist from the agricultural line of MTK.

13 Basic data on Finnish animals and animal welfare

This section contains various indicators on animal welfare, such as statistics and estimates on animal counts. This section also tells about national activities on animal health care, animal transport, smuggling, stunning, slaughter and killing, found animals, targets of animal activity subject to permit or notification, care of injured wild animals and organic animal production. The appendix Animal husbandry in Finland (in Finnish only) gives species-specific data on the most important companion, hobby and farm animals and their welfare.

13.1 Number of animals

In Finland, animal counts are recorded by individual for farm animals (table 8), slaughtered animals (table 9), laboratory animals (table 10) and game catches (table 11). Catches of fish (table 12) and farmed fish (table 13) are given in units of mass (individual counts for fish are only recorded in animal testing).

The Finnish Kennel Club registered in 2010 a total of 51,399 dog puppies from over 300 different breeds. According to the Club estimate, there are some 600,000 dogs in Finland, of which 450,000 purebred. The cat association Suomen Kissaliitto estimates that there are 800,000–1,300,000 cats in Finland. Unlike dogs, the number of registered cats is but a small fraction of the total number of cats in Finland. In 2010, there were 74,300 horses and 15,000 stables in Finland.



Table 8. Number of farm animals in Finland in 2007–2010 and number of animal farms in 2009 (sources: Statistic Finland's [Matilda agricultural statistics service](#) and Finnish Fur Breeders' Association). Numbers recorded annually at May 1 for bovines, April 1 for pigs and poultry, and June 1 (2007–2009) and May 1 (2010) for sheep and goats.

	2007	2008	2009	2010	Animal farms in 2009
Bovines	926 700	915 300	918 300	925 800	16 425
Pigs	1 448 000	1 482 800	1 381 200	1 366 900	2 305
Sheep	119 300	122 200	117 700	125 700	2 407
Goats	6 200	5 900	5 900	4 900	590
Poultry	9 791 100	10 521 700	9 369 500	9 586 800	1 077
Reindeer*	193 342	193 342	192 917**		4 695
Minks***	2 633 300	2 310 000	2 400 000	2 370 000	456
Blue foxes***	1 669 200	1 448 000	1 520 000	1 630 000	880
Silver foxes***	126 000	131 300	134 000	134 000	550
Finnish raccoon dogs***	193 600	187 400	126 000	150 000	118
*Maximum number of reindeer allowed in Finland from 2000 to 2020 by decree of Ministry of Agriculture and Forestry is 203,700 live reindeer.					
** Reindeer Herders' Association data from season June 1, 2008–May 31, 2009.					
***Kits + number of breeding animals; a single farm may have several species.					

Table 9. Number of slaughtered or killed animals in Finland 2007–2010 (source: Matilda agricultural statistics service).

	2007	2008	2009	2010
Bovines	301 010	275 060	272 600	264 943
Pigs	2 446 330	2 458 540	2 344 800	2 246 632
Sheep and lambs	38 470	41 720	41 400	37 352
Goats	350	200	200	92
Poultry	55 414 400	56 289 050	52 390 600	54 821 782
Horses	880	770	800	1 257
Reindeer*	117 206	103 020	102 330	104 970
Minks**				1 326 897
Blue foxes**				1 315 352
Silver foxes**				68 159
Finnish raccoon dog**				101 445
*Reindeer Herders' Association: number of slaughtered reindeer in seasons 2006/2007, 2007/2008, 2008/2009 and 2009/2010.				
**Fur yield in the sales of Turkistuottajat Oyj in season 2009–2010.				

Table 10. Number of lab animals used in Finland (source: [ELLA](#)).

	2007	2008	2009	2010
Mice	101 501	78 446	67 684	77 873
Rats	28 585	26 058	21 130	18 212
Guinea pigs	400	215	171	0
Hamsters	59	302	66	199
Other rodents	4 156	3 142	2 405	2 325
Rabbits	632	814	750	533
Cats	0	0	0	429
Dogs	82	54	92	3 968
Other carnivores	150	761	162	390
Horses, donkeys and crossbreeds	61	37	8	0
Pigs	600	819	713	880
Sheep	465	571	1 005	723
Bovines	76	300	2	19
Other mammals	513	84	238	239
Quails	0	0	34	0
Other birds	7 033	5 568	6 389	2 421
Reptiles	137	317	35	0
Amphibians	151	34	0	0
Fish	22 472	21 078	7 747	13 512
TOTAL	167 073	138 600	108 631	121 723

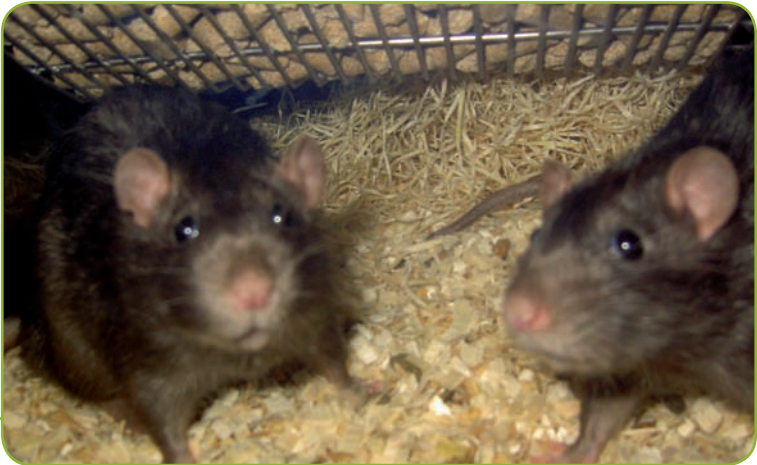
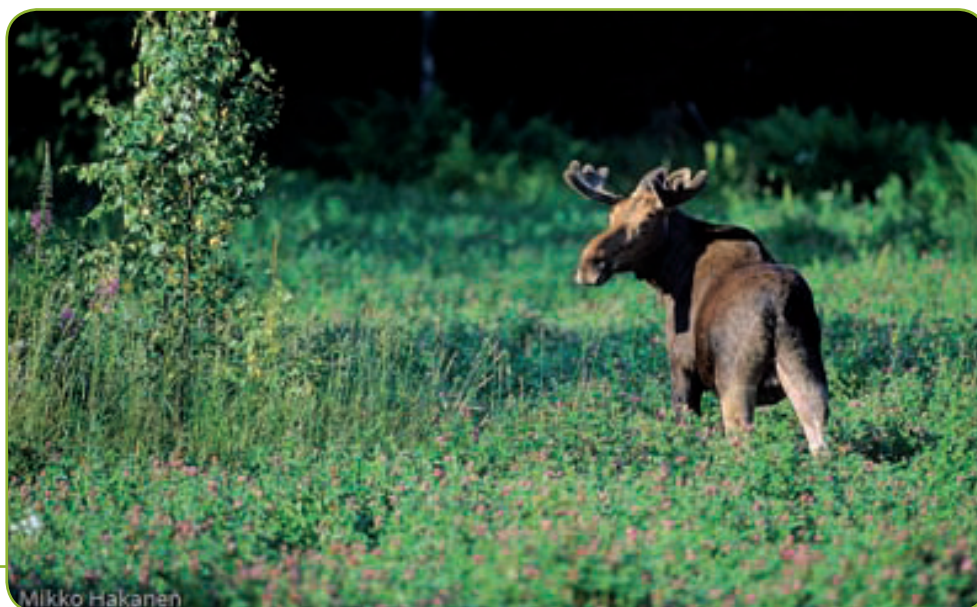


Table 11. Game count in Finland in 2007–2010 (source: RKTL [mammal catch in 2005–2010](#) and [bird catch in 2005–2010](#)). ** Preliminary figures.

	2007	2008	2009	2010
Hares				
White hare	209 900	193 300	201 300	159 200
Brown hare	65 900	86 500	88 600	89 000
Rabbit	100	700	3 900	1 200
Fur animals				
Squirrel	10 200	6 400	6 300	5 300
Beavers	3 800	5 600	8 300	6 300
Muskrat	5 500	5 000	8 200	5 900
Fox	50 500	63 200	58 600	52 700
Raccoon dog	135 700	153 700	171 900	164 200
Stoat	1 900	3 500	2 600	2 000
Mink	61 300	51 500	59 800	54 200
Polecat	500	1 100	1 200	600
Pine marten	20 800	17 500	20 200	25 600
Badger	9 000	11 300	9 800	14 000
Otter	12	8	3	7
Elk and other ungulates				
Elk	62 557	57 097	62 074	68 423
White-tailed deer	22 623	25 624	25 694	25 455
Forest reindeer	134	89	40	43
Fallow deer	161	162	150	128
Roe deer	3 165	4 182	3 724	3487
Mouflon	10	14	10	13
Wild boar	-	75	110	100
Large predators and seals				
Wolf	27	13	28	9**
Bear	83	84	130	179**
Lynx	103	179	298	360**
Grey seal	218	360	-	-
Waterfowl				
Greylag goose	7 000	3 200	9 700	8 900
Bean goose	6 300	5 600	7 900	5 100
Canada goose	5 000	5 400	7 000	6 200
Teal and garganey	109 500	111 900	119 900	124 300
Mallard	210 700	271 800	263 000	265 400

	2007	2008	2009	2010
Wigeon	46 400	41 200	49 000	38 500
Pintail	7 800	3 500	7 900	7 200
Northern shoveler	4 200	5 000	4 400	4 000
Tufted duck	6 000	2 200	6 300	1 400
Pochard	700	1 300	900	900
Eider	2 600	2 300	4 300	5 200
Long-tailed duck	7 700	7 800	13 400	8 000
Goldeneye	48 600	62 300	42 500	52 500
Goosander	4 600	4 200	5 200	5 100
Red-breasted merganser	2 100	1 000	2 100	1 100
Grouzers				
Hazel grouse	88 400	57 200	59 700	92 100
Willow grouse	52 900	30 600	4 600	8 400
Black grouse	176 000	114 100	101 100	170 600
Wood grouse	41 800	25 500	21 400	35 100
Farmland birds				
Partridge	1 000	2 500	5 900	5 000
Pheasant	29 500	75 900	50 500	35 600
Wood pigeon	153 800	157 100	232 900	232 100
Moorhen and waders				
Coot	600	1 900	300	600
Woodcock	3 700	6 500	5 800	4 700



Mikko Hakanen

Table 12. Total catch of fish in Finland in 2009, 1,000 kg (source: RKTL, [Fish industry in statistics 2012](#)).

	Sea			Freshwater			TOTAL		
	Professional fishing	Hobby fishing	TOTAL	Professional fishing	Hobby fishing	TOTAL	Professional fishing	Hobby fishing	TOTAL
Baltic herring	90 253	579	90 832	-	-	-	90 253	579	90 832
Sprat	23 160	16	23 176	-	-	-	23 160	16	23 176
Cod	879	1	880	-	-	-	879	1	880
Flounder	53	40	93	-	-	-	53	40	93
Pike	201	1 577	1 778	97	6 933	7 030	298	8 510	8 808
Vendace	119	17	136	2 496	1 606	4 102	2 615	1 622	4 237
Whitefish	692	620	1 312	106	1 084	1 190	798	1 704	2 502
Salmon	314	54	368	-	255	255	314	309	623
Trout	71	163	234	9	692	701	80	855	935
Rainbow trout	11	44	55	-	766	766	11	810	821
Smelt	125	-	125	148	-	148	273	-	273
Bream	331	465	796	157	1 212	1 369	488	1 677	2 165
Idc	26	226	252	-	185	185	26	410	436
Roach	229	719	948	495	2 164	2 659	724	2 883	3 607
Burbot	58	51	109	25	567	592	83	619	702
Perch	633	2 525	3 158	142	7 289	7 431	775	9 815	10 590
Pikeperch	307	553	860	113	1 815	1 928	420	2 368	2 788
Other	79	118	197	124	530	654	203	647	850
TOTAL	117 541	7 768	125 309	3 912	25 098	29 010	121 453	32 867	154 320

Table 13. Amount and value of fish farmed for food in Finland by species in 2009 (source: RKTL, Fish industry in statistics 2010). * Includes value of eggs

	Sea 1 000 kg	Freshwater 1 000 kg	Total 1 000 kg	Total value Milj. €*
Rainbow trout	10 508	2 230	12 738	37,9
Whitefish	578	150	728	5,3
Trout	-	41	41	0,2
Others	28	92	120	1,0
TOTAL	11 114	2 513	13 627	44,4

Animal statistics

- [Basic statistics on farm animals and animal production farms](#), Matilda agricultural statistics service
- RKTL [statistics on fishing and hunting](#)



13.2 Animal health care

The field of animal health care is broad and contains both preventive health care and clinical care activities. Health care is conducted on several levels: individual, herd, community (e.g. dairies, slaughterhouses, egg packing plants, municipalities) and national.



Health care work at the farm level is divided in many fields. Especially significant for food quality are animal welfare, disease situation, hygiene and use of medication. These fields interest the consumer, the food industry and the authorities as well, and are among the elements emphasized in the national quality strategy for the food sector. Although health care work is voluntary, systematic health care also helps the authorities in enforcing the legislation and offers better chances for control of infectious diseases, reduction of the need for medication, and promotion of animal welfare.

The basis of systematic health care is the written health care plan between the producer and the veterinarian, in which frequency of visits and use and release of data are agreed upon. Health care work is realized through health care visits, the minimum content of which has been agreed upon on sector-by-sector basis. Each production farm may expand the realization of health care as the veterinary resources permit, as well as bring in external expertise.

Many things in animal health care proceed more smoothly, efficiently and cheaply through cooperation. National coordination of animal health care was initiated in the spring of 2001 jointly by authorities, producer associations and the food industry.

Practical coordination is handled by ETT (The Association for Animal Disease Prevention). ETT is responsible for managing the ETU cooperation committee and the ETU expert committees. Also falling under ETT are the health care data systems Sikava and Naseva, which collect data needed in health care work as well as data on the realization of health care work. The poultry sector lacks a common data system.

The ETU cooperation committee, involving producer, veterinarian, food industry, advisory, refining, teaching and research representatives as well as authorities, acts as a council. It puts forth suggestions on health care development and acts as a discussion forum and a means of sharing information between the associated groups.

Practical health care work and content is controlled in ETU sector expert committees: committees for pigs, meat poultry, egg poultry, dairy cattle and

beef cattle regularly meet to work on relevant issues and necessary actions and documents. In all, some 70 people from the various groups associated with basic production work in national health care cooperation.

A production animal farm falls within national health care when the farm has a current health care contract and the health care visits have been conducted according to the contract.

Health care vocabulary

Health care

Voluntary preventive health care and clinical actions to improve the health of an animal, a cattle or a population.

ETU

Abbreviation for National Animal Health Care, used in activities, meetings and documents coordinated through national cooperation.

National level of health care

Set of norms for jointly agreed voluntary health care actions, such as regular visits by a veterinarian, sampling to ensure freedom from disease, evaluation of welfare, protective measures against disease, and so forth. The agreed measures are verified during health care visits by a veterinarian. The observations are documented in health care data systems, Sikava and Naseva. The national level of health care ensures and improves the quality of foods and improves competitiveness in accordance with the national quality strategy for the food sector.

National goals of health care

Common health care goals in production, aimed at strengthening the national quality strategy. The goals include farm animal health and welfare promotion, prevention of infectious diseases, reduction of the need for medication, controlled use of medicine, improving of food safety, collecting and documenting of data, improving of production profitability, and promotion of meeting of regulations.

Health care contract

Contract between producer and veterinarian, agreeing on e.g. the content of health care work, frequency of visits, use of data, and authorization. The signed contract is sent to the registry official for Sikava or Naseva, and the farm enters the health care monitoring system. The contract veterinarian for a pig farm is required to have participated in additional health care training.

Health care visit

Farm visit made by a veterinarian on dairy farms at least annually and on pig farms 3–6 times a year. The most significant actions and observations on animal health and welfare are discussed and recorded. The visit is not an authority control action or inspection, but an advisory visit required by the business.

Health care plan

Short written abstract on herd health and recommended key actions for improving it, based on the health care visit. The plan includes a schedule for actions and a follow-on visit.

Health care visit form

Form used by the veterinarian as aid for the health care visit. The form guarantees that the most significant critical items on the farm are checked and recorded.

Salmonellosis control visit and form

For the time being, the salmonellosis control visit is the equivalent of the health care visit on a poultry farm. The duty veterinarian uses the form as aid for the control visit as required by the salmonellosis control program.

Sikava

Online data system under ETT, funded by slaughterhouses, for monitoring health care in pig farms.

Naseva

Online data system under ETT, funded by slaughterhouses, for collecting data needed in health care work and monitoring health care in action.

13.3 Animal diseases and illnesses

Several illnesses common in animals, such as respiratory, joint and udder infections, cause pain to animals and thus weaken their welfare. The disease situation in Finland is very good in global terms. We e.g. have few infectious animal diseases classifiable as notifiable. This significantly improves animal welfare and reduces the need for medication. All diseases do not necessarily pose a risk to animal welfare, but the animal may carry an infecting agent that presents a risk to human welfare. Evira gives an annual report on animal health (the Animal diseases in Finland reports, in Finnish only).



13.4 Animal transport and smuggling

13.4.1 Animal transport

Loading, transport and offloading of animals is stressful to animals regardless of species, so animal welfare during transport must be carefully provided for. Farm animal transport distances in Finland are long, due to geography and the low number of slaughterhouses. Small herd size further forces the collection of animals from a wide area, leading to longer transport times.

The Finnish Transport and Logistics Association SKAL tells that the majority of Finnish commercial slaughter and transit transports of animals (85 %, 28,300 loads) are shorter than nine hours in duration. Longer transports of 9–12 hours formed in 2008 some 12 %, those of 12–14 hours some 2 % and those over 14 hours 1 % of all animal transport. In all, SKAL in 2008 listed 33,214 animal transport loads. The animal transport decree establishes transport time limits for various species, beyond which the animals e.g. require rest or feed and drink. Unweaned calves, lambs, kids and foals still feeding on milk have to get rest for at least an hour after nine hours of travel, especially for drink and if necessary for feed. After the rest period, transport may continue for a further nine hours. Pigs may be transported for at most 24 hours. There are regulations on the daily working hours of the driver as well; a driver can during one day drive for at most nine hours total. The length of slaughter animal transport is being discussed in the EU, as animal protection organizations have suggested an eight hour upper limit on animal transport.

The legislation requires an animal transport driver permit in commercial animal transport. The RSAAs issue and record the permits, long haul road transport vehicle qualification documents, and other transport vehicle identification records as well as competency certificates for the driver and caretaker with associated information, into the animal driver registry maintained by Evira. An up-to-date list of long haul animal transport driver permits in Finland can be found at the Evira website. There are 207 long haul animal transport permits currently (situation as per Oct 25, 2011).

13.4.2 Animal smuggling

Animal smuggling is increasing. Especially cats and dogs are brought into Finland in violation of import regulations. There were 28 reports on suspected illegal import of dogs and cats to the Helsinki Environment Centre

veterinary officers in 2010. Reports on smuggling have increased in number in recent years. Smuggled puppies may come from so-called puppy factories, meaning there may not be any information on the origin or vaccinations of the puppies.

Pets crossing a state border need to have an ID marking and a pet passport. The EU pet passport adopted in 2004 has already made it easier for pets to travel in Europe. In addition to cats and dogs, pet ferrets may receive the passport. In order to obtain the passport, the owner of the animal has to take the pet to a veterinarian before the trip, and the veterinarian must write down on the passport information on the vaccinations and possible medical treatments given to the animal.

13.5 Stunning, slaughter and killing of animals, slaughter condemnations, religious slaughter and mass killing of animals

13.5.1 Stunning, slaughter and killing of animals

According to the animal welfare act, killing of animal must be conducted as quickly and painlessly as possible. The act also establishes that at slaughter, the animal has to be properly stunned or killed before bloodletting. No other slaughter procedures must be conducted on the animal until it is dead.

Stunning is a method rendering the animal unconscious until death. Bovines in Finland are most commonly stunned with a bolt gun fired at the head. Hit from a penetrating bolt gun and the intrusion of the bolt into the brain causes severe and irreversible damage. Pigs in large slaughterhouses are commonly stunned with carbon dioxide gas. In addition, pigs may be stunned with electric current directed through the brain and with bolt gun. Electric stunning at the head causes a comprehensive epileptic seizure. Horses are stunned with bolt gun or firearm. Sheep are stunned with electricity or bolt gun. Chickens that no longer lay eggs are generally killed with carbon dioxide gas. Broiler stunning is done with carbon dioxide gas or with electrical stunning in water basin. Electric current causes a comprehensive epileptic seizure and cardiac flutter or arrest. Turkeys are stunned with electricity, either in water basins or with electrocution pliers aimed at the head. Reindeer are generally stunned with bolt gun. Of fur animals, foxes and raccoon dogs are killed with electricity, using electrodes on both head and body. Minks are stunned either with carbon monoxide or carbon dioxide gas.



All the Finnish meat industry businesses including slaughterhouses, as well as contact information for the inspection veterinarians in the largest slaughterhouses, can be found at the [Evira website](#). In May 2010, the Evira registry contained 19 slaughterhouses and 60 small scale slaughtering and game processing facilities. In addition, there is one large and 18 smaller reindeer slaughterhouses in Finland.

13.5.2 Slaughter condemnations

Farm animal carcasses may be rejected partially or in whole at the slaughterhouse (table 14). Condemnation of a carcass is decided on by the inspection veterinarian working at the slaughterhouse. A condemnation means economic loss to the producer and the business. It may also tell of deficiencies in the welfare of the animal. An animal whose carcass gets condemned has probably fared ill at some point of its life. The meat industry has jointly agreed on national carcass condemnation limiting values leading to action: for finishing pigs, the limit for full carcass rejections is 1.1 % and for sows 7 %. If an animal production farm delivers greater numbers of animals that end up being condemned, a slaughterhouse representative visits the farm and gives instructions for remedying the situation. The farm has to get below the limiting value of full carcass condemnations within a year if it hopes to continue cooperation with the slaughterhouses.

Table 14. Percentages of disqualified whole carcasses out of animals brought to Finnish slaughterhouses in 2007–2010 (source: Evira).

Disqualified whole carcasses % of animals brought to slaughterhouses	2007	2008	2009	2010
Pigs	0,44	0,41	0,51	0,54
Sows	1,83	1,58	1,84	1,92
Bovines	0,61	0,66	0,71	0,70
Sheep and goats	0,55	0,41	0,62	0,14
Horses	1,15	0,58	1,39	0,20
TOTAL	0,49	0,46	0,56	0,58

13.5.3 Slaughter for religious reasons

Religious slaughter without stunning of the animal is allowed in the new Council decree applied from the start of 2013 on animal protection at the time of killing. However, member nations may set stunning before slaughter as mandatory their current national legislation. In Finland, stunning must be made simultaneously with bloodletting at the latest. This requirement is not to be changed in Finland even with the new decree. Demand for religiously slaughtered meat in EU is increasing; e.g. in France, over half of the sheep and bovine slaughtering is conducted without stunning.

13.5.4 Mass killing of animals

To fight easily propagated animal diseases, it is sometimes necessary to kill all animals at a location. Animal welfare has to be secured also in such situations by choosing a method of killing that allows the animals to be stunned quickly and killed securely while causing the minimum amount of fear, pain and suffering for the animals. A literary review on the welfare effects of poultry mass killing methods used at farms has been conducted at the Research Centre for Animal Welfare of the University of Helsinki (in Finnish only).



13.6 Found animals

Stray dogs, cats and other pets can be delivered to the nearest stray animal shelter. Stray animal shelters keep the animal for at least 15 days. If the owner has not collected the animal within 15 days, the animal can be sold, donated to a new owner, or killed. The majority of stray dogs, some 90 %, are reclaimed; those not collected can usually be given a new home. The situation with cats is much worse; less than half of strays are reclaimed. Few of the stray pets that end up in stray animal shelters are killed at the end of the keeping period. The Helsinki animal protection association HESY reports that 5–8 % of all stray cats are killed.

The Finnish Federation for Animal Welfare Associations (SEY) queried municipal stray animal reception locations about the year 2007. At that time, there were a bit under 200 stray animal shelters, and some 120 of them responded. In the shelters that responded, the total of stray dogs in the year was 5,127. According to the query, some 5,550 cats ended up in the shelters.



However, many shelters reported only accepting stray pets, and the number of so-called feral cats was given separately. Quite probably cats are not as readily taken in as dogs, and a majority of stray, abandoned or feral cats remain outside the statistics. SEY communications chief Maria Blomster estimates from the figures of the query that a total of 8,500 dogs would have ended up in the shelters that year. The calculated number of cats in the shelters is estimated at 9,000. If 5–8 % of these are killed, this amounts to 650. Probably stray, feral or semi-wild cats number is closer to 10,000, however. Stray animal shelters may query for owner information on a lost dog from the Finnish Kennel Club.

A mandatory identification marking system of companion animals would significantly simplify finding the owners of stray animals. Finnish Kennel Club supports a unified ID marking register. The Club also includes mixed-breed dogs in its register. The system is technically ready, and it could also record identification data from other companion and hobby animals.

An escaped animal can be reported and a lost pet may be sought through internet at the karkurit.fi service, maintained by Suomen Löytöeläinapu ry (Finnish Found Animals Help), or the karkulaiset.fi service, maintained by Etsijäkoiraliitto ry.

13.7 Animal activity subject to permit and notification

Animal keeping and activity subject to permit and notification is reported at the RSAA of the location of keeping. The RSAAs record the activity in their own systems and generally also in the system maintained by Evira. The numbers of animal keeping targets subject to permit or notification in 2011 are given in table 15.

Table 15. Animal activity subject to permit or notification in 2011 (source: Evira)

Professional or otherwise extensive keeping of companion and hobby animals	
Stable	1 949
Kennel	514
Pet shop	233
Pet hospital	251
Stray animal shelter	196
Circus	9
Zoo	31
Standing or traveling animal exhibition	87
Production or game management farms of wild mammals or birds	
Bird farm	26
Deer farm	4
Wild boar farm	110
Game management farm	81
Bison farm	6
Ostrich farm	22

13.8 Wild animals

The animal welfare act, nature protection act and the hunting act state that every citizen must strive to assist a sick, injured or otherwise helpless wild animal. The animal must be killed or its killing arranged for, if keeping it alive is obvious cruelty towards it. Save for temporary medical care, the taking of wild mammals and birds for keeping is forbidden in the animal welfare act. After temporary care, the animal must be released, if it without difficulty can adapt to life in the wild. If the animal cannot be released or its care arranged for, the animal must be terminated.

Unlike the case in many countries, Finland does not establish in legislation the arranging of care for wild animals as the task or responsibility of any specific party. In practice, injured wild animals are treated at least at the [Korkeasaari zoo](#), Pyhtää and Heinola bird houses and [Ranua](#) and [Ähtäri](#)



animal parks. Environmental administration and SEY provide instructions for assisting wild animals.

The Korkeasaari zoo advises the public: "If you cannot help a wild animal in trouble yourself, contact local rescue services by calling 112."

The Korkeasaari website also gives instructions on catching and transporting wild animals. A dedicated animal rescue unit operates in the Helsinki region. The aforementioned locations provide care for wild animals, and if the situation requires, a citizen may also call the emergency number to get help for an animal.

13.9 Organic animal production

Organic animal production is currently the only form of production in Finland monitored by authorities where animal welfare is to be implemented beyond the minimum requirements of animal welfare legislation. The numbers of organic farms and animals are shown in table 16. In 2010 there were 574 organic farms in Finland, representing a growth from the previous year by 26 farms. Development of organic farming matches the general structural development of agriculture towards larger farms. An organic dairy farm had in 2010 an average of 34 cows, which is higher than the average cow count of all Finnish dairy farms at 25 cows per farm.

The Finnish Food Safety Authority Evira instructions on organic animal production collates regulation requirements on organic production of cows, horses, pigs, sheep, goats and poultry as well as organic care of bees. Other species aren't provided with organic production instructions, so they cannot be marketed as organic without species-specific production conditions accepted by Evira. As a farm joins organic production, a starting inspection is made. Thereafter the farms are given a production inspection at least once a year. Some of the inspections are made without advance warning. The Poultry Association has made a good practices in organic raising of pullet instruction set (in Finnish only). The instructions list good practices in raising chicken pullets for organic production of eggs.

Organic production emphasizes taking animal welfare into account, and the chance of animals to live species-specific lives is at its core. Animal behavioral needs are to be addressed better than required by the minimum level of legislation on conventional farming. Organic farming addresses animal origin, feeding, medication, care practices, housing and exercise above and beyond the requirements set on conventional farming. According to organic

farming regulations, the buffering times for farm animal medication are double that of conventional farming. This may cause delays in starting the treatment of illnesses in organically farmed animals. The recommendation for alternative forms of care, such as homeopathy, is in conflict with national care recommendations, as homeopathic medication is not registered for farm animals.

Organic animal production requirements include some that promote animal welfare. These include:

- Disbudding of calves can only be conducted by a veterinarian using anesthesia and pain alleviation.
- Usually, animals have to have access to pasture or at least an exercise yard in summer.
- Caging of laying hens is forbidden.
- Chickens have to have more space and nests than in conventional production.
- Chickens must have access to an outdoor exercise yard in summer.
- Keeping sows in cages, including gestation crates, is forbidden.
- Pigs must receive roughage daily.
- Fully slatted flooring for pigs is forbidden.
- Pigs have to have more space than in conventional production.
- Pigs must have outdoor access in summer.
- Bovine roughage intake is given minimum requirements.
- Cow mustn't give birth tied down.
- Calves must be let into groups at an age of one week already.
- Calves must receive natural milk for three months from birth.
- There is a loose housing requirement for cows, excluding small herds (fewer than 30 animal units). If cows are kept in tie stalls, they have to have outdoor access twice a week in winter.
- Fully slatted flooring for bovines is forbidden.

Central differences between organic farming legislation and animal welfare legislation include the organic origin and species-specificity of feed (such as the greater role of roughage in the feeding of all animals), the exercise requirement and greater space requirements. In organic farming, animals must not be kept tied down or in cages that prevent turning. For dairy cows, tie stalls are allowed in special cases and by special permit. In addition, the animals face lower production pressures. Prevention of diseases through species-specific treatment, regular exercise and avoidance of high animal density is central to the organic principles.


The basic principles of organic production are good for animal welfare, although the execution and detailed instructions of production leave room for improvement. Problems may emerge from the genetic background of



the animals, as organic production uses the same animals as conventional production. Thus, animals bred for high yield and strong feeding may suffer in organic production from deficiencies in nutrition. The requirement for exercise promotes animal welfare e.g. by adding stimulation and available space, yet exercise also somewhat increases the risk of infectious diseases and spreading of parasites. Limitations on medication in organic production may cause welfare problems, if animals are left unmedicated to maintain organic production status.

Table 16. Number of organic farms and animals in Finland in 2008–2010 (source: Evira)

	2008	2009	2010
Organic production animal farms	511	548	574
Organic animals total	111 349	131 577	147 118
Bovines	27 696	31 646	35 363
Pigs	2 245	2 607	2 996
Laying hens	73 025	87 665	97 598
Horses	28	25	19
Sheep and goats	8 264	9 530	11 015
Bisons	91	104	127
Beehives	2 927	2 815	2 114





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