BPB-RFB 06: Raw beef access from US s. 22(1)(a)(ii)

Issue

- An article in the Australian Financial Review (on 17 February 2025) reports that US officials say Australian restrictions on American meat, amongst other things, hinder free trade and provide the US with justification to impose tariffs.
- The article also states that the US continues to press the Australian government to align its import requirements for US fresh beef and beef product exports with the World Organisation for Animal Health guidelines for countries with a negligible risk for Bovine spongiform encephalopathy (BSE).

s. 22(1)(a)(ii)

Key Points

- s. 33(a)(iii),s. 47E(d)

- The US Department of Agriculture (USDA) recently published a new protocol and health certificate for the import of live cattle from Mexico, requiring Mexico to certify that all animals are of either Mexican or US origin.
- Following the above development, the USDA is now able to certify that raw beef and beef products exported to Australia meet our biosecurity and food safety requirements.
- s. 22(1)(a)(ii)
- Questions in relation to Australia's BSE policy should be directed to the Department of Health, which is the owner of this policy.

If asked:

What were the food safety issues/concerns?

- Australia's BSE policy requires all beef and beef products to be sourced from countries that have been assessed by Food Standards Australia New Zealand (FSANZ) as posing a low/negligible risk for BSE.
- The US's beef herds include cattle that have been born and raised in Canada and Mexico.

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Date cleared by FAS: 24/02/2025	**LEX 34322 - Document 3 - Brief - BPB-RFB 06 - Raw Beef Access From US** s. 22(1)(a)(ii)

- s. 22(1)(a)(ii)

- s. 33(a)(iii),s. 47E(d)

What's changed?

- The US has recently revised its health certificate with Mexico. The revised health certificate now requires Mexico to certify that animals 'were born and raised in Mexico or the United States of America and originated from regions in Mexico authorized by the USDA ...'.
- This provides enhanced assurances that the live cattle are not coming from other central or south American countries.

Why are the importing requirements different for raw beef, s. 22(1)(a)(ii)

- In addition to Australia's BSE requirements, FSANZ has provided risk advice to the department that raw beef and beef products pose a medium to high risk to public health for the pathogens *Salmonella spp* and Shiga toxin-producing *Escherichia coli*.
- Therefore, under imported food legislation beef and beef products are risk classified and must be imported under foreign government certification.
- This certification provides assurance that the beef and beef products are safe and sourced from countries with a negligible/low BSE risk.
- s. 22(1)(a)(ii)

Background

- Since BSE[1] was identified as a major risk to human health in 1996, Australia has had comprehensive arrangements in place to protect consumers from BSE-contaminated food. These arrangements are outlined in a 'BSE' policy, 'Bovine Spongiform Encephalopathy (BSE): Requirements for the importation of beef and beef products for human consumption'. This is an Australian government policy, that is 'owned' by the Department of Health.
- Consistent with this policy:
    - under Standard 2.2.1 of the Food Standards Code, only beef and beef products derived from animals free from BSE can be sold in Australia
    - under the *Imported Food Control Act 1992*, beef and beef products for human consumption cannot be imported into Australia unless covered by a foreign government certificate.

[1] BSE is a transmissible and fatal neurodegenerative disease that affects cattle. Variant Creutzfeldt - Jakob disease (vCJD), a rare and fatal human neurodegenerative condition, results from exposure to BSE through eating contaminated beef or beef products.

- certification arrangements can only be negotiated with countries that have been assessed and approved by the Australian government authority, Food Standards Australia New Zealand (FSANZ)
- s. 22(1)(a)(ii)
- FSANZ's safety assessment process is based on the World Organization for Animal Health (WOAH) methodology applied to determine the BSE risk status of a country. However, FSANZ conducts its own assessment and does not solely rely on WOAH's assessment.
- In 2003, market access to Australia for imports of US fresh beef was halted due to the detection of BSE in the US.
- In August 2017 the department undertook a review of the import conditions for fresh (chilled and frozen) beef and beef products from Japan, the Netherlands, New Zealand, the US and Vanuatu, allowing these countries to apply for market access. s. 22(1)(a)(ii)
- The department is currently progressing market access applications from the US s. 22(1)(a)(ii).

United States – Current Status of Application to Export Raw Beef and Beef Products to Australia

- s. 33(a)(iii),s. 47E(d) In 2019, the department determined food safety equivalence and that the US's beef production and processing systems had the ability to provide outcomes that will meet equivalence with Australian systems. s. 33(a)(iii),s. 47(1)(b)

s. 33(a)(iii),s. 47E(d)

- s. 33(a)(iii)
    - To enable beef and beef products to be also of Canadian and Mexican origin, Canada applied and received a BSE favourable assessment from FSANZ in 2024 and recently the US renegotiated certification arrangements with Mexico to obtain assurance that live cattle being exported to the US have been born and raised in Mexico.

- The US applied to FSANZ in 2020 for a MRL to be added to the Code for ractopamine (beta-agonist used in feed in the US) for cattle. This was approved in 2022.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d)

Australian Government
Department of Agriculture, Fisheries and Forestry

Media talking points – Minister Watt

20 March 2024

Release of draft addendum for Animal biosecurity risks of fresh beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States of America

Department's role

- The Department of Agriculture, Fisheries and Forestry (the department) is responsible for assessing the biosecurity risks associated with the import of a range of goods from overseas. Regular reviews are undertaken, and risk analyses may be conducted, in response to new information about biosecurity risks, or to an import proposal.
- The department has conducted a review of fresh beef and beef products from the United States derived from cattle born and raised in Canada or Mexico.

Key messages

- In 2017, the department completed a biosecurity risk review for the importation of Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu - known as the beef review.
- The department has released a draft addendum to the beef review for fresh beef and beef products from the United States derived from cattle born and raised in Canada or Mexico on 20 March 2024. The draft addendum:
    - considers the bovine diseases relevant to fresh beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported into the United States.
    - assesses the animal biosecurity risk associated with bovine TB to be **very low.**
    - proposes that the biosecurity risk is not greater for United States beef derived from cattle born and raised in Mexico or Canada than cattle born and raised in the United States.
    - proposes that the current USDA protocols can address Australia's biosecurity concerns for cattle imported from Mexico or Canada.
    - recommends amending the beef review to allow the importation of beef and beef products from the United States derived from cattle born and raised in Canada and Mexico and legally imported to the US.

- The release of the draft report commences a 60-day stakeholder consultation period on the department's website from 20 March to 20 May 2024. All stakeholder submissions will be carefully considered when finalising the addendum.

(If required)

If asked

Will this increase the biosecurity risks to Australia?

- No. The draft addendum concluded that there is no increase to biosecurity risks for United States beef derived from cattle born and raised in Mexico or Canada.
- The associated biosecurity risks can be managed to achieve Australia's appropriate level of protection (ALOP).
    - The risk assessment for bovine TB found the animal biosecurity risk associated is **very low**. This achieves Australia's ALOP with respect to animal biosecurity risks.
- Once this addendum is finalised and a health certificate is negotiated with the US, importers will be able to apply for permits to import beef from the US.
- Import requirements are specified in the 2017 beef review.

What are the implications of this policy on market access into Australia?

- The United States will have expanded access into Australia for fresh beef and beef products, derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States.
- It must be noted that for product derived from Canadian imported cattle, a successful FSANZ assessment is required, and is currently progressing.
- Countries that have not been listed as applicant countries in the beef review will have to undergo the same process before they can be assessed by the department for fresh beef access to Australia.
- The department has undertaken its usual process to assess the United States' ability to meet all necessary conditions for the supply of fresh beef and beef products to Australia.

What would change?

- The United States will have access into Australia for fresh beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

Background (for use if required)

- The 2017 review required that beef be sourced from cattle that have been continuously resident in the applicant country since birth.
- In 2019, the department conducted a competent authority assessment of USDA and approved the US to export beef, from cattle born, raised, and slaughtered in the US, to Australia.
- In 2020, USDA requested that beef derived from cattle legally imported into the United States from Mexico or Canada also be permitted for export to Australia.
- The department advised USDA that this request would require an additional science-based assessment, as it was a change of scope from the department's 2017 beef review.
- Since the beef review was published in 2017, there have been 2 addendums added, following reviews conducted by the department:
    - Review of the biosecurity risks of lumpy skin disease via fresh (chilled and frozen) skeletal muscle meat derived from cattle.

s. 22(1)(a)(ii)

- Beef and beef products in the beef review included meat, bone and offal from domesticated American bison (*Bison bison*), buffalo (*Bubalus bubalis* - water buffalo or domestic Asian water buffalo), or cattle (*Bos taurus* and *Bos indicus*). Offal includes the heart, oesophagus, organs of the abdominal cavity (other than reproductive organs), the muscular tissues of the head, tissues of the diaphragm, the tail, and tendons.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

Sensitivities (not for public use)

s. 33(a)(ii)

Approval

Policy area (AS or above)		**Media team**	
Name/title	Peter Finnin, Assistant Secretary Animal Biosecurity	**Name**	
Date approved	20 March 2024	**Date seen**	
Comments	Via email.	**Comments**	

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Final report: Risk of lumpy skin disease via fresh (chilled or frozen) bovine skeletal muscle meat from applicant countries

Addendum to the *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review*

December 2023

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This publication is available through Animal import risk analyses - DAFF (agriculture.gov.au)

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Acknowledgement of Country

We acknowledge the Traditional Custodians of Australia and their continuing connection to land and sea, waters, environment and community. We pay our respects to the Traditional Custodians of the lands we live and work on, their culture, and their Elders past and present.

Contents

Figures

Summary

Lumpy skin disease (LSD) is a significant animal disease that is exotic to Australia and has potential to cause national socio-economic consequences and production losses to the Australian beef and dairy cattle and buffalo industries.

Australia's review of biosecurity import conditions for the importation of *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* (the beef review) was published in August 2017 (Department of Agriculture and Water Resources 2017). The beef review considered market access for fresh beef and beef products[1] for human consumption from Japan, the Netherlands, New Zealand, the United States and Vanuatu, referred to as applicant countries.

The beef review recommended that risk management for LSD was necessary for beef and beef products for human consumption from the applicant countries. It concluded that certification of country freedom from LSD was considered sufficient, reasonable and practical to address the risk of importation of LSD virus (LSDV) in fresh beef and beef products.

LSD has not been reported in the applicant countries and is a nationally notifiable or reportable disease in each of these jurisdictions. However, there have been significant changes in the global distribution of LSD since the beef review was published. The Department of Agriculture, Fisheries and Forestry (the department) has conducted a further analysis of LSDV as a possible hazard that may be transmitted by fresh bovine skeletal muscle meat.

This addendum to the beef review considers whether the requirement for certification of country freedom from LSD for fresh beef and beef products in Australia's current import conditions is necessary to achieve Australia's appropriate level of protection (ALOP) from LSD. It considers available scientific evidence (including recently published scientific research), international standards, relevant processes and production methods, and relevant inspection, sampling and testing methods.

Specifically, this addendum assesses the potential LSD risk associated with meat flesh[2] derived exclusively from bovine[3] skeletal muscle (fresh bovine skeletal muscle meat). It reviews current science relating to LSDV as a hazard that may be transmitted in fresh bovine skeletal muscle meat in light of accepted international standards for the production of meat for human consumption. In the absence of evidence specific to other bovine carcase tissues, it does not consider the LSD risk

[1] Beef and beef products in the beef review were defined as meat, bone and offal from domesticated American bison (*Bison bison*), buffalo (*Bubalus bubalis*—water buffalo or domestic Asian water buffalo), or cattle (*Bos taurus* and *Bos indicus*), as fresh (chilled or frozen) beef and beef products derived from fresh beef for human consumption. Offal was considered the heart, oesophagus, organs of the abdominal cavity (other than reproductive organs), the muscular tissues of the head, tissues of the diaphragm, the tail, and tendons.

[2] Meat flesh is "skeletal muscle of any slaughtered animal, and any attached rind, fat, connective tissue, nerve, blood and blood vessels.

[3] Bovine animals are defined as domesticated American bison (*Bison bison*), buffalo (*Bubalus bubalis*—water buffalo or domestic Asian water buffalo), or cattle (*Bos taurus* and *Bos indicus*).

associated with the importation of bovine-derived carcase tissues that were excluded from the scope of the beef review as well as bovine-derived bone and offal, which were included in the definition of beef and beef products for the purposes of the beef review (Department of Agriculture and Water Resources 2017).

It finds that the overall risk of LSDV associated with the import of fresh bovine skeletal muscle meat for human consumption is **very low** and achieves Australia's ALOP with respect to animal biosecurity risk associated with that agent. This addendum concludes that specific biosecurity risk management measures are not justified for LSDV when bovine skeletal muscle meat is imported for human consumption into Australia from applicant countries. The final report recommends that country freedom certification for LSD for import of fresh bovine skeletal muscle meat from applicant countries is not required to achieve Australia's ALOP.

1 Introduction

A rigorous, evidence-based and consultative process, consistent with Australia's international obligations, has been established by the Australian Government to assess countries seeking market access to Australia for fresh beef and beef products.

Australia's review of biosecurity import conditions for the importation of *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* (the beef review) was published in August 2017 (Department of Agriculture and Water Resources 2017). The beef review considered market access for fresh beef and beef products for human consumption from the above specified countries, referred to here as applicant countries.

The beef review and this addendum meet the requirements of Australia's *Biosecurity Act 2015* and follow procedures that align with those specified by the World Organisation for Animal Health (WOAH).

The risk assessment procedure advised in the WOAH Terrestrial Animal Health Code (Terrestrial Code) is consistent with the process defined in Australian legislation. Australia's appropriate level of protection (ALOP) from biosecurity risk is defined in the *Biosecurity Act 2015* as 'a high level of sanitary and phytosanitary protection aimed at reducing biosecurity risks to a very low level, but not to zero'.

The beef review noted that lumpy skin disease (LSD) was not present in the applicant countries, so a full risk assessment was not conducted for that disease. It concluded: "There is scientific evidence that [lumpy skin disease virus (LSDV)] may be present in and/or transmitted via fresh beef or beef products. There is no evidence that [LSDV] is present in Japan, the Netherlands, New Zealand, the United States and Vanuatu. Therefore, further risk assessment is not required; however, risk management is necessary. Certification of country freedom from LSD is considered sufficient, reasonable and practical to address the risk of importation of [LSDV] in fresh beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu".

1.1 Purpose of this addendum

LSD has never been reported in any of the applicant countries and remains a nationally notifiable or reportable disease in these jurisdictions. However, there have been significant changes in the global distribution of LSD since the beef review was published, further developments in scientific research, and relevant changes to the WOAH Terrestrial Code. Consequently, the department has conducted this analysis of risks of LSDV transmission through fresh bovine skeletal muscle meat.

This addendum provides an updated review of the biosecurity risks of LSD associated with fresh bovine skeletal muscle meat (as defined in Section 1.2) that is imported for human consumption into Australia from applicant countries. This addendum should be read in conjunction with the beef review. Unless otherwise stated, the definitions and methods used in this addendum are consistent with those of the beef review.

1.2 Scope and commodity definition

This document is an addendum to the beef review but has a narrower scope. It assesses the potential LSD risk associated with fresh (chilled or frozen) meat flesh[4] derived exclusively from bovine[5] skeletal muscle (fresh bovine skeletal muscle meat).

This addendum does not evaluate risks associated with carcase components other than fresh bovine skeletal muscle prepared as meat for human consumption, such as bone and offal. There was insufficient evidence to consider other carcase components as equivalent to fresh bovine skeletal muscle meat from a biosecurity risk perspective.

[4] Meat flesh is defined as "skeletal muscle of any slaughtered animal, and any attached rind, fat, connective tissue, nerve, blood and blood vessels".

[5] Bovines are defined as domesticated American bison (*Bison bison*), buffalo (*Bubalus bubalis*—water buffalo or domestic Asian water buffalo), or cattle (*Bos taurus* and *Bos indicus*).

2 Background

LSD is an infectious viral disease that often occurs in epidemic form. Clinical disease is characterised by fever and the eruption of nodules in the skin, internal lesions and sometimes death.

LSDV belongs to the genus *Capripoxvirus* of the family *Poxviridae* (Skinner et al. 2011).

LSD mainly affects cattle, with occasional cases in Asian water buffalo (*Bubalis bubalis*). The role of species, other than cattle and buffalo, in the epidemiology of the disease is considered insignificant.

Before 2012, the distribution of LSD was limited to Africa and parts of the Middle East. LSD then spread throughout the Middle East, the Republic of Türkiye, Cyprus, eastern Europe, the Balkans and the Russian Federation. Since 2019, LSD has spread throughout the Asian continent, ranging from India to China, as well as extending through southern Asia where it has been reported in Bangladesh, Taiwan, Vietnam, Bhutan, Hong Kong, Nepal and Myanmar. In 2021, LSD spread further into Cambodia, Thailand and Malaysia. In 2022, cases were reported in Indonesia, Singapore and Pakistan. The disease may continue to spread globally, including throughout South-East Asian countries (Department of Agriculture 2022; Tuppurainen, Alexandrov & Beltrán-Alcrudo 2017).

LSD is a longstanding WOAH-listed disease of international significance in the trade of animals and animal products (WOAH 2022b). Infection due to LSDV has never occurred in Australia (AHA 2022b). In Australia, LSD is nationally notifiable and is currently classified as a Category 3 disease in the Emergency Animal Disease Response Agreement (EADRA), which are diseases with the potential to cause significant national socio-economic consequences through impacts on international trade, market disruptions involving two or more states and severe production losses to affected industries. Category 3 diseases have minimal or no effect on human health or the environment (AHA 2022a).

3 Method

The method used in this addendum followed the approach used in the beef review for hazards requiring risk assessment. Briefly, this risk assessment evaluated the likelihood and the biological and economic consequences of entry, establishment and spread of LSDV. This involved an evaluation of:

- the likelihood of LSDV entering Australia via imported bovine skeletal muscle meat (entry assessment)
- the likelihood of susceptible animals being exposed to and infected with LSDV via imported bovine skeletal muscle meat (exposure assessment)
- the likelihood of significant outbreaks occurring due to exposure (part of the consequence assessment)
- the potential impacts of any significant outbreaks (part of the consequence assessment).

3.1 Entry assessment

The entry assessment describes the biological pathways necessary for importation to introduce pathogenic agents into the importing country and estimates the probability of that complete process occurring. It considers biological factors of LSDV and the species of origin; country factors including prevalence and animal health systems in the country of export; and commodity factors such as the quantity to be imported, testing, treatment and/or processing.

The minimum requirement for the entry assessment was considered to be equivalent to Australian standards and legislation for sourcing of domesticated bison, buffalo or cattle, the production of beef and beef products for human consumption and their storage and transportation, including the:

- Australian Standard for the Hygienic Production and Transportation of Meat and Meat Products for Human Consumption (2007) (Australian Meat Standard) (FRSC 2007).
- Bovine spongiform encephalopathy (BSE) requirements for the importation of beef and beef products for human consumption–effective 1 March 2010 (Australian BSE requirements) (FSANZ 2010).
- Imported Food Control Act 1992 which requires imported food to comply with the Australia New Zealand Food Standards Code and not pose a risk to human health.

A qualitative likelihood was assigned to describe the likelihood of LSDV entering Australia in fresh bovine skeletal muscle meat imported for human consumption.

3.2 Exposure assessment

The exposure assessment describes the biological pathways necessary for exposure of susceptible animals to the hazard from the imported product and estimates the probability of the exposure occurring. It considers biological factors of LSDV; importing country factors such as the presence of competent vectors, human and animal demographics; geographical and environmental characteristics; and commodity factors such as quantity to be imported, end use and disposal practices. In this addendum, the exposure assessment estimated the qualitative likelihood of

susceptible animals in Australia being directly exposed to and infected with the disease agent introduced via contaminated fresh bovine skeletal muscle meat.

The method for exposure assessment in the beef review considered the possibility of susceptible animals being exposed to contaminated waste products derived from beef or beef products. As LSD can be transmitted mechanically through insect vectors, this addendum also considered the possibility of transmission through insects becoming contaminated through contact with contaminated waste products, and then exposing at least one susceptible animal. Exposure groups considered were domestic and feral cattle and buffalo.

3.3 Estimation of the likelihood of entry and exposure

The likelihood of entry and exposure of LSDV was estimated by combining the likelihood of entry and the corresponding likelihood of exposure using the matrix shown in Figure 1.

Figure 1 Matrix for combining qualitative likelihoods

Likelihood of entry \ Likelihood of exposure	*Negligible*	*Extremely low*	*Very low*	*Low*	*Moderate*	*High*
High	Negligible	Extremely low	Very low	Low	Moderate	High
Moderate	Negligible	Extremely low	Very low	Low	Low	Moderate
Low	Negligible	Extremely low	Very low	Very low	Low	Low
Very low	Negligible	Extremely low	Extremely low	Very low	Very low	Very low
Extremely low	Negligible	Negligible	Extremely low	Extremely low	Extremely low	Extremely low
Negligible	Negligible	Negligible	Negligible	Negligible	Negligible	Negligible

3.4 Consequence assessment

3.4.1 Likelihood of establishment and/or spread

The consequence assessment describes the relationship between exposures to the identified hazard and the consequences of those exposures. It assesses the likelihood of establishment and/or spread of LSDV and the potential impacts/effects of the disease (that is, the outbreak scenario).

The likelihood of significant outbreaks occurring following cases of LSD (the likelihood of establishment and/or spread) was assessed qualitatively. Factors relevant to this assessment included pathogen factors, exposure group factors, demographic and environmental factors, and disease control factors.

Consequences attributable to the outbreaks were assessed qualitatively in terms of direct and indirect effects on human, animal and plant life and health on a national scale, including adverse health, environmental and socioeconomic effects.

The likely consequences of establishment and/or spread of the disease agent were then estimated by combining the likelihood of establishment and/or spread with the overall effect of establishment and/or spread using the matrix shown in Figure 2.

Figure 2 Likely consequences matrix

Likelihood of establishment and/or spread	Negligible	Very low	Low	Moderate	High	Extreme
High	Negligible	Very low	Low	Moderate	High	Extreme
Moderate	Negligible	Very low	Low	Moderate	High	Extreme
Low	Negligible	Negligible	Very low	Low	Moderate	High
Very low	Negligible	Negligible	Negligible	Very low	Low	Moderate
Extremely low	Negligible	Negligible	Negligible	Negligible	Very low	Low
Negligible	Negligible	Negligible	Negligible	Negligible	Negligible	Very low

Overall effect of establishment and/or spread

3.5 Risk estimation

The overall likelihood of entry and exposure was combined with the likely consequences using Figure 3 to produce the risk estimate for LSD in imported bovine skeletal muscle meat.

Figure 3 Risk estimation matrix

Likelihood of entry and exposure	Negligible	Very low	Low	Moderate	High	Extreme
High	Negligible risk	Very low risk	Low risk	Moderate risk	High risk	Extreme risk
Moderate	Negligible risk	Very low risk	Low risk	Moderate risk	High risk	Extreme risk
Low	Negligible risk	Negligible risk	Very low risk	Low risk	Moderate risk	High risk
Very low	Negligible risk	Negligible risk	Negligible risk	Very low risk	Low risk	Moderate risk
Extremely low	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Very low risk	Low risk
Negligible	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Very low risk

Likely consequences of establishment and/or spread

4 Technical information

4.1 Agent properties

LSDV can remain viable for many months in the environment, especially in dark environmental conditions such as contaminated animal sheds. It can survive in necrotic skin nodules for longer than 33 days, desiccated crusts for up to 35 days and air-dried hides for at least 18 days (WOAH 2017).

4.2 Epidemiology

Biting insects have been shown to be the primary route for transmitting the disease under field circumstances (Magori-Cohen et al. 2012). Ticks have also been implicated (Lubinga et al. 2015; Lubinga et al. 2013; Tuppurainen & Oura 2012). Outbreaks have been associated with *Stomoxys calcitrans* (stable fly) carrying LSDV over 80 km, and possibly over 200 km by wind in Israel (Yeruham et al. 1995). Experimentally, it was shown that *S. calcitrans* can transmit capripox viruses between sheep, (Kitching & Mellor 1986) and *Aedes aegypti* can transmit LSDV from infected cattle to susceptible cattle (Chihota et al. 2001).

The incubation period of LSD ranges from 1 to 4 weeks and can be as early as 4 days in experimentally infected animals (CFSPH 2017). The incubation period of LSD in the WOAH Terrestrial Code is 28 days (WOAH 2021).

LSD is a highly infectious transboundary disease. The primary mode of transmission of LSDV is mechanical through biting arthropod vectors such as mosquitoes *A. aegypti*, *Anopheles stephensi* and *Culex quinquefasciatus*, *S. calcitrans* and the biting midge *Culicoides nubeculosus*. The virus does not replicate in these arthropods (Klement 2018; Tuppurainen et al. 2013a). Frequency of disease is higher in warm and humid weather conditions when there are high population densities of biting arthropods (Machado et al. 2019).

Ticks are also competent vectors of LSDV and may act as reservoirs. Transstadial and mechanical transmission have been demonstrated in several species of ticks including *Amblyomma hebraeum* and *Rhipicephalus appendiculatus*, and transovarial transmission has been shown in *Rhipicephalus decoloratus* ticks (Lubinga et al. 2015; Lubinga et al. 2013; Tuppurainen et al. 2013a; Tuppurainen et al. 2013b). However, an understanding of the role of ticks in transmission of the virus requires further investigation (Klement 2018).

A high proportion of animals infected with LSDV (up to 50%) have sub-clinical or mild infection but are still viraemic and capable of transmitting the disease via vectors (Osuagwuh et al. 2007; Tuppurainen, Alexandrov & Beltrán-Alcrudo 2017; Tuppurainen, Venter & Coetzer 2005). However, uptake of LSDV by biting vectors is most efficient from clinically affected animals. Insects (*A. aegypti*, *C. quinquefasciatus*, *S. calcitrans*, and *C. nubeculosus*) that feed on sub-clinical animals were found to be 97% less likely to acquire LSDV than insects feeding on a clinical animal (Sanz-Bernardo et al. 2021). This suggests that the viral load in sub-clinical animals is lower than in clinically affected animals. The same study found that sub-clinically infected cattle are significantly less likely to transmit LSDV compared with clinically infected cattle.

Although transmission may occur by ingestion of feed and water contaminated with infected saliva (WOAH 2013), LSDV is not readily spread by direct contact (cutaneous lesions, saliva, respiratory secretions, milk and semen) or iatrogenically through the use of contaminated needles (Carn & Kitching 1995; Kitching & Taylor 1985). Experimental infection has occurred following subcutaneous, intramuscular and intravenous injection with LSDV.

Direct contact transmission of LSDV in the absence of vectors is generally considered to be inefficient (Sprygin et al. 2019; Weiss 1968). However, a 2020 study suggests that recombination of LSDV could be producing strains that may be more capable of transmission in the absence of vectors (Kononov et al. 2019a; Kononov et al. 2020).

The recombinant strain involved, LSDV RUSSIA/Saratov/2017, was isolated from a field case of LSD following widespread vaccination of cattle in an adjacent country with a live attenuated LSD vaccine (Sprygin et al. 2018). Infection following direct transmission of LSDV RUSSIA/Saratov/2017 showed a distinct pattern of initial lesion development focused on the head and neck and is likely the result of initial infection in the lungs or mucosa; however, generalised lesions eventually developed in the in-contact animals. In-contact animals in the absence of vectors developed similar or lower viral titres in blood, ocular and nasal secretions by comparison with intravenously infected animals to which they were exposed (Kononov et al. 2020).

4.3 Pathogenesis

After biting insects have transmitted LSDV to the susceptible host, replication initially occurs in the skin. Viraemia is usually detectable after 6 days and lasts for approximately 9 days. LSDV continues to be shed from nasal, oral and conjunctival secretions for at least 1 week post viraemia (Babiuk 2018). LSDV genome has been detected up to 42 days from skin lesions in infected cattle and viral isolation was successful up to 15 days post infection (Babiuk et al. 2008).

LSD causes systemic disease in cattle and buffalo, with fever, generalised skin nodules, lesions in the mucous membranes and internal organs, emaciation, enlarged lymph nodes and cutaneous oedema. Pox lesions can be seen on mucous membranes of the eyes, mouth, nose, pharynx, epiglottis, trachea; on the ruminal and abomasal mucosae; on the muzzle, nares, prepuce, testicles, udder and teats; in the vulva and under the tail (WOAH 2013).

Mortality rates of between 1% and 5%, and morbidity rates of between 10% and 20% are expected for LSD in cattle (WOAH 2022b).

4.4 Transmission in skeletal muscle meat

As mentioned above, LSDV is transmitted primarily by biting insects and is not readily spread by direct contact. However, poxvirus nodules might be present in the muscles of infected animals and the virus is resistant to environmental degradation. In addition, LSDV persists for a prolonged period within the skin of infected animals (Tuppurainen, Venter & Coetzer 2005). Thus, it is theoretically possible that meat or other carcase parts, particularly skin, may introduce LSDV into a region where it can then spread, due to viral persistence in these tissues.

Several papers have stated that LSD lesions may be present in meat and/or musculature. Some masses (lumps) may be detected in the subcutaneous tissues and are often distributed throughout the connective tissue and muscle in the body (Diesel 1949). Nodules may be found in the

subcutaneous tissue, muscle fascia, muscle and internal organs (Davies 1991; Mulatu & Feyisa 2018). Clinical signs of LSD in cattle are mild to severe; characterised by fever, multiple skin nodules covering the neck, back, perineum, tail, limbs, genital organs, mucous membranes, and the lesions may also involve subcutaneous tissues and sometimes musculature and internal organs. Histopathological examination of affected cattle during an LSD outbreak in Egypt found marked coagulative necrosis of subcutaneous muscle (Neamat-Allah 2015). Histopathology of gross lesions (nodules) from affected cattle in an Egyptian abattoir over 12 months revealed that the nodules involved all layers of the skin and occasionally the adjacent muscle (Ahmed & Dessouki 2013).

However, at the time of the beef review, the only observational studies to mention LSD in bovine muscle described pathology associated with LSD in subcutaneous muscle and not skeletal muscle (Ahmed & Dessouki 2013; Neamat-Allah 2015; Young, Basson & Weiss 1970).

Kononov et al. (2019b) is the only peer-reviewed study that examines the likelihood of skeletal muscle becoming contaminated with LSDV. In that study, 12 bulls were inoculated intravenously with a dose of 2 x 10^5 median tissue culture infectious doses ($TCID_{50}$) of LSDV. At 21 days post-inoculation, no infectious LSDV nor LSDV RNA was detected in apparently healthy skeletal muscle tissue harvested from all animals (8 clinically and 4 sub-clinically infected cattle). LSDV was only recovered from muscle tissues physically connected to overlying skin lesions in 4 of the experimentally inoculated animals with clinical signs of disease.

Kononov et al. (2019b) concluded that the likelihood of transmission through skeletal meat not connected to adjacent skin lesions was minimal and stated that "… this is the first scientific confirmation that skeletal meat of cattle infected with a virulent LSDV strain can be considered a commodity with a very low risk".

The WOAH Terrestrial Code (Article 11.9.2) now recommends that skeletal meat should not require any LSD-related conditions regardless of the status of the animal population of the exporting country and has nominated skeletal muscle as a "safe commodity"[6] (WOAH 2022b). This article states that when authorising import or transit, Veterinary Authorities should not require any LSD-related conditions regardless of the status of the animal population of the exporting country for skeletal muscle, casings, gelatine and collagen, tallow, hooves and horns. However, it is important to note the WOAH Terrestrial Code requires that the production of meat is undertaken in accord with applicable international standards.

The department notes that since the beef review was published, the Ministry for Primary Industries Biosecurity New Zealand released *Technical Advice Risk of lumpy skin disease via import of cattle and buffalo meat and meat products for human and animal consumption* (Ministry for Primary Industries 2022). This concluded that "risk management measures are not justified for LSDV when cattle and

[6] The WOAH Terrestrial Code defines a safe commodity as "a commodity that can be traded without the need for risk mitigation measures specifically directed against a particular listed disease, infection or infestation and regardless of the status of the country or zone of origin for that disease, infection or infestation".

buffalo meat and meat products intended for human and animal consumption are imported into New Zealand".

There are no reports in the scientific literature which implicate meat from LSD infected animals in the transmission of LSDV.

4.5 Current biosecurity measures

LSD is a WOAH-listed disease (WOAH 2022a). As for other animal diseases with significant adverse impacts, the implications of WOAH listing are broad ranging, extending beyond that described below.

The Australian Government's 2017 beef review noted that LSD was accepted by Australia as not present in the applicant countries (Japan, the Netherlands, New Zealand, the United States and Vanuatu), so a full risk assessment was not conducted (Department of Agriculture and Water Resources 2017). As mentioned earlier, current import conditions for the import of beef and beef products for human consumption from applicant countries require country freedom from LSD. Countries at the present time need to be acceptable to Australia as free from LSD (as well as meeting all other requirements) to be eligible to supply fresh (chilled or frozen) beef or beef products to Australia.

Should an applicant country experience an incursion of LSD, the expectation is that regulatory programs and relevant legislation would come into immediate effect to notify trading partners and WOAH of the detection, as well as specify what affected product may be in transit and contain the outbreak with the objective of eradication if possible. Article 2.1.4.1b in the WOAH Terrestrial Code refers to evaluation of veterinary services of the exporting country as an important input to the entry assessment (WOAH 2022b).

5 Risk Assessment

5.1 Entry assessment

The following factors were considered relevant to an estimate of the likelihood of LSDV being present in fresh bovine skeletal muscle meat imported for human consumption from applicant countries:

- LSD has an expanding global distribution and presents a significant ongoing animal disease threat.
  - As mentioned in Section 2, LSD was originally limited to Africa but has spread throughout the Asian continent. It is now present in South East Asia including Vietnam, Thailand, Malaysia and Indonesia.
- The likelihood of LSDV entering Australia in fresh bovine skeletal muscle meat is reduced by general entry requirements and the notification requirements in applicant countries, should there be an incursion. The sourcing of fresh beef and beef products from animals that have undergone suitable ante- and post-mortem inspection in establishments under the control of the Competent Authority of countries approved to export to Australia ensures that only healthy animals will be slaughtered for human consumption.
- Should any clinically affected animals not be detected before transport to the abattoir in the source country, or develop clinical signs of LSD during transport, they are highly likely to be identified during the specified ante- and post-mortem inspection with the source country's controls coming into immediate effect.
- It is possible that sub-clinically affected animals may enter an abattoir for processing. However, current research suggests that the viral load in sub-clinical animals is lower than in clinically affected animals. There is evidence that sub-clinically infected cattle are significantly less likely to transmit LSDV compared with clinically infected cattle (Sanz-Bernardo et al. 2021).
- Kononov et al. (2019b) attempted to isolate infectious LSDV in clinically and sub-clinically infected cattle 21 days after inoculation with LSDV.
  - No infectious LSDV was detected in apparently healthy skeletal muscle tissue (that was not underlying skin lesions) from the 8 clinically affected animals. LSDV was only recovered from skeletal muscle tissue that was physically connected to overlying skin lesions in 4 of the clinically affected animals.
  - No infectious LSDV was detected in apparently healthy skeletal muscle tissue harvested from the 4 sub-clinically infected animals. LSDV was only detected in enlarged lymph nodes and testicles of these animals. It is important to note that lymph nodes are not included in the definition of bovine skeletal muscle meat (see Section 1.2).
  - This study demonstrates that skeletal muscle meat of cattle infected with a virulent strain of LSDV is highly unlikely to be infectious regardless of the clinical presentation, as long as the skeletal muscle tissue is not connected to underlying lesions.

  - Article 11.9.2. of the WOAH Terrestrial Code (WOAH 2022b) advises that, for the purposes of international trade, bovine skeletal muscle meat is a safe commodity regardless of the LSD status of the animal population in the exporting country.

- During the viraemic phase of infection, LSDV is present in an animal's blood, raising the possibility of infectious blood being retained in fresh bovine skeletal muscle meat. While blood is retained in a carcase following slaughter and exsanguination, it is largely retained in the viscera rather than the skeletal muscle.
  - The residual blood content of lean meat was found to be 2–9 mL/kg muscle in studies. There is no evidence that this amount is affected by different slaughter methods or that large amounts of residual blood influence the microbiology of meat (Warriss 1984).

Based on these factors, the entry assessment for LSDV via fresh bovine skeletal muscle meat derived exclusively from bovines concludes there is a **very low** likelihood of entry of this disease via fresh bovine skeletal muscle meat when sourcing and official inspection requirements for import are fulfilled in applicant countries.

5.2 Exposure assessment

The following factors were considered relevant to an estimate of the likelihood of susceptible animals being exposed to LSDV in fresh bovine skeletal muscle meat imported for human consumption from applicant countries:

- Biting flies in Australia that may be able to feed on bovine skeletal muscle meat have an extremely low to negligible likelihood of ingesting LSDV (Sanz-Bernardo et al. 2021) and being able to pass it on to cattle or buffalo.
- All states and territories in Australia prohibit the feeding of Restricted Animal Material (RAM) to all ruminants. RAM is defined as any material taken from a vertebrate animal other than tallow, gelatin, milk products or oils. It includes meat, rendered products, such as blood meal, meat meal, meat and bone meal, fish meal, poultry meal, eggs, feather meal, and compounded feeds made from these products.
- There are no reports in the scientific literature which implicate meat from LSD infected animals in the transmission of LSD.

The likelihood that biting insects feeding on fresh bovine skeletal muscle meat could become contaminated with LSDV and spread the disease to susceptible cattle or buffalo within Australia is estimated to be **extremely low**.

The likelihood of exposure of susceptible cattle or buffalo to infection through oral exposure to fresh bovine skeletal muscle meat is estimated to be **extremely low**.

5.3 Estimate of the likelihood of entry and exposure

The likelihood of entry of LSDV was estimated to be **very low**, and the likelihood of exposure to LSDV was estimated to be **extremely low**. Using Figure 1, the likelihood of entry and exposure for LSDV was estimated to be **extremely low**.

5.4 Consequence assessment

5.4.1 Identification of an outbreak scenario and likelihood of establishment and/or spread associated with the outbreak scenario

The most likely outbreak scenario following exposure of susceptible animals to LSDV in imported fresh bovine skeletal muscle was considered to be establishment in the directly exposed population and spread to other populations of susceptible animals across multiple states or territories.

The following factors were considered relevant to an estimate of the likelihood of the identified outbreak scenario occurring:

- Transmission of LSDV is primarily via biting arthropod vectors. Spread of disease is usually influenced by synoptic systems, geography and climate. The virus could spread quickly and be difficult to control in a country or region that has an abundance of competent vectors and favourable conditions for vector survival, such as Australia.
- Movement of infected animals is the main pathway for long-distance dispersal of LSD. Animal movements between states and territories occurs frequently.
- Clinical signs of LSD may not be evident for several weeks after infection. However, on a newly affected farm it is likely that some animals would display clinical signs of disease within the first or second week of infection.

Based on these considerations, the likelihood of establishment and/or spread of LSDV associated with the identified outbreak scenario was estimated to be **moderate**.

5.4.2 Determination of overall effect of establishment and/or spread associated with outbreak scenario

Factors considered relevant to the effect on the life or health (including production effects) of susceptible animals were:

- Mortality of between 1% and 5% is expected for LSD.
- Animals affected by LSD may have permanent loss of milk production, infertility problems and permanent damage to hides.

The effect on the living environment, including life and health of wildlife, and any effects on the non-living environment of LSD is not considered to be negligible.

The effect on new or modified eradication, control, monitoring or surveillance and compensation strategies or programs include that:

- If LSD was identified in Australia, the response strategy as outlined in the AUSVETPLAN Response Strategy for LSD is eradication in the shortest possible time using stamping out. This would be supported by a combination of strategies including sanitary disposal of destroyed animals and contaminated animal products, quarantine and movement controls, decontamination of fomites, control of vectors, tracing and surveillance, zoning and/or compartmentalisation, vaccination if available, and an awareness campaign (AHA 2022b).
- LSD is scheduled as Category 3 under Australia's Emergency Animal Disease Response Agreement (EADRA) for cost-sharing arrangements. Should it be activated, EADRA states that

direct costs of the response would be shared by Australian governments and relevant industries by contributions of 50% each (AHA 2022a).

The effect on domestic trade or industry, including changes in consumer demand and effects on other industries supplying inputs to, or using outputs from, directly affected industries include that:

- Following a detection of LSD, domestic movement restrictions would disrupt domestic markets.
- Along with affected livestock producers, associated industries in affected regions would suffer losses, such as transporters, stockfeed manufacturers and processors of animal products.
- With export market disruptions, relevant animal products destined for export would be redirected to the domestic market and domestic prices may fall. As a result, revenue for affected and associated industries would decrease.
- Domestic consumers may be concerned about the safety of animal products. This could reduce sales of products derived from relevant species. An awareness campaign may be needed to educate consumers that LSD does not affect food safety.

The effect on international trade, including loss of markets, meeting new technical requirements to enter or maintain markets and changes in international consumer demand include that:

- An outbreak of LSD in Australia would significantly disrupt exports of relevant animals and animal products from Australia. Resumption of trade would depend on renegotiations with importing countries and additional biosecurity measures may need to be met.
- Under the WOAH Terrestrial Code, freedom from LSD can only be claimed after a minimum of 14 months following the stamping out of the last vaccinated or infected animal (WOAH 2021).
- In 2021, Australian beef exports were valued at $9.2 billion (MLA 2022).
- Australian dairy product exports are forecast to be $3.4 billion in the 2022–23 financial year (Department of Agriculture, Fisheries and Forestry 2023).
- If LSD became established, zoning could be used to maintain or regain access to international markets. However, export markets for relevant commodities from affected zones may be lost or restricted, and access to new export markets could be affected.

The effect on the environment, including biodiversity, endangered species and the integrity of ecosystems include that:

- Disposal of destroyed animals and animal products, and increased use of disinfectants, may have effects on the environment.
- Increased use of insecticides for insect control could impact a range of insect species and disrupt food sources of wildlife, lead to environmental contamination (including water sources) and resistance to insecticides.

The effect on communities, including reduced tourism, reduced rural and regional economic viability and loss of social amenity, and any ‘side effects’ of control measures include that:

- Psychological distress could occur due to implementation of control and eradication measures, such as for owners of animals that are destroyed as part of disease control measures.

- Ongoing financial distress could occur for owners of affected premises if the disease situation prevents timely restocking.
- Where the relevant species were important to the local economy, if LSD became established, the economic viability of communities within affected regions may be compromised due to effects on directly affected and associated industries.
- Disruption of events due to movement controls could have social consequences for people involved.

Based on the geographic level and magnitude of effects, the overall effect of establishment and/or spread of LSDV associated with the identified outbreak scenario was estimated to be **high**. The effect is likely to be significant at the national level and highly significant within affected zones. This implies that the effect would be of national concern. However, serious effects on economic stability, societal values or social well-being would be limited to a given zone.

5.4.3 Derivation of likely consequences

The likelihood of establishment and/or spread of LSDV was estimated to be **moderate**. The overall effect of establishment and/or spread for LSDV was estimated to be **high**. Using Figure 2, the likely consequences of establishment and/or spread of LSDV were estimated to be **high**.

5.5 Risk estimation

The likelihood of entry and exposure of LSDV was estimated to be **extremely low**. The likely consequences of establishment and/or spread of LSDV was estimated to be **high**. Using Figure 3, the unrestricted risk of LSDV was estimated to be **very low**. Further risk management is therefore not required to meet Australia's ALOP.

6 Conclusion and recommendations

The overall biosecurity risk of LSD associated with the importation of fresh bovine skeletal muscle meat derived from bovines in applicant countries that have been approved for the importation of fresh beef and beef products into Australia is assessed as **very low** when all sourcing and processing requirements specified in the beef review are met. Under those conditions of trade Australia's ALOP with respect to animal biosecurity risks will have been achieved and additional biosecurity measures for LSDV are not required. This finding is consistent with the New Zealand risk assessment which concluded that risk management measures were not justified for imported cattle and buffalo meat and meat products for human consumption (Ministry for Primary Industries 2022).

It is recommended that the requirement for country freedom from LSD for the export of fresh bovine skeletal muscle to Australia from approved source countries be removed from Australia's published import conditions for imported fresh bovine skeletal muscle meat.

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Australian Government
Department of Agriculture, Fisheries and Forestry

Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

Addendum to the Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review

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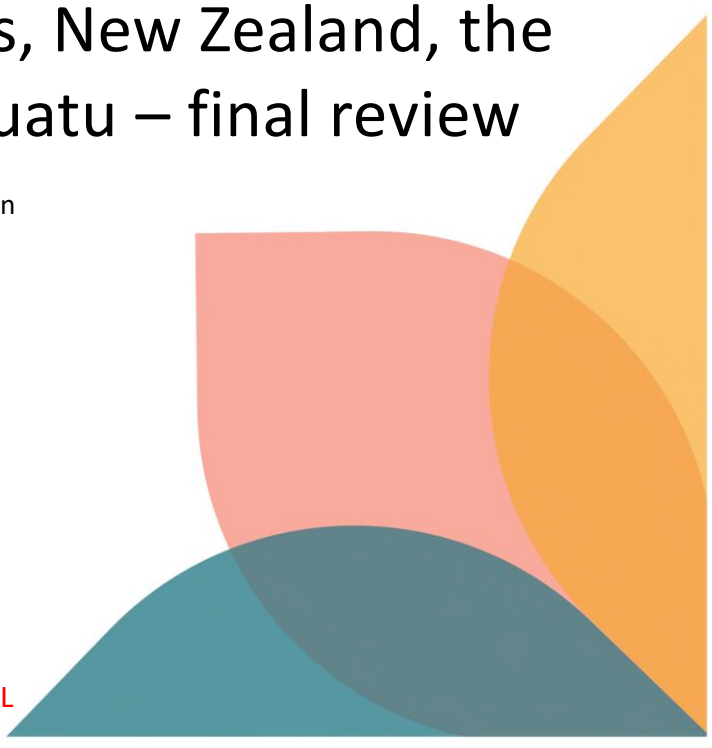

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Acknowledgement of Country

We acknowledge the Traditional Custodians of Australia and their continuing connection to land and sea, waters, environment and community. We pay our respects to the Traditional Custodians of the lands we live and work on, their culture, and their Elders past and present.

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Beef and beef products were defined in the Beef Review 2017 as meat, bone and offal from domesticated American bison (*Bison bison*), buffalo (*Bubalus bubalis*—water buffalo or domestic Asian water buffalo), or cattle (*Bos taurus* and *Bos indicus*), for import as fresh (chilled or frozen) beef and beef products for human consumption. Offal was considered the heart, oesophagus, organs of the abdominal cavity (other than reproductive organs), the muscular tissues of the head, tissues of the diaphragm, the tail, and tendons.

One of the recommendations of the Beef Review 2017 was that imported beef and beef products be sourced from bovines that have been continuously resident in the applicant country since birth.

The United States has since updated its original request for access to include beef sourced from bovines legally imported into the United States from Mexico and Canada. The Australian Government Department of Agriculture, Fisheries and Forestry (the department) advised that this reflected a change of scope from the Beef Review 2017 and required further science-based assessment.

This addendum to the Beef Review 2017 therefore considers the diseases relevant to fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported into the United States. It assesses whether the biosecurity risk for fresh beef and beef products exported to Australia, when derived from bovines born and raised in Mexico or Canada, and legally imported into the United States from Mexico or Canada, meets Australia's appropriate level of protection (ALOP).

The Australian Government's BSE food safety policy 2009 (bovine spongiform encephalopathy) requires that all countries exporting or seeking to export beef or beef products to Australia have a food safety risk assessment undertaken by Food Standards Australia New Zealand (FSANZ). The FSANZ risk assessment includes a desk assessment and an in-country verification assessment. It examines the effectiveness of BSE-related controls throughout the beef production chain in the applicant country including animal feeding practices, transportation, animal identification and traceability, slaughtering, and food safety and food recall systems. Both Canada and Mexico have been assessed by FSANZ as having a Category 1 status. Category 1 status means there are comprehensive and well-established controls to prevent both the introduction and amplification of the BSE agent in a country's cattle population, and contamination of the human food supply with the BSE agent.

The United States Department of Agriculture (USDA) has recently published updated import protocols for bovines from Canada (feeder and breeder bovines and bovines for immediate slaughter) and Mexico (feeder and breeder bovines only). The United States has imported an

average of 706,806 bovines from Canada each year between 2019 and 2023, mostly for immediate slaughter, with smaller numbers of feeders and breeders. For the same period (2019-2023) the United States has imported an average of 1,222,868 bovines from Mexico each year, mostly as feeder cattle, with smaller numbers of bovines imported as breeders. The USDA has advised that there are currently no imports of cattle from Mexico for immediate slaughter and that no establishments are approved to slaughter these cattle. The USDA will advise Australia if a protocol for the importation of immediate slaughter Mexican cattle is published, and this pathway opened. If this eventuates, the department will consider the biosecurity risks for immediate slaughter Mexican cattle.

This addendum's findings support expanding the scope of the Beef Review 2017 to permit entry of fresh beef and beef products from bovines legally imported from Canada and Mexico into the United States. The current USDA protocols for the import of bovines from Canada and Mexico apply rigorous control measures which will address Australia's biosecurity concerns for beef sourced from bovines born and raised Canada or Mexico and legally imported into the United States. It is therefore recommended that the requirements of the Beef Review 2017 be amended to allow the importation of fresh beef and beef products from the United States derived from:

- Immediate slaughter, feeder and breeder bovines born and raised in Canada and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.
- Feeder and breeder bovines born and raised in Mexico and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.

1. Introduction

A review of biosecurity import conditions for the importation of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu was published in August 2017, and will be referred to in this addendum as Beef Review 2017. These countries are referred to in this document to as applicant countries. The Beef Review 2017 determined imports of fresh beef and beef products could meet Australia's appropriate level of protection (ALOP) from biosecurity risk with appropriate controls. Australia's ALOP is defined in the Biosecurity Act 2015 as 'a high level of sanitary and phytosanitary protection aimed at reducing biosecurity risks to a very low level, but not to zero'.

Following publication of the Beef Review 2017, the Australian Government Department of Agriculture, Fisheries and Forestry (the department) conducted an in-country verification visit to the United States from 19 July to 6 August 2019. The Beef Review 2017 and the in-country verification required that the meat be sourced from bovines that have been continuously resident in the applicant country (in this case the United States) since birth.

The in-country verification visit included a visit to the United States-Canada border. The purpose of that site visit was to review the ability of the USDA to effectively ensure the identity of cattle entering into the United States in addition to their health status and treatments prior to entry. United States-Mexican cattle entry procedures were not verified nor seen by Australian officials during that visit, as it was not necessary to verify further official controls over imported cattle given the scope of the assessment.

The 2019 verification visit recommended that the export of fresh (chilled and frozen) beef and beef products from the United States to Australia be permitted subject to the finalisation of bilateral health certificate negotiations and full compliance with import conditions.

By January 2020, the United States had successfully completed Australia's assessment process for access to the Australian market for fresh beef and beef products to the point where Australia was seeking the United States agreement on a veterinary health certificate. Agreement on a bilateral veterinary certificate would enable the trade for fresh beef and beef products from cattle that had been continuously resident in the United States since birth.

As USDA subsequently clarified its original request for access was to include beef sourced from bovines born and raised in Mexico and Canada that were legally imported into the United States, the relevant import conditions and associated export health certificates were not finalised, and this addendum to the Beef Review 2017 was initiated.

In February 2025, the department published the Final report: Fresh (chilled or frozen) beef and beef products from Canada, as an addendum to the Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu. That report, referred to here as the Canada Beef Addendum 2025, considered the biosecurity risks associated with the importation of fresh beef and beef products directly from Canada.

1.1. Imports of bovines from Canada into the United States

Between 2019 and 2023, the United States imported an average of 706,806 bovines per year from Canada under the extant (now replaced) USDA Animal and Plant Health Inspection Service (USDA-APHIS) protocol for the import of live cattle or bison from Canada to the United States (USDA 2024a). Most of these animals were imported for immediate slaughter. For example, in 2023, 74% of bovines imported from Canada were for immediate slaughter, 24% were feeders, and 2% were breeders (Table 1) (USDA 2024b).

By way of comparison, for the (United States) fiscal years 2018-2022, an average of 33.4 million bovines (domestic and imported) were slaughtered each year (Statista n.d). As indicated above, the average number of bovines imported from Canada each year for fiscal years 2019-2023 was 706,806. This represents approximately 2.1% of the number of bovines slaughtered annually in the United States.

Table 1 Number of bovines imported from Canada into the United States

Category	2019[a]	2020[a]	2021[a]	2022[a]	2023[a]
Immediate slaughter	520,757	528,419	484,467	538,401	540,470
Feeder	191,800	134,029	152,499	205,529	179,260
Breeder	10,251	10,581	9,811	13,456	14,302
Total	**722,808**	**673,029**	**646,777**	**757,386**	**734,032**

a Fiscal year 1 October to 30 September
Source: USDA-APHIS

USDA-APHIS protocol for Canadian bovines: the importation of bovines from Canada into the United States is now facilitated through the USDA-APHIS strategy and policy protocol for the importation of cattle or bison from Canada to the United States (Canada protocol 2024) [USDA 2024c]. This protocol was updated in December 2024, replacing the extant protocol with the same name. The Canada protocol 2024 includes general requirements (part 1), identification (part 2), certification (part 3), tuberculosis (TB) testing (part 4), immediate slaughter (part 5), port of entry inspection (part 6), and additional guidelines (part 7).

Under the Canada protocol 2024, an import permit is not required at designated border stations (excluding Alaska and Hawaii) for animals that were born in Canada on or after March 1, 1999 (determined by USDA-APHIS to be the date of the effective enforcement of a ruminant-to-ruminant feed ban in the region of export), and that have been in no other region; or were born in the United States or were legally imported into Canada from a region recognised by the USDA as a region not restricted due to bovine spongiform encephalopathy (BSE) and under no movement restrictions within Canada or the United States for at least 60 days prior to importation.

All animals imported from Canada (including those for immediate slaughter) must be individually identified with an official RFID (radio frequency identification) ear tag of the country of origin, traceable to the animal's birth. The official ear tag must provide unique identification for the individual animal and either use the country code as a prefix or have a mark unique to official ear tags of the country of origin. The official ear tags must have one of the following numbering systems: National Uniform Ear-tagging System; the animal identification number, composed of the 3-digit

country code and a 12- digit number unique to the animal; or the premises-based number system. All bovines (not including those for immediate slaughter) must be branded with the “CAN” brand or tattoo before arrival at the port of entry.

Under the Canada protocol 2024, an official health certificate must be issued by a veterinarian designated by the Canadian Food Inspection Agency (CFIA) and must be endorsed by a veterinarian employed by the CFIA attesting to the certifications and tests required in this protocol. The health certificate will include that each animal has met USDA-APHIS requirements in respect of identification, provenance and health status. Attestations will include that all animals have been inspected and found to be free from any evidence of communicable disease, and, as far as can be determined, have not been exposed to any such disease during the preceding 60 days, and that Canada is free of foot-and-mouth disease (FMD), rinderpest, surra, and contagious bovine pleuropneumonia. The protocol includes a range of specific attestations for bovine TB, noting that requirements differ for animals for immediate slaughter. These requirements are discussed in Section 5 of this addendum.

The Canada protocol 2024 includes additional and specific instruction for bovines imported for immediate slaughter. Such animals must be inspected and moved directly from the port of entry to the USDA-APHIS approved slaughtering establishment in conveyances that are sealed with seals of the United States Government at the port of entry. The route of travel from the port of entry to the approved slaughtering establishment must be listed on the health certificate. The seals may be broken only at the USDA-APHIS approved slaughtering establishment by an authorised USDA representative. The animals must be accompanied from the port of entry to the USDA-APHIS approved slaughtering establishment by USDA APHIS Veterinary Services (USDA-APHIS-VS) Form 17-30, VS Form 17-33, and the official Canadian health certificate.

At the United States border, USDA-APHIS port personnel will verify the completeness and accuracy of export documentation and compliance with import requirements. The USDA-APHIS port Veterinary Medical Officer will visually examine the animals to verify health status and to confirm that forms of identification correlate with export documents. Note that pre-clearance of feeder and breeder bison is required, owing to limitations at the ports of entry.

1.2. Imports of bovines from Mexico into the United States

Between 2019-2023, the United States imported on average 1,222,868 head of bovines from Mexico each year. In 2023 there were 1,149,840 steers and spayed heifers imported as feeder cattle under the extant (now replaced) USDA-APHIS protocol for the import of steers and spayed heifers cattle and bison (feeders) from Mexico; and 1,850 breeder cattle were imported under the extant (now replaced) protocol for the import of sexually intact (breeder) bovines from Mexico into the United States (USDA 2022a, 2022b). USDA has advised that no Mexican cattle have been imported into the United States for immediate slaughter, and that currently there are no United States establishments approved for the immediate slaughter of cattle imported from Mexico.

As mentioned in Section 1.1, an average of 33.4 million cattle (domestic and imported) were slaughtered each year in the United States for years 2018-2022. As the average number of cattle imported from Mexico (for all purposes) each year for fiscal years 2019-2023 was 1,222,868, this represents approximately 3.7% of the number of cattle slaughtered annually in the United States.

Currently, steers and spayed heifers represent approximately 99% of the bovines imported into the United States from Mexico each year (Table 2) (Mackenzie & Lopez 2019).

The feeder and breeder bovines undergo rigorous quarantine procedures prior to and on entry into the United States. On release they become part of the United States' national herd without further restrictions, except those that may be applied by the commercial entities importing the animals.

Table 2 Number of bovines imported from Mexico into the United States

Category	2019[a]	2020[a]	2021[a]	2022[a]	2023[a]
Steers	1,026,361	1,114,452	897,886	719,940	872,960
Spayed heifers	314,423	345,815	319,081	166,941	276,880
Roping steers	12,947	10,427	11,150	10,785	11,835
Breeding	240	88	198	82	1,850
Direct slaughter	0	0	0	0	0
Total	**1,353,971**	**1,470,782**	**1,228,315**	**897,748**	**1,163,525**

a Fiscal year 1 October to 30 September
Source: USDA-APHIS

Prior to 2009, Mexico imported cattle from the United States, Canada, Australia, New Zealand and Central America (SENASICA 2019). In 2019, Mexico signed an MOU with Guatemala which could facilitate bilateral trade in cattle (Martínez et al. 2021). In recent years, imports of cattle have occurred from a number of countries including United States, Guatemala, Belize, Canada and Nicaragua for the purpose of breeding and slaughter. United States 9 CFR 93.436 underpins controls to ensure that bovines are not imported into the United States from undetermined BSE risk countries as defined by 9 CFR 92.1.

Mexico's closest central American countries (Guatemala, Belize, El Salvador and Honduras) are not classified by USDA-APHIS as having either negligible risk or controlled risk for BSE, have no WOAH official BSE status and therefore would be considered undetermined BSE risk countries by the USDA. Similarly, Food Standards Australia New Zealand (FSANZ) has not assessed these countries for BSE food safety risk.

1.2.1 USDA-APHIS feeder and breeder protocols for Mexican cattle

Most bovines imported into the United States from Mexico are desexed and imported as feeders under the (recently updated) USDA-APHIS protocol for the import of steers and spayed heifers cattle and bison (feeders) from Mexico to the United States (Mexico feeder protocol 2025) [USDA 2025a]. The relatively small number of breeder cattle imported from Mexico to the United States follow the (recently updated) USDA-APHIS protocol for the importation of sexually intact bovines from Mexico to the United States (Mexico breeder protocol 2025) [USDA 2025b]. Both protocols were updated in January 2025, replacing extant protocols with similar scopes and purposes. The structure of the two protocols (feeder and breeder bovines) is the same and includes general requirements (part 1), definitions (part 2), identification (part 3), certification (part 4), documentation (part 5) and border testing (part 6). USDA-APHIS have advised Australia that the United States is not currently engaged in imports of immediate slaughter cattle from Mexico and before trade could commence USDA-APHIS

would need to first update and re-post a protocol. USDA has agreed to notify Australia should a new protocol be established.

Under the two USDA-APHIS protocols, an import permit is not required at designated border stations for animals of either classification that were born and raised in Mexico or the United States and originate from an export-eligible region in Mexico. All animals must be individually identified with permanent or semi-permanent tamperproof official ear tags approved by the Ministry of Agriculture and Rural Development (SADER/AGRICULTURA) with tag numbers recorded in appropriate export documentation such that each animal can be traced back to the farm where it was born and/or raised if required. In addition, each animal must have a blue metal tag indicating the Mexican state of origin. Each desexed animal must also be bear a distinct, permanent, and legible “M” brand applied on the right hip with a freeze brand, hot iron, or other method approved by USDA-APHIS. Entire (breeding) animals are to be similarly branded, but on the upper right front shoulder. Under the two USDA-APHIS protocols, an official health certificate must be issued by an official veterinarian authorised by SADER/AGRICULTURA and will include attestation that each animal has met USDA-APHIS requirements in respect of identification, provenance and health status. Attestations will include that all animals have been kept in an export eligible region of Mexico during the 60 days immediately preceding the date of the shipment to the United States and that, during this time, Mexico has been entirely free of FMD, contagious pleuropneumonia, and surra. Attestation must also be given that all animals have been inspected by a veterinarian authorised by SADER/AGRICULTURA within the 30 days prior to export and found free of any evidence of communicable/notifiable diseases and that, as far as can be determined, they have not been exposed to any such disease during the preceding 60 days.

The two USDA-APHIS protocols include a range of specific attestations for bovine TB and for brucellosis, noting that requirements for these diseases differ between feeder and breeder cattle. These requirements are discussed in Section 5 of this addendum. The two protocols also include requirements for screw worm fly and cattle ticks, as well as attestation that imported animals are not Holsteins or Holstein crossbreeds, and that all animals were born on or after November 30, 2007, which is the date determined by USDA-APHIS to be the effective date of a ruminant-to-ruminant feed ban in Mexico.

At the United States border, USDA-APHIS port personnel will verify the completeness and accuracy of export documentation and compliance with import requirements. The USDA-APHIS port Veterinary Medical Officer will visually examine the cattle to verify health status and to confirm that forms of identification correlate with export documents. Animals missing the blue metal ear tag and/or the SINIIGA ear tag will be refused entry. Animals whose ID is not accurately reflected in the export documentation will be refused entry. USDA-APHIS will record the details of any animal that has been refused entry.

1.3. Food safety considerations

To assist with the Beef Review 2017, FSANZ considered the food safety risks associated with the import of fresh beef and beef products. For this purpose, FSANZ developed risk statements for the following foodborne hazards: Shiga toxin-producing E. coli (STEC), Salmonella spp. (including DT104) and Campylobacter spp. FSANZ provided advice to the department that imports of fresh beef and

beef products are considered to present a potentially medium to high public health risk for STEC and Salmonella spp. To manage this risk, exporting countries will need to demonstrate competent authority oversight of the beef exporting establishments, ensuring these facilities are operating through-chain Hazard Analysis Critical Control Point (HACCP) based food safety programs to control the risks associated with STEC and *Salmonella* spp. Consignments of beef being exported will need to be certified by the competent authority and at-border verification testing will be applied. Further information regarding testing and inspection at the Australian border can be found at Raw beef and beef products.

The USDA has been advised that currently there is no maximum residue limit for beta-agonists, except for ractopamine which gained FSANZ approval as a permitted residue in 2022. A maximum residue limit is the highest amount of an agricultural or veterinary chemical residue that is legally allowed in a food product sold in Australia whether it is produced domestically or imported.

1.4. BSE status for Canada and Mexico

The Australian Government's BSE food safety policy 2009 requires that all countries exporting or seeking to export beef or beef products to Australia have a food safety risk assessment undertaken by FSANZ.

The FSANZ risk assessment includes a desk assessment and an in-country verification assessment. It examines the effectiveness of BSE-related controls throughout the beef production chain in the applicant country including animal feeding practices, transportation, animal identification and traceability, slaughtering, and food safety and food recall systems.

Both Canada and Mexico have been assessed by FSANZ as having a Category 1 status. Category 1 status means there are comprehensive and well-established controls to prevent both the introduction and amplification of the BSE agent in a country's cattle population, and contamination of the human food supply with the BSE agent.

Countries categorised as either Category 1 or 2 are eligible (under Australia’s imported food control laws) to export beef and beef products to Australia subject to the relevant certification requirements, and subject to biosecurity requirements.

2. Purpose and scope

The purpose of this addendum is to assess whether the biosecurity risks for fresh beef and beef products exported to Australia from bovines born and raised in Mexico or Canada and legally imported into the United States is not greater than those for fresh beef and beef products derived from bovines born and raised in the United States.

This addendum evaluates USDA controls applicable to the legally imported animals, as these are integral to determining any additional animal biosecurity risk to Australia from this request to expand the scope.

3. Method

This addendum has been developed as a supplement to the Beef Review 2017 and should be read in conjunction with the Beef Review 2017. Unless otherwise stated, the definitions and methods used in this addendum are consistent with those of the Beef Review 2017.

3.1. Hazard identification

Hazards were identified in the Beef Review 2017 using the hazard identification process described in the WOAH Terrestrial Animal Health Code (the WOAH Code) (Article 2.1.2). Hazard identification is a classification step undertaken to identify the pathogenic or disease agents which could potentially produce adverse consequences associated with the importation of beef and beef products (WOAH 2023d).

In the hazard identification described in the Beef Review 2017, the department identified bovine diseases primarily affecting animal health and referred to the then Department of Health, and to FSANZ, any additional disease agents that may primarily affect human health. The Director of Human Biosecurity can implement biosecurity measures to manage the risks to human life or health associated with the importation of beef and beef products.

In accordance with the WOAH Code, a disease agent was considered a hazard potentially present in fresh beef and beef products if it was assessed to cause:

- A disease or infection of cattle (*Bos taurus* and *Bos indicus*) or buffalo (*Bubalus bubalis*) or domesticated American bison (*Bison bison*) and
- A WOAH-listed disease, an emerging disease, or a disease or infection capable of producing adverse animal biosecurity consequences in Australia.

3.1.1. Identification of additional hazards relevant for Canada or Mexico

The hazard identification for the Beef Review 2017 considered all WOAH-listed diseases and disease agents of bovines, as well as any emerging bovine diseases, or those with adverse consequences to Australia present in the applicant countries (Japan, the Netherlands, New Zealand, the United States and Vanuatu).

A disease in the hazard list was not considered further in the Beef Review 2017 if it was exotic to the applicant countries. In undertaking this additional review of fresh beef and beef products in relation to bovines born and raised in Canada and Mexico and legally imported into the United States, it was necessary to identify bovine disease agents:

- Present in Canada or Mexico that were not considered in the hazard identification of the Beef Review 2017
- Present in Canada or Mexico that are exotic to the United States
- Identified in the Beef Review 2017 that are present in Canada or Mexico
- Identified in the Beef Review 2017 that are not present in Canda or Mexico.

3.2. Risk assessment

Disease agents retained following the hazard identification stage were subjected to scientific review to determine whether the likelihood of entry from fresh beef or beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States, are equivalent to those from cattle born and raised in other applicant countries, including the United States.

Risk assessment is the evaluation of the likelihood and the biological and economic consequences of entry, establishment and spread of a hazard within the territory of an importing country. As described in Chapter 2.1 of the WOAH Code, it consists of an entry assessment, exposure assessment, consequence assessment and risk estimation for each hazard.

The unrestricted risk estimate is defined as the level of risk that would be present if there were no safeguards in excess of standard practices. The department adopted the following standards as the benchmark for assessment of the unrestricted risk estimate (relevant Australian standards):

- AS 4696:2023 Australian Standard for the Hygienic Production and Transportation of Meat and Meat Products for Human Consumption (Standards Australia 2023).
- Bovine spongiform encephalopathy (BSE): requirements for the importation of beef and beef products for human consumption – effective 1 March 2010 (FSANZ 2010).
- Imported Food Control Act 1992 which requires imported food to comply with the Food Standards Code and not pose a risk to human health.

3.2.1. Risk assessment framework

For each disease agent identified as requiring risk assessment, the evaluation of risk associated with the importation of fresh beef and beef products includes:

- The likelihood of the disease agent entering Australia via imported beef and beef products (entry assessment)
- The likelihood of susceptible animals being exposed to and infected with the disease agent via imported beef and beef products (exposure assessment)
- The likelihood of significant outbreaks occurring due to exposure (part of the consequence assessment)
- The potential impacts of any significant outbreaks (part of the consequence assessment).

For the purposes of the Beef Review 2017 and this addendum, the likelihood of entry, establishment and spread and consequence (impact) for each disease agent are considered equivalent to the terms referenced in the Biosecurity Act 2015.

3.2.2. Entry assessment

Entry assessment describes the biological pathways necessary for importation to introduce disease agents into the importing country and estimating the probability of that process occurring. It considers biological factors of the pathogen and the species of origin; country factors including

prevalence of infection and animal health systems in the country of export; and commodity factors such as the quantity to be imported, testing, treatment and/or processing.

The minimum requirement for the entry assessment was equivalency with the relevant Australian standards (the Australian Meat Standard, the Australian BSE food safety requirements and the Imported Food Control Act 1992) for sourcing of domesticated bison, buffalo or cattle, the production of beef and beef products for human consumption and their storage and transportation (DAWR 2017; FSANZ 2023).

This addendum considered any potential increase in the likelihood of entry of each disease agent associated with imports of fresh beef and beef products from the United States derived from bovines born and raised in Canada or Mexico, legally imported and slaughtered in the United States, compared with the likelihood of entry associated with fresh beef and beef products derived from bovines born and raised in the United States.

Where this likelihood of entry was considered equivalent, or lower, a conclusion was made that the overall risk was consistent with the findings of the Beef Review 2017. This is because the likelihood of establishment and spread and the consequences of each disease agent would not be affected by the source of the animals.

3.2.3. Exposure assessment

A description of the approaches used for exposure assessment can be found in Section 3.2 of the Beef Review 2017.

3.2.4. Estimation of the likelihood of entry and exposure

The likelihood of entry and exposure was estimated by combining the likelihood of entry and the corresponding likelihood of exposure using the matrix shown in Figure 1.

3.2.5. Consequence assessment

The consequence assessment describes the relationship between exposures to the identified hazard and the consequences of those exposures. It assesses the likelihood of establishment and/or spread of the hazard and the potential impacts/effects of the disease (that is, the outbreak scenario).

A description of the approaches used for consequence assessment can be found in Section 3.4 of the Beef Review 2017.

Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

Figure 1 Matrix for combining qualitative likelihoods

Likelihood of entry \ Likelihood of exposure	*Negligible*	*Extremely low*	*Very low*	*Low*	*Moderate*	*High*
High	Negligible	Extremely low	Very low	Low	Moderate	High
Moderate	Negligible	Extremely low	Very low	Low	Low	Moderate
Low	Negligible	Extremely low	Very low	Very low	Low	Low
Very low	Negligible	Extremely low	Extremely low	Very low	Very low	Very low
Extremely low	Negligible	Negligible	Extremely low	Extremely low	Extremely low	Extremely low
Negligible	Negligible	Negligible	Negligible	Negligible	Negligible	Negligible

Likelihood of exposure

3.2.6. Risk estimation

The overall likelihood of entry and exposure was combined with the likely consequences using Figure 2 to produce the risk estimate.

Figure 2 Risk estimation matrix

Likelihood of entry and exposure \ Likely consequences of establishment and/or spread	*Negligible*	*Very low*	*Low*	*Moderate*	*High*	*Extreme*
High	Negligible risk	Very low risk	Low risk	Moderate risk	High risk	Extreme risk
Moderate	Negligible risk	Very low risk	Low risk	Moderate risk	High risk	Extreme risk
Low	Negligible risk	Negligible risk	Very low risk	Low risk	Moderate risk	High risk
Very low	Negligible risk	Negligible risk	Negligible risk	Very low risk	Low risk	Moderate risk
Extremely low	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Very low risk	Low risk
Negligible	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Negligible risk	Very low risk

Likely consequences of establishment and/or spread

4. Hazard identification

4.1. Disease agents present in Canada or Mexico but not considered in the Beef Review 2017

The hazard identification of the Beef Review 2017 considered all WOAH-listed diseases of bovines, as well as any emerging bovine diseases, or those with adverse consequences to Australia. Diseases currently known to affect bovines in Canada and Mexico were reviewed, including ProMED posts since 2010. No relevant bovine diseases were identified that were not considered in the Beef Review 2017. The possibility of parasites, transmissible via beef, present in Canada and Mexico was also explored. No intermediate stages of parasites (e.g. cysts in muscle) were identified as of biosecurity concern that were not previously considered in the Beef Review 2017 (ISID 2024; Martínez et al. 2021; Rodríguez-Vivas et al. 2017).

4.2. Disease agents present in Canada or Mexico that are exotic to the United States

The Beef Review 2017 concluded that *Brucella melitensis* is not present in the United States and Australia's animal biosecurity measures would include certification of country freedom from brucellosis caused by *B. melitensis*. Canada has never reported a case of *B. melitensis*; however, the WOAH World Animal Health Information System (WAHIS) lists *B. melitensis* as present in limited zones in domestic animals in Mexico.

Brucella melitensis was therefore retained for further assessment. Consistent with the WOAH Code and the Beef Review 2017, this has been considered together with the risks of other causes of brucellosis (*B. abortus and B. suis*) (Section 5.3).

No additional bovine disease agents were found that are present in Canada or Mexico that are exotic to the United States.

4.3. Disease agents identified in the Beef Review 2017 that are present in Canada or Mexico

Hazards in the Beef Review 2017 that are also present in Canada or Mexico include:

- Anthrax
- Aujeszky's disease (pseudorabies)
- Brucellosis (*B. abortus, B. suis*)
- Bovine tb (*Mycobacterium bovis* and *M. caprae*)
- Bovine viral diarrhoea
- Bovine cysticercosis (*Cysticercus bovis*)
- Echinococcosis

- Paratuberculosis (*Mycobacterium avium* subsp. *Paratuberculosis*)
- *Salmonella enterica* serotype *typhimurium* DT104
- Vesicular stomatitis.

These diseases were retained for further assessment.

4.4. Disease agents identified in the Beef Review 2017 that are not present in Canda or Mexico

Considering officially reported animal health status of Canada and Mexico, the following diseases were therefore not required to be assessed further in this addendum:

- Contagious bovine pleuropneumonia
- Crimean-Congo haemorrhagic fever
- FMD
- Haemorrhagic septicaemia
- Lumpy skin disease
- Surra
- Rift valley fever
- Theileriosis
- Trypanosomiasis
- Wesselsbron disease.

5. Risk assessment

5.1. Anthrax

Technical information on anthrax can be found in Section 4.1 of the Beef Review 2017.

The Beef Review 2017 found that anthrax occurs sporadically in the United States and is subject to surveillance and official control programs. The most recent available WAHIS report on the status of anthrax in Mexico (from July to December 2021) indicates that infection was absent in that country over this period. The last reported outbreak was in 2010 (WOAH 2024). A 2019 study was unable to detect any evidence of anthrax in western Mexico (Valle-Reyes et al. 2019). The most recently accessible WAHIS report for Canada (July to December 2023) lists anthrax as suspected in limited zones, with the last reported outbreak in 2014 (WOAH 2024). The incidence of anthrax in Canada and Mexico is comparable to that of the United States.

5.1.1. Conclusion

The likelihood of entry of *Bacillus anthracis* in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, the animal biosecurity risk of anthrax is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for anthrax is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.2. Aujeszky's disease (pseudorabies)

Technical information on Aujeszky's disease can be found in Section 4.2 of the Beef Review 2017.

This disease is caused by Suid herpesvirus 1 (SHV-1). It is primarily a disease of pigs but can infect cattle and other species. According to the Beef Review 2017, Aujeszky's disease occurs in the United States but is limited to feral and/or non-commercial production swine. WAHIS indicates that Aujeszky's disease has never been reported in Canada. WAHIS contains records of outbreaks of Aujeszky's disease in Mexico (in 2015) and more recently in 2019. A stamping out campaign appears to have eliminated the disease with no further cases reported since December 2019, although Mexico has not yet claimed freedom (WOAH 2024). Although Mexico has not claimed freedom from Aujeszky's disease, the Beef Review 2017 concluded that risk management in relation to Aujeszky's disease (SHV-1) is not applicable to imports of beef and beef products from the applicant countries, including countries where SHV-1 is present.

The WOAH Code does not recommend any risk management measures for SHV-1 for international trade in meat and meat products. The Beef Review 2017 concluded that the risk of SHV-1 associated with importation of beef and beef products from the applicant countries is considered negligible and achieves Australia's ALOP.

5.2.1. Conclusion

The likelihood of entry of SHV-1 in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025 (not assessed), the animal biosecurity risk of Aujeszky's disease is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for Aujeszky's disease is therefore not required for the importation of fresh beef and beef products bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.3. Brucellosis (*B. abortus, B. melitensis* and *B. suis*)

Brucellosis, an infectious disease characterised by abortion, infertility, decreased milk production and/or lameness, is caused by bacteria of the *Brucella* genus. The genus consists of small, gram-negative, aerobic, intracellular-reproducing coccobacilli and comprises a group of closely related bacteria (Cem Gul & Erdem 2015). Its classification into species is based mainly on the difference in host preference and pathogenicity. Three of six species that infect terrestrial animals can infect cattle, bison and/or buffalo; these are *Brucella abortus*, *B. melitensis* and *B. suis*. *B. abortus* preferentially infects cattle, *B. melitensis* goats and sheep and *B. suis* pigs (Adams 2002).

Bovine brucellosis caused by *B. abortus*, caprine and ovine brucellosis caused by *B. melitensis* and porcine brucellosis caused by *B. suis* are OIE-listed diseases (WOAH 2023a). They generally occur worldwide, although control and eradication, especially of *B. abortus*, has been achieved in several countries. There is less progress with control and eradication of *B. melitensis* and *B. suis*, although several countries are free from disease and have no history of infection (WOAH 2024).

The three forms of brucellosis are nationally notifiable in Australia (DAFF 2019). Australia has been free of bovine brucellosis, caused by *B. abortus*, since 1989. This was a result of a national eradication campaign (BTEC – the Brucellosis and Tuberculosis Eradication Campaign), which began in 1970. Australia is also free from brucellosis caused by *B. melitensis* (never reported) but not from *B. suis*, which is endemic in feral pigs in Queensland and found in the feral pig population of northern NSW (NSW DPI 2023) and in South Australia (PIRSA 2024). Spillover of *B. suis* to domestic pigs (Seddon & Albiston 1965), cattle (Cook & Noble 1984) and horses (Cook & Kingston 1988) has occurred. Vaccination, often an effective and practical method of controlling *B. abortus* in cattle, is not permitted in Australia.

Brucellosis is a zoonotic disease of worldwide public health concern. It is a multisystem disease characterised by undulant fever, arthralgia and fatigue in over 75% of cases (Cem Gul & Erdem 2015). Dairy products, especially those from unpasteurised milk, are a common source of human cases (Mailles et al. 2012). Occupational exposure among livestock handlers (Godfroid et al. 2005; Seleem, Boyle & Sriranganathan 2010) and zoonotic transmission of *B. suis* through recreational and occupational exposure to infected feral pigs in Australia has been reported (Irwin et al. 2010). *Brucella* spp. are most commonly isolated from the udder, the supramammary lymph nodes and the genitalia although it can also be isolated from samples throughout the carcase, particularly the lymph

nodes (Sadler 1960). It is noted that reproductive organs and udders are excluded under the scope of the Beef Review 2017; and that there has been no report confirming brucellosis in animals because of exposure to meat and meat products.

Most cases of human brucellosis arise from drinking unpasteurised milk and milk products (Gwida et al. 2010) or from handling infected animals and animal parts such as placenta. However, brucellosis has been confirmed in people who had consumed improperly cooked meat and meat products, including liver (Chan, Baxter & Wenman 1989).

Technical information on brucellosis can be found in Section 4.3 of the Beef Review 2017.

5.3.1. Occurrence and control in the United States

Brucella abortus is present in the United States. Brucellosis is notifiable in the United States and there is an eradication and surveillance plan (USDA 2003). Abattoir surveillance has identified that bovine brucellosis affects less than 0.001% of all domestic program herds. *Brucella suis* is endemic in feral pigs in the United States with reported spill-over into some bovine herds occurring in Texas and the southeastern United States (Ewalt et al. 1997). *Brucella melitensis* has rarely occurred in the United States and was last reported to the WOAH in 1999 (WOAH 2024). *Brucella melitensis* is listed on the United States National List of Reportable Animal Diseases (NLRAD) (USDA 2023c). The United States reports that *B. melitensis* is absent from the United States (last reported to WAHIS in January-June 2022 reporting period).

Brucellosis due to *B. abortus* has become a 'geographic disease' in the United States, maintained in wildlife reservoirs within the Greater Yellowstone Area (GYA). The GYA includes parts of Idaho (ID), Montana (MT) and Wyoming (WY). Each of these states has an annual memorandum of understanding (MOU) with the USDA, which describes their brucellosis management plan. The MOUs help to ensure that infected or potentially exposed animals do not leave the Designated Surveillance Areas and enter the national herd. States that appropriately manage their brucellosis management plans (BMPs) maintain their free status. The USDA also requires that the states have their BMP reviewed every 3 years.

The USDA reports success with the collaborative program since it commenced in 1954. There have been no infected dairy herds in the United States since 1988 and no affected herds outside the GYA since 2011. All 50 states are considered to be free of B. abortus in accordance with the definition of freedom in the WOAH code (WOAH 2023b).

Data is available indicating the number of brucellosis affected herds detected annually from United States fiscal year 2000-2023. A total of 216 herds were detected from 2000 to the present ranging from 1 to 14 affected herds per year.

Over the past 10 (United States) fiscal years there have been between 0-7 newly affected herds each year, all within the GYA states (MT, WY and ID). The USDA reports that it is not seeing significant numbers of infected herds in the GYA itself due to management controls and testing requirements that each of the three GYA states have in place for their Designated Surveillance Areas.

Brucellosis surveillance is carried out at National Surveillance Plants. In 2019 the number of National Slaughter Surveillance Plants was reduced from 13 plants to 4, concentrating on plants with large

GYA state catchment. Of the 4 plants within the National Slaughter Surveillance Plan, 2 are outside of the 3 GYA states, but are the plants that have the catchment for the desired surveillance stream. Focusing efforts on these 4 plants results in a more targeted surveillance than previously, while collecting a more representative sample for the program. Despite the reduction in the number of slaughter plants sampling, the surveillance target is met (and exceeded) which allows detection of the disease at a 1:100,000 prevalence with 95% confidence interval each (United States) fiscal year (exceeding WOAH requirements).

USDA have collected 224,064 brucellosis slaughter surveillance samples in the first quarter of (United states) fiscal year 2024, therefore expecting to meet their National Surveillance Target of 350,000 per (United States) fiscal year. The current WOAH standards to qualify for brucellosis disease-free status require that a country's rate of brucellosis infection does not exceed 0.2% of their cattle herds – USDA surveillance can detect brucellosis at a 0.001% prevalence level. 799,388 samples were collected in (United States) fiscal year 2023.

The Beef Review 2017 concluded that the likelihood of entry of *B. abortus* and *B. suis* with the importation of beef and beef products derived from bovines born and raised in the United States that passed ante- and post-mortem inspection was considered negligible, and therefore met Australia's ALOP. The Beef Review 2017 concluded that *B. melitensis* is not present in the United States and Australia's animal biosecurity measures would include certification of country freedom from brucellosis caused by *B. melitensis*.

5.3.2. Occurrence and control in Canada

Brucellosis (caused by *B. abortus, B. melitensis* or *B. suis*) is a reportable disease under the Health of Animals Act 1990 in Canada and all cases must be reported to the CFIA. More information on reportable diseases in Canada can be found in Appendix A of the Canada Beef Addendum 2025.

Canada reports that *B. abortus* and *B. suis* are absent from domestic animals and that *B. melitensis* is not present in Canada. *Brucella abortus* is suspected but not confirmed in wildlife and *B. suis* infection is present in wildlife limited zones (WOAH 2023b). Sporadic cases of *B. suis* have been detected in wildlife including caribou and muskoxen in the far north of the country such as the Western Canadian Archipelago (Tomaselli et al. 2019). These areas are distant from cattle-production regions in Canada.

The balance of this assessment was therefore focussed on bovine brucellosis associated with *B. abortus* and *B. suis*.

Canada initiated an eradication program for bovine brucellosis in livestock in the 1940s, and self-declared freedom from the disease in 1985. Isolated cases of bovine brucellosis in livestock were subsequently identified, and the last case was reported a Saskatchewan cattle herd in 1989.

Vaccination of cattle for brucellosis is not permitted in Canada. To be considered officially free of brucellosis under the criteria established by WOAH, a country cannot practise vaccination for the disease (CFIA 2016). Further information surveillance for brucellosis in wildlife and domestic animals in Canada can be found in Section 4.5 of the Canada Beef Addendum 2025.

The USDA-APHIS Canada beef protocol 2024 (Section 1.1) requires that bovines imported into the Unted States for reasons other than immediate slaughter, must be from a brucellosis-free province or territory, or from a brucellosis-free herd. The Canada Beef Addendum 2025 concluded that the likelihood of entry of *B. abortus* or *B. suis* with the importation of beef and beef products from Canada was considered negligible and achieves Australia's ALOP.

5.3.3. Occurrence and control in Mexico

Mexico has a national campaign to manage brucellosis (SAGAR Norma Oficial Mexicana NOM-041-ZOO-1995, 1996) (SENASICA 1996). Mexico reports to the WAHIS that *B. suis* has been absent from domestic and wild animal populations since 2015. USDA has recently recognised that the state of Sonora has a Level I status for brucellosis. However, *B. abortus* is present in domestic animals in other zones as per the most recent report to the WAHIS (January-June 2023).

Recently (January-June 2023) available data from the WAHIS for Mexico lists *B. melitensis* as present in limited zones in domestic animals. Brucellosis control in Mexico is based on 1995 rules for the National Control of Brucellosis in Animals (SENASICA 1996). The SENASICA website reports the zoosanitary status of Mexico with respect to brucellosis, as of 2023, 77 municipalities (out of 2,475) are reported as free.

United States brucellosis requirements for bovines imported from Mexico: The United States classifies regions of Mexico according to the assessed prevalence of *B. abortus*. The legislative basis for evaluating and classifying brucellosis statuses of foreign regions (including Mexico) is in 9 CFR 93.440. Regions must initially meet the USDA's program criteria to be classified and then the prevalence of brucellosis determines the final classification (Table 3).

Regionalization Evaluation Services (RES) evaluations to classify foreign regions for bovine TB (M. bovis) and brucellosis (Brucella abortus) in bovine animals follow the procedures and criteria outlined in 9 CFR, parts 93.438 and 93.441, respectively. Regions which USDA-APHIS has not evaluated for brucellosis are classified at the highest risk level for that disease (Level III). Regions seeking to export sexually intact cattle to the United States may wish to request an USDA-APHIS evaluation for brucellosis classification as Level I or II, which are associated with reduced import testing for that disease.

Regions seeking USDA-APHIS evaluation and classification brucellosis must define the region under consideration, specify the prevalence of the disease among bovine herds in the region, and demonstrate the following:

1) Effective veterinary control and oversight within the region
2) Brucellosis is a notifiable disease within the region
3) The region has a program for brucellosis that includes, at a minimum:
   - Epidemiological investigations following the discovery of any animal or affected herd that has non-negative test results
   - Management of affected herds in a manner designed to eradicate the disease from those herds and documentation regarding this management

- Regulatory controls on the movement of livestock into, within, and from the region that correspond to the risk of dissemination of the disease associated with such movement
- Access to, oversight of, and quality control of diagnostic testing for the disease
- Surveillance that is equivalent to or exceeds federal standards for brucellosis surveillance within the united states; and
- If the region vaccinates for brucellosis, it is in a manner that has been approved by APHIS.

The RES processes for conducting brucellosis evaluations are further described in the USDA-APHIS Brucellosis Evaluation Procedures.

Table 3 USDA-APHIS Brucellosis classifications for foreign regions

State or zone classification	Prevalence in bovine herds
Level I	<0.001% over at least the previous 2 years
Level II	≥0.001% and <0.01% over at least the previous 2 years
Level III	≥0.01% or not evaluated

Source: USDA-APHIS

The state of Sonora is the only region in Mexico recognised by the United States as Level I for brucellosis. All the other Mexican states are Level III. The United States also recognises the brucellosis status of individual herds. USDA-APHIS teams evaluating the Mexican control program examine data on laboratory sample submissions and results, quarantine herd lists, and case files to determine whether brucellosis program personnel follow the classification criteria.

The testing requirements for bovines imported from Mexico into the United States vary according to the status of the region, the herd of origin, and the classification of bovines (Table 4).

Table 4 Bovine brucellosis requirements by USDA-APHIS brucellosis classifications for foreign regions

USDA region brucellosis classification	Steers / spayed heifers (feeders)	Sexually intact cattle (breeders)
Level I	no brucellosis testing required	no brucellosis testing required
Level II Accredited herd	no brucellosis testing required	no test but must have accredited herd certificate
Level II Non-accredited herd	no brucellosis testing required	whole herd test 30-90 days prior to export and individual test at port of entry
Level III Accredited herd	no brucellosis testing required	must have accredited herd certificate and individual test at port of entry
Level III Non-accredited herd	no brucellosis testing required	2 whole herd tests 9-15 months apart with second whole herd test conducted 30-90 days prior to export and individual test at the port of entry

Source: USDA-APHIS

USDA-APHIS has separate protocols for the importation of feeder and breeder bovines, with language specifically addressing the risk of introducing brucellosis. There is not currently a protocol for the importation of Mexican bovines for immediate slaughter.

Under the Mexico feeder protocol 2025, brucellosis testing is not required for steers, spayed heifers, or any cattle or bison less than 6 months of age as per regulation 9 CFR 93.442(c). There are no other requirements for brucellosis in the Mexico feeder protocol 2025. Under the Mexico breeder protocol, however, and as set out in the accompanying Model Health Certificate, the animals for export must originate from a herd in which all cattle (except calves under 6 months of age and steers or spayed heifers) were tested for brucellosis or originate from an accredited herd for brucellosis in accordance with the pertinent Level status requirements outlined in 9 CFR 93.442. Sexually intact cattle from regions classified by USDA-APHIS as having Level I status for brucellosis are exempt from pre-export brucellosis testing. For any sexually intact bovines that are from an accredited herd for brucellosis, the herd was certified as an accredited herd for at least one year prior to the date of exportation to the United States.

5.3.4. Conclusion

The likelihood of entry of *B. abortus, B. melitensis* or *B. suis* in beef and beef products bovines born and raised in Canada and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the Canada Beef Addendum 2025, the animal biosecurity risk of brucellosis (*B. abortus or B. suis*) is considered **negligible** and achieves Australia's ALOP.

The likelihood of entry of *B. abortus, B. melitensis* or *B. suis* in beef and beef products derived from bovines born and raised in Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). This has considered the information above, including the official control program in Mexico and the United States' import controls. Therefore, the animal biosecurity risk of brucellosis (*B. abortus, B. melitensis* or *B. suis*) is considered negligible and achieves Australia's ALOP.

Additional risk management for brucellosis (*B. abortus, B. melitensis* or *B. suis*) is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.4. Bovine tuberculosis (*Mycobacterium bovis*)

Bovine TB is primarily caused by *Mycobacterium bovis*. As detailed in the Beef Review 2017, *M. caprae* has also been identified as a cause of bovine TB. *Mycobacterium caprae* is isolated to continental Europe and has not been reported in Mexico or Canada. It has therefore been excluded from this analysis as a hazard.

The outcome of the Beef Review 2017 was that the likelihood of entry of bovine TB with imports of beef and beef products from the United States is considered 'not significant', in part due to "the existing low prevalence and surveillance or eradication controls in applicant countries reduce the likelihood of infected animals and animal product being presented for human consumption". However, the Beef Review 2017 proposed that health certification would require that ante- and post-mortem inspection under veterinary supervision be undertaken because bovine TB is exotic to Australia.

Once in the United States, cattle imports for slaughter are subject to ante- and post-mortem inspection by USDA qualified meat inspectors at abattoirs under the control of the veterinary authority. This enables detection of bovine TB lesions during ante- and post-mortem inspection and appropriate disposition of affected carcases.

Direct contact with infected animals is the main route of infection, while animal to human transmission of *M. bovis* via unpasteurised milk is of public health importance. The most common sites for lesions are lymph nodes associated with lungs and in the thoracic cavity; however, lesions can be found in most organs and lymph nodes of the body. Less frequently, granulomas can be found in the liver, hepatic lymph nodes and mesenteric lymph nodes.

For bovine TB, typical post-mortem inspection procedures require palpation and/or incision of lymph nodes and organs commonly affected with tuberculous lesions with the complete or partial condemnation of affected carcases.

Oral transmission of bovine TB is possible via the consumption of mycobacteria in contaminated feed, tissues or milk, and the Beef Review 2017 noted there is epidemiological and experimental evidence of oral transmission of *M. bovis* in adult cattle. Transmission of bovine TB via carcase and carcase parts is due to the presence of tuberculous lesions; however, infectious tubercles rarely occur in meat tissue itself.

Further technical information on bovine TB can be found in Section 4.4 of the Beef Review 2017.

5.4.1. Occurrence and control in the United States

Mycobacterium bovis is present in the United States and is a notifiable disease. Based on USDA data, the Beef Review 2017 reported that the national herd prevalence of bovine TB is currently less than 0.001%. States recognised as Accredited Free states have not recorded a case of bovine TB in the previous 5 years or have appropriate plans in place to prevent further spread from any identified cases. All abattoirs approved for export, including any that may in the future apply for approval to export meat derived from cattle imported from Mexico for direct slaughter, participate in a federal slaughter establishment TB surveillance program that is maintained collaboratively by USDA-APHIS and USDA Food Safety Inspection Service (USDA-FSIS). In United States fiscal year 2023, approximately 121 federally inspected slaughter establishments submitted 5,601 granulomas for TB testing. Through these efforts, four bovine TB positive animals were detected. Tracebacks were conducted and test-and-remove protocols were implemented. Further information including definitions of USDA bovine TB programs, classifications and surveillance is available on via the USDA website (USDA 2023b) and in 9 CFR-77.

The USDA-APHIS cattle health surveillance system uses whole genome sequencing (WGS) of *M. bovis* bacterial DNA to assess relatedness among TB bacterial strains. WGS has shown that there is not a reservoir of *M. bovis* that continuously reinfects cattle herds nationwide each year. Previously seen isolates of *M. bovis* are almost never found again in the United States. Bovine TB strains found in Mexican origin feeder bovines at slaughter have not been found in United States cattle (USDA-APHIS pers comm February 2024).

5.4.2. United States classification system for foreign regions

USDA has a categorisation system (Table 5) for the TB status of foreign regions (Level I to Level V regions) that is described in 9 CFR § 93.437. This system considers the prevalence of bovine TB in domestic bovine herds.

Table 5 USDA bovine TB classifications for foreign regions

State or zone classification	Prevalence in bovine herds
Level I	<0.001% over at least the previous 2 years
Level II	≥0.001% and <0.01% over at least the previous 2 years
Level III	≥0.01% and <0.1% over the previous year
Level IV	≥0.1% and <0.5% over the previous year
Level V	≥0.5% or not evaluated

Source: USDA-APHIS

5.4.3. TB controls for the import of bovines from Canada to the United States

Canada reports bovine TB as present in limited zones in domestic animals and suspected in limited zones for wild animals. Bovine TB is a reportable disease in Canada and has been subject to a mandatory national eradication program since 1923. Based on the WOAH Chapter 8.11 on bovine TB, where the prevalence of bovine TB has fallen to exceedingly low levels, the CFIA uses an abattoir surveillance system as a key control point to identify bovine TB in slaughtered animals. As of August 2023, livestock herds last confirmed with bovine TB were 4 cases in a single herd in British Columbia in November 2018; 6 cases in a single herd in Alberta and Saskatchewan in September 2016; and a single case in Saskatchewan in September 2022 (CFIA 2023a; WOAH 2024).

Under the USDA-APHIS Canada protocol 2024, bovines not imported for direct slaughter must have continuously resided in a TB accredited free, or modified accredited advanced, province or United States state. No further testing is required for these bovines. In addition, testing is not required for bovines from the province of Manitoba. USDA-APHIS has classified Canada as a Level I country for bovine TB (USDA 2021) which means that immediate slaughter bovines would have the equivalent favourable bovine TB status as feeders and breeders.

5.4.4. TB controls for the import of bovines from Mexico to the United States

Mexico and the United States have bilateral engagement on the eradication of bovine TB and brucellosis. A Binational Committee was established under the United States Animal Health Association to promote collaboration, coordination, and resolution of cattle health and trade issues at all levels, particularly related to bovine TB, brucellosis and cattle tick (USDA 2021).

Mexico's Bovine Tuberculosis National Program classifies geographic territories into either eradication zones (with a regional bovine TB prevalence of <0.5%) or control zones (with a regional bovine TB prevalence of >0.5%). Currently 86% of the country is recognised as an eradication zone, and eradication zones produce beef cattle predominantly. The control zones, where the prevalence is higher, contain primarily dairy cattle (Ortiz et al. 2021).

Separate to USDA-APHIS requirements (below), Mexico requires all bovines test negative for bovine TB between 30 to 180 days prior to export. Once in the United States, such imports are subject to ante- and post-mortem inspection by USDA qualified meat inspectors at abattoirs under the control of the veterinary authority, enabling detection of bovine TB lesions during ante- and post-mortem inspection and appropriate disposition of affected carcases. If required, proof of TB accredited-free herd status must be provided to the port veterinarian.

All United States abattoirs approved for export participate in a federal slaughter establishment TB surveillance program that is maintained collaboratively by USDA-APHIS and USDA-FSIS. In the United States fiscal year 2023, approximately 121 federally inspected slaughter establishments submitted 5,601 granulomas for TB testing. Through these efforts, 4 bovine TB positive animals were detected. Tracebacks were conducted and test-and-remove protocols were implemented. Further information including definitions of USDA bovine TB programs, classifications and surveillance is available on via the USDA website (USDA 2023b) and in 9 CFR-77.

TB testing requirements for bovines imported into the United States from Mexico are consistent with the generic requirements set out in federal legislation 9 CFR 93.439 (Importation of ruminants from certain regions of the world; tuberculosis). These requirements are based on the TB classification system (Levels I to V) described here in Section 5.4.2. USADA-APHIS publishes a synopsis of Mexican regions classified by APHIS for bovine tuberculosis, and this can be used in conjunction with federal legislation 9 CFR 93.439 to determine the testing requirements for a particular consignment. The federal legislation itself permits the importation of ruminants that comply with the testing requirements for each Level of TB status, with the qualifier that the animals are imported for 'purposes other than immediate slaughter'. There are no legislated testing-based requirements for immediate-slaughter cattle. Given that there is also no current USDA-APHIS protocol for immediate slaughter Mexican cattle, this pathway was not assessed (Section 5.4).

Protocol for the import of steers and spayed heifers cattle and bison (feeders) from Mexico to the United States - January 2025

This protocol references 9 CFR 93.439, with some additional requirements in respect of Level V regions. Specifically, these include that animals from a herd of origin located in a Level V region or that have otherwise resided in a Level V region, including animals from certified-free herds, are not eligible for export to the United States for any purpose other than immediate slaughter. In addition to this, any shipments that pass through a Level V TB region to reach the port of embarkation must be sealed with official SADER/AGRICULTURA seals and remain sealed throughout the entire time the shipment is moving through the Level V region. Other instruction within this protocol, in respect of TB, is focussed on definitions and specifications for accreditation of herds, whole heard testing, herd of origin, and certification requirements in respect of compliance with 9 CFR 93.439.

Protocol for the Import of Sexually Intact (Breeder) Bovines from Mexico into the United States – January 2025

This protocol also references 9 CFR 93.439, with additional citation of USDA-APHIS-VS Bulletin 2023.1 (Bovine Tuberculosis Testing Requirements for Cattle Imported to the United States from Mexico). This bulletin sets out the TB requirements for cattle imported from various regions within Mexico that USDA-APHIS has not classified with respect to TB status. The Mexico breeder protocol 2025

includes some additional notes in respect of TB test requirements, including that: (a) for bovines that are from an accredited herd for TB, the herd was certified as an accredited herd for at least one year prior to the date of exportation to the United States; (b) for bovines that require one or more whole-herd test (WHT) for TB, the most recent WHT was conducted no less than 60 days and no more than 1 year (12 months) prior to the date of export, with negative results; (c) the animals for export have never tested non-negative for TB, and any test cohort animals (i.e., animals tested as part of the same herd or lot) that were non-negative have received negative confirmatory testing; and (d) that all TB testing for export purposes was performed by a veterinarian authorized and listed by SADER/AGRICULTURA to conduct export testing, published on the SENASICA website and updated quarterly. The Mexico breeder protocol 2025 also provides some qualification of specifications for USDA-APHIS testing at the port of entry, noting that this requirement applies to all Mexican breeder cattle.

5.4.5. Conclusion

Consistent with the Beef Review 2017 and the Canada Beef Addendum 2025, the likelihood of entry of bovine TB (*M. bovis*) for fresh beef and beef products exported from the United States and obtained from bovines imported legally from Canada or Mexico was considered **negligible** and achieves Australia's ALOP. However, as in the Beef Review 2017, proposed health certification will include a requirement that ante and post-mortem inspection under veterinary supervision is undertaken.

This conclusion has been made on the basis that:

- There is a very low prevalence of bovine TB in Canada.
- The bovine TB surveillance controls in Mexico, the testing of all bovines by Mexican authorities prior to export (not verified by USDA-APHIS at the border), and the additional controls applied by USDA-APHIS, including restricting access to lower prevalence states or zones, reduces the likelihood of infected feeder and breeder animals entering the United States and being presented for slaughter.
- *Mycobacterium bovis* has rarely been detected in muscle tissue, even in generalised infection.
- The most common sites of TB lesions (i.e. lungs and associated lymph nodes) are not eligible for export to Australia.
- Beef and beef products from cattle slaughtered in the United States, including that derived from Mexican and Canadian cattle, is produced under processes equivalent to the Australian Standard for the Hygienic Production and Transportation of Meat and Meat Products for Human Consumption including ante- and post-mortem inspection; and ensures that meat is wholesome, does not contain macroscopic granulomas and is fit for human consumption.
- Veterinary supervision of qualified meat inspectors at abattoirs under the control of the veterinary authority enables detection of bovine TB lesions at ante- and post-mortem for all beef and beef products and appropriate disposition of affected carcases.

5.5. Bovine viral diarrhoea

BVD is a WOAH-listed disease and is endemic world-wide. BVD virus (BVDV) is classified into two antigenically and phylogenetically distinct genotypes, BVDV-1 and BVDV-2 (Ridpath, Bolin & Dubovi 1994), which are now considered separate species (Walker et al. 2022). BVDV-2 sub-genotypes have not been reported in Australia (Kirkland & MacKintosh 2006) and infection with BVDV-2 is a nationally notifiable animal disease (DAFF 2019). BVDV-1 (a and b sub-genotypes) and BVDV-2 (sub-genotype a) are predominantly detected in bovines from the United States and Canada. There is evidence that four sub-genotypes (BVDV-1a, 1b, 1c, and 2a) are circulating in animal populations in Mexico (Gomez-Romero et al. 2021).

The Beef Review 2017 noted that there is no scientific evidence showing experimental or natural oral transmission of BVDV to bovines via consumption of carcase and carcase parts. Technical information on bovine viral diarrhoea (BVD) can be found in Section 4.5.2 of the Beef Review 2017.

5.5.1. Conclusion

The likelihood of entry of BVDV in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, risk of bovine viral diarrhoea is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for bovine viral diarrhoea is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.6. Bovine cysticercosis (*Cysticercus bovis*)

Technical information on bovine cysticercosis (*Cysticercus bovis*) can be found in Section 4.6 of the Beef Review 2017.

Bovine cysticercosis is infection with the metacestode of *Taenia saginata*, commonly known as beef tapeworm. Bovines are the intermediate hosts in the transmission of this parasite. Bovine cysticercosis is detected occasionally in Australia, where it is a nationally notifiable animal disease.

According to the Beef Review 2017, a 1997 study found that the prevalence of bovine cysticercosis in the United States is very low, ranging from 0.0003 in central United States to 0.0697 in western United States. The Beef Review 2017 also reported that prevalence was around 2% in the 1980s, decreasing to 0.3% in cattle in 2011 with suspected *C. bovis* lesions found in 0.002% of slaughtered veal calves.

Bovine cysticercosis is found sporadically in Canada. The CFIA investigates all positive cases and premises determined to be the source of infection are immediately placed under CFIA control. The CFIA oversights cleaning and disinfection, removal of contaminated feed and the movement of the bovines to a federally inspected abattoir for slaughter and disposal or treatment of infected carcases (CFIA 2015).

A prevalence of 0.21% of bovine cysticercosis was established using routine post-mortem inspection of 52,322 feedlot cattle slaughtered in Baja California, México but sourced from 18 states (Cueto González et al. 2015). This is higher than the prevalence in the United States.

Outbreaks of bovine cysticercosis in Canada are only sporadic and the prevalence is likely to be very low, like the situation in Australia. The prevalence of bovine cysticercosis in Mexico is similar to the Netherlands which was assessed in the Beef Review 2017 as negligible risk.

The outcome of the Beef Review 2017 was that there is no direct animal biosecurity risk associated with the importation of bovine cysticercosis contaminated beef and beef parts and therefore an animal biosecurity risk assessment was not required. The Beef Review 2017 found that risk management measures may be warranted to meet human health and food safety requirements if food safety risk assessment determines that applicant countries' disease prevalence and meat inspection programs do not meet Australian food standards. The department also referred the hazards for bovine cysticercosis to the (then) Australian Government Department of Health and FSANZ which advised there are no additional human biosecurity or food safety risks associated with the disease.

5.6.1. Conclusion

The likelihood of entry of bovine cysticercosis in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, the animal biosecurity risk of bovine cysticercosis is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for bovine cysticercosis is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.7. Echinococcosis

Technical information on echinococcosis can be found in Section 4.7 of the Beef Review 2017.

Echinococcosis is a zoonotic disease caused by several species of the genus *Echinococcus*, cestode parasites in the family Taeniidae. Disease in bovines is caused predominantly by three species: *E. granulosus sensu stricto, E. ortleppi* and *E. multilocularis*.

Echinococcus granulosus sensu stricto has an almost worldwide distribution including Australia. *Echinococcus multilocularis* rarely infects cattle, sheep and pigs and when exposure occurs the cysts may not be viable (WOAH 2023c). *Echinococcus multilocularis* is not present in Australia or Mexico but is present in Canada (WOAH 2024). There are several reports of *E. multilocularis* in Canadian wild animals e.g. wolves, foxes, cats, but no reports found of infection in bovines. It may have been introduced into Canada with domestic dogs or red foxes, followed by establishment in wildlife (Thompson 2020). *Echinococcus ortleppi* is not known to be present in the United States or Canadian cattle. In Mexico, *E. granulosus sensu stricto* has been reported in a rural pig and a human patient's surgically removed cyst was confirmed as *E. ortleppi* infection. However, there is no evidence that

infections are being maintained in Mexico, because only isolated cases have been documented (Flisser et al. 2015).

Post-mortem inspection of the carcase is an effective way of detecting echinococcosis. The WOAH Terrestrial Animal Health Code does not recommend any risk management measures for *Echinococcus* spp. for international trade in meat. However, the WOAH Terrestrial Animal Health Code recommends post-mortem inspection in abattoirs, and either disposal or inactivation of metacestodes in offal as part of any risk management measures for Echinococcosis in meat products (WOAH 2023c).

The Beef Review 2017 noted that inspection of the carcase is an effective way of detecting echinococcosis and reduces risks of it being in imported fresh beef and beef products. It concluded that the importation of beef and beef products the United States is unlikely to introduce *Echinococcus* spp. into Australia, and that the risk from *Echinococcus* spp. associated with importation of beef and beef products from the United States is negligible achieves Australia's ALOP with respect to animal biosecurity risks.

5.7.1 Conclusion

The likelihood of entry of *Echinococcosis* spp. in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, the animal biosecurity risk of *Echinococcosis* spp. is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for *Echinococcosis* spp. is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.8. Paratuberculosis (*Mycobacterium avium* subsp. *paratuberculosis*)

Technical information on *Mycobacterium avium* subsp. *paratuberculosis* (*M. paratuberculosis*) can be found in Section 4.8 of the Beef Review 2017.

M. paratuberculosis is a bacterium which causes paratuberculosis, or Johne's disease (JD), a chronic enteritis and wasting disease of ruminants with a worldwide distribution (Buergelt, S & A 2004). Most animals become infected by ingestion of contaminated colostrum, milk or faecal material from infected dams or from grazing contaminated pastures, soil, water or feed (RW 1996). Studies have shown that beef can be contaminated with *M. paratuberculosis* via the dissemination of the organism in infected tissues and that tissue distribution may be poorly correlated with clinical signs. The surface of carcases can also be contaminated by M. paratuberculosis in faeces present on the hides of animals at slaughter (Eltholth et al. 2009).

Johne's disease is present in Australia and national control and management programs are in place. JD is endemic in the dairy industry in southeastern Australia. Johne's disease has rarely been

detected in northern and western beef cattle. JD is also uncommon in beef herds in southeastern (AHA 2021).

As detailed in the Beef Review 2017, *M. paratuberculosis* occurs in ruminants in the United States with reports of 68.1% of dairy operations infected; a prevalence of *M. paratuberculosis* infection in beef cattle varying between 3-5% and over 40% of herds studied infected. At slaughtering plants in Canada and the United States, *M. paratuberculosis* was detected on 54 to 80% of cull dairy and beef cow hides and 1 to 6% of feedlot cattle.

The WOAH Terrestrial Animal Health Code does not recommend any risk management measures for paratuberculosis for international trade in meat and meat products. Australia does not impose any domestic management measures for paratuberculosis on the domestic trade in meat and meat products.

There is evidence that *M. paratuberculosis* can be transmitted via the beef carcase or carcase parts after ante- and post-mortem inspection.

The prevalence of *M. paratuberculosis* in bovines in Canada and Mexico is not significantly greater than that in the United States. WAHIS lists *M. paratuberculosis* as present in Canada and Mexico (WOAH 2024). Based on a survey of cattle at slaughter, a prevalence of paratuberculosis was estimated in culled dairy cattle in Eastern Canada and Maine of 16.1% (McKenna et al. 2004). In a study of dairy cattle in New Brunswick, Nova Scotia, and Prince Edward Island, 2.6% (1.8% to 3.9%) of cows were positive for *M. paratuberculosis* and 16.7% of herds had at least 2 positive cows (VanLeeuwen et al. 2001). A more recent study reported estimates of 66% for farms in Western Canada, 54% in Ontario, 24% in Québec, and 47% in Atlantic Canada infected with paratuberculosis (Corbett et al. 2018) . An overall prevalence of M. paratuberculosis in Mexican cattle was estimated to be 5% (Feliciano et al. 2015).

The Beef Review 2017 found that the risk from *M. paratuberculosis* infection associated with the importation of beef and beef products from the United States is considered negligible and therefore achieves Australia's ALOP with respect to animal biosecurity risks.

5.8.1. Conclusion

The likelihood of entry of *M. paratuberculosis* in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, the animal biosecurity risk of paratuberculosis is therefore considered **negligible** and achieves Australia's ALOP.

Additional risk management for paratuberculosis is therefore not required for the importation of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

5.9. *Salmonella enterica* serotype *Typhimurium* DT104

Salmonella enterica causes clinical and subclinical enteric infections in both livestock and humans and is a leading cause of food-borne illness in the United States (USDA 2014b). In the early 1990s, a distinct multi-drug-resistant strain of *S. enterica* serotype *Typhimurium* became prominent as a pathogen of both livestock and humans in the United States and western Europe (Foley, Lynne & Nayak 2008). The new strain, known as definitive type 104 R-ACSSuT and commonly called *S. enterica* serotype *Typhimurium* DT104 (or *S. typhimurium* DT104), is now present in many countries including the United States.

There are few reports of *S. typhimurium* DT104 in Mexican livestock although a survey of *Salmonella* spp. in pigs slaughtered at Mexican abattoirs found 2 (2.28%) of the 87 strains detected were DT104 (Rojas et al. 2011). Another study of salmonella in cattle and poultry showed most serovar *Typhimurium* isolates (8 of 10) exhibited a penta-resistant phenotype similar to that reported for the *S. typhimurium* DT104 strain (Delgado-Suárez et al. 2021). *Salmonella typhimurium* DT104 has also been reported in Canada (Leekitcharoenphon et al. 2016).

Infection with *S. typhimurium* DT104 has not been reported in Australian livestock or products derived from Australian livestock (Barlow & Gobius 2008). The Beef Review 2017 concluded that, as there is scientific evidence that *S. typhimurium* DT104 is present in cattle in the United States and that because it can be transmitted via beef and beef products, a risk assessment was required.

Further technical information on *S. typhimurium* DT104 can be found in Section 4.9 of the Beef Review 2017.

In the Beef Review 2017, the entry assessment component of the risk assessment for *S. typhimurium* DT104 concluded that a proportion of beef and beef products imported from the United States could be contaminated with DT104. Based on the proportion of product imported from the United States that is likely to be contaminated with viable DT104, and the estimated volume of trade, the likelihood of entry of DT104 with beef and beef product derived from the United States where *S. typhimurium* DT104 is present is **high**.

Salmonella typhimurium DT104 is also present in livestock in Mexico. Although the prevalence in bovines is unknown, it will be assumed that it is significant and equivalent to the United States. This review therefore concludes that the likelihood of entry of *S. typhimurium* DT104 with beef and beef product derived from bovines legally imported into the United States from Mexico or Canada and slaughtered in the United States is also **high**.

Following importation, the likelihoods of exposure, establishment and spread and the consequence (impact) of an outbreak remain the same as assessed in the Beef Review 2017. Therefore, the risk (likelihood and consequence) of beef and beef products from bovines imported from Mexico or Canada is equivalent to the risk from beef and beef products from bovines born and raised in the United States (i.e. **negligible**). Therefore, the importation of beef and beef product from bovines from Canada and Mexico that are legally imported into the United States is considered to achieve Australia's ALOP in relation to animal biosecurity issues relating *S. typhimurium* DT104.

5.9.1. Conclusion

The animal biosecurity risk of *S. typhimurium* DT104 in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). This is consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, and achieves Australia's ALOP.

As proposed for bovines born, raised and slaughtered in the United States (in the Beef Review 2017) and bovines born raised and slaughtered in Canada (in the Canada Beef Addendum 2025), Australia will require that listed establishments in the United States operate Hazard Analysis Critical Control Point Quality Assurance plans (HACCP-based QA plans), and have their satisfactory operation verified via a bacteriological testing program equivalent to that undertaken in Australia, in accordance with relevant Australian standards.

Verification that HACCP-based QA plans in the United States are operating as required to provide the necessary assurances will occur through assurance and verification activities undertaken by the department.

5.10. Vesicular stomatitis

Vesicular stomatitis is an insect-transmitted viral disease that primarily affects horses, bovines, and pigs. There are two serologically distinct serotypes of the vesiculovirus, Indiana (IND) and New Jersey (NJ) serotypes (Reis Júnior et al. 2009; WOAH 2013). Vesicular stomatitis does not occur in Australia and is a notifiable disease (DAFF 2019).

Vesicular stomatitis is zoonotic and can cause an influenza-like illness in humans following direct contact with infected livestock (Letchworth, Rodriguez & Del Cbarrera 1999; Reis Júnior et al. 2009). It is generally assumed that animals acquire infection either through the bite of an infected competent insect vector, exposure to a clinically affected host (McCluskey & Mumford 2000; Smith et al. 2012), or possible infection following ingestion of immature stages of grasshoppers infected with the virus (Drolet, Stuart & Derner 2009).

There is little data available on oral transmission of vesicular stomatitis virus and there are no known studies that assess transmissibility in meat. Feeding pigs infected epithelial tissues has led to clinical signs but this may have been due to these tissues contacting abraded skin (Patterson, Jenney & Holbrook 1955). Prior to the removal of vesicular stomatitis from the WOAH Code, WOAH did not recommend any risk management measures for vesicular stomatitis virus for international trade in meat and meat products.

Subclinical infection is short-lived (about one week), and a carrier state does not occur (McCluskey & Mumford 2000). Ante- and post-mortem controls in the United States substantially reduce the potential for an infected carcase to pass inspection.

Further technical information on vesicular stomatitis can be found in Section 4.10 of the Beef Review 2017.

Vesicular stomatitis is currently limited to the American continents. The NJ and IND-1 serotypes are endemic in livestock in areas of southern Mexico, Central and much of South America. Sporadic activity of NJ and IND-1 serotypes has been reported in northern Mexico and the western United States (Reis Júnior et al. 2009).

Vesicular stomatitis is a reportable disease in the United States, Canada and Mexico. Outbreaks occur every few years in the United States with the last outbreak reported in 2020 (USDA 2020).

Vesicular stomatitis was last diagnosed in Canada in 1949 and Canada is free from infection (CFIA 2023c). Vesicular stomatitis is endemic in southern Mexico, where there is annual circulation of the virus between livestock and insect vectors (USDA 2020).

The Beef Review 2017 found that the likelihood of entry of vesicular stomatitis with imports of beef and beef products that have passed ante- and post-mortem inspection is considered not significant based on the following:

- Subclinical infection is short-lived (about one week), and a carrier state does not occur
- There is no evidence that meat tissue harbours virus particles
- United states' law requires notification of any cases of vs and quarantining of affected properties until resolution of disease
- Ante-and post-mortem controls in the United States substantially reduce the potential for an infected carcase to pass inspection.

These findings are also applicable for the import of beef and beef products derived from bovines sourced from Mexico.

5.10.1. Conclusion

The likelihood of entry of vesicular stomatitis virus in beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported slaughtered in the United States is considered equivalent to that of bovines born and raised in the United States (i.e. **negligible**). Consistent with the findings of the Beef Review 2017, and the Canada Beef Addendum 2025, the animal biosecurity risk of vesicular stomatitis is therefore considered **negligible** and achieves Australia's ALOP.

6. Risk management

6.1. Compliance or equivalence with Australian standards

Consistent with the Beef Review 2017, compliance with relevant Australian standards (described in Sections 3.2), or an equivalence determination as appropriate, will be required.

FSANZ undertakes assessments of countries to ensure compliance with Australian BSE food safety requirements and advises the department of the BSE risk management measures required before beef and beef products can be imported. FSANZ also monitors assessed countries for any change in BSE status that may impact on a favourable BSE categorisation that was issued after finalising a BSE Food Safety Risk Assessment Report for that country. Both Canada and Mexico have been assessed by FSANZ as having a Category 1 status. Category 1 status means there are comprehensive and well-established controls to prevent both the introduction and amplification of the BSE agent in a country's cattle population, and contamination of the human food supply with the BSE agent.

An applicant country's ability to meet the Australian Meat Standard and the Imported Food Control Act 1992 is determined by the department through an equivalence, assurance and verification process before fresh beef and beef products can be imported.

6.2. Proposed risk management measures

6.2.1. Animal residency status

The Beef Review 2017 found that fresh beef and beef products must be sourced from bovines that have been continuously resident in the United States since birth. This addendum proposes revising this requirement. It finds that the requirements of the Beef Review 2017 should be amended to allow the importation of beef and/or beef product from the United States derived from:

- Immediate slaughter, feeder and breeder bovines born and raised in Canada and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.
- Feeder and breeder bovines born and raised in Mexico and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.

Fresh beef and beef products derived from bovines born and raised in Canada or Mexico, legally imported and slaughtered in the United States will require certification that they were born and have only resided in the United States, Canada and/or Mexico.

6.2.2. Recognition of country freedom

Consistent with the Beef Review 2017, certification of country freedom is considered sufficient, reasonable and practical to address following diseases and disease agents:

- Contagious bovine pleuropneumonia

- Crimean-Congo haemorrhagic fever
- FMD
- Haemorrhagic septicaemia
- Lumpy skin disease
- Rift valley fever
- Surra
- Theileriosis (T*heileria annulata* and *T. parva*)
- Trypanosomiasis (tsetse transmitted)
- Wesselsbron disease.

As noted in the Final report: Risk of lumpy skin disease via fresh (chilled or frozen) bovine skeletal muscle meat from applicant countries, certification of country freedom from lumpy skin disease is not required when the beef meat is derived exclusively from bovine skeletal muscle and contains no lymphatic or other tissues. In this context, skeletal muscle includes any attached rind, fat, connective tissue, nerve, blood and blood vessels.

6.2.3. Other risk management measures

This addendum concludes that the risk management measures proposed in the Beef Review 2017 are adequate to address the following diseases in relation to beef and beef products sourced from bovines born and raised in Canada or Mexico and legally imported into and slaughtered in the United States:

- Anthrax
- Aujeszky's disease
- Brucellosis (*B. abortus, B. melitensis* and *B. suis*)
- Bovine TB
- Bovine viral diarrhoea
- Bovine cysticercosis
- Echinococcosis
- Paratuberculosis
- Infection due to *S. typhimurium* DT104
- Vesicular stomatitis.

Australia will require that listed establishments in the applicant countries operate HACCP-based QA plans, and have their operation verified via a bacteriological testing program equivalent to that undertaken in Australia and in accordance with relevant Australian standards.

This risk management also addresses food safety concerns associated with STEC and *Salmonella* spp. The advice from FSANZ is that imports of fresh beef and beef products are considered to present a

potential medium to high risk to public health for STEC and *Salmonella* spp., as outlined in the Beef Review 2017.

As required in the Beef Review 2017, the United States will need to demonstrate competent authority oversight of the beef exporting establishments ensuring these facilities are operating through-chain HACCP based food safety programs which control the risks associated with STEC and *Salmonella* spp. Consignments of beef will require certification by the competent authority and a border verification testing regime will be applied. Verification that HACCP-based QA plans in the applicant country are operating as required to provide the necessary assurances will occur through an audit process (i.e. competent authority assessment). Any additional food safety controls required to address food safety risks identified in these assessments will be advised by the relevant area within this department when available.

6.3. Meeting Australia's food standards

Imported food for human consumption must satisfy Australia's food standards. Australian law requires that all food, including imported food such as beef and beef products, meets the standards set out in the Food Standards Code. FSANZ is responsible for developing and maintaining the Food Standards Code, including Standard 1.4.2, maximum residue limits, available on the Legislation website. The standards apply to all food in Australia, irrespective of whether it is grown domestically or imported.

6.4. Verification and compliance with biosecurity measures

A template health certificate has been developed by the department and has been accepted by the United States.

The department undertakes competent authority assessments of countries that apply to export fresh beef and beef products to Australia. These assessments determine whether that country's official animal health, export control, and supervision systems are of sufficient scope and applied at an adequate intensity to ensure Australia's biosecurity and food safety requirements will be reliably met. An assessment has been undertaken for the United States.

Verification activities may be implemented at the border to provide Australia with ongoing assurances that trade in beef and beef products achieves Australia's ALOP. Verification may include on-arrival testing at a rate considered appropriate by the department for any of the pathogenic agents listed in Section 5.1.5 of the Beef Review 2017.

The department may, at any time deemed necessary, request information or seek to visit areas in exporting countries that produce beef and beef products for export to Australia. The information requested and visits will be for the purposes of verifying the implementation of agreed import conditions and sanitary systems. These verification visits and audits may be undertaken in-person or remotely.

The department can review the import policy at any time.

7. Conclusion and next steps

This addendum's findings support expanding the scope of the Beef Review 2017 to permit entry of fresh beef and beef products from bovines legally imported from Canada and Mexico into the United States. The current USDA protocols for the import of bovines from Canada and Mexico apply rigorous control measures which will address Australia's biosecurity concerns with beef sourced from bovines born and raised Canada or Mexico and legally imported into the United States. It is therefore recommended that the requirements of the Beef Review 2017 be amended to allow the importation of fresh beef and beef products from the United States derived from:

- Immediate slaughter, feeder and breeder bovines born and raised in Canada and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.
- Feeder and breeder bovines born and raised in Mexico and legally imported into the United States, subject to all other relevant requirements of the Beef Review 2017, including having passed ante- and post-mortem inspection under official veterinary supervision.

This addendum was released in draft form for 60 days public consultation to give stakeholders the opportunity to provide technical comment. Stakeholder submissions were considered when finalising the addendum.

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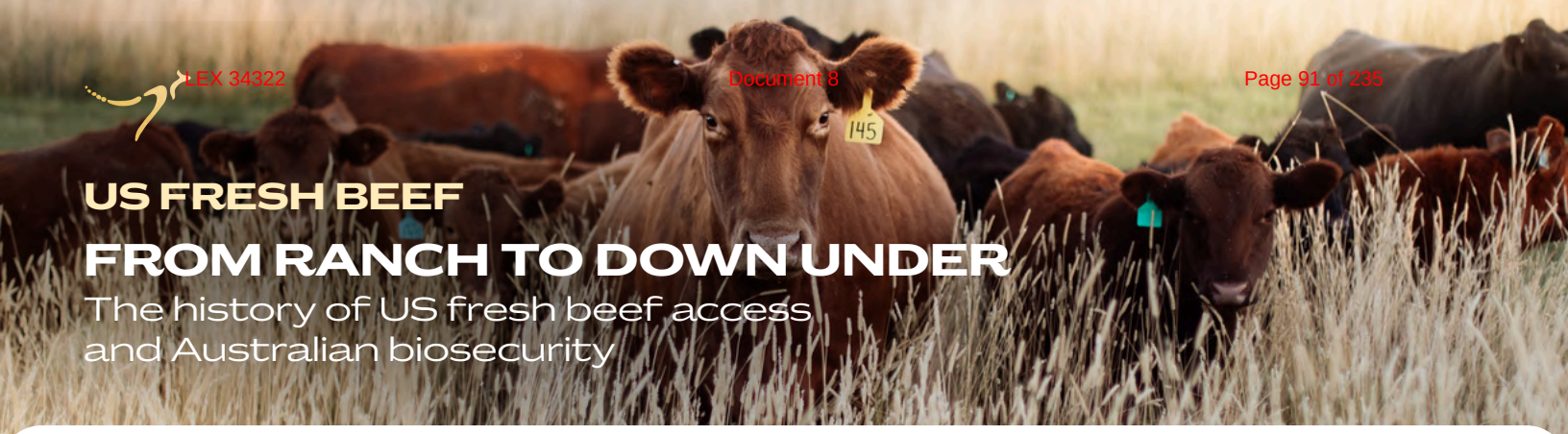

US FRESH BEEF
FROM RANCH TO DOWN UNDER

The history of US fresh beef access and Australian biosecurity

Australia does not have a ban on US beef and has no Bovine Spongiform Encephalopathy (BSE) (mad cow disease) concerns with the US noting its BSE status has been recognised since 2015.

2015

Australia starts biosecurity risk assessment for US fresh beef from US-only cattle

2017

Import policy released for fresh beef and beef products from eligible countries

2019

Import conditions available for US fresh beef

2020

US requests expanded market access to include Canada and Mexico born cattle

2024

Draft report on expanded access for US beef from cattle from Canada or Mexico

2025

Technical assessment and related work on expanded access is nearing completion

Australian Market Access Overview

- Since December 2019, import conditions have been available for the US to export fresh beef from cattle born, raised and slaughtered in the US to Australia. The US has chosen not to implement the necessary arrangements—including an export verification program.
- Instead, in October 2020 the US sought expansion of its market access to include US beef from cattle born and raised in Canada and/or Mexico, and legally slaughtered in the US—requiring an additional biosecurity assessment.
- In recognition of the importance of the US as a key trading partner, Australia has been progressing the necessary technical work (including with Canada) and associated public consultation as a matter of priority. This work is now nearing completion.

Market Access for Other Countries

- Canada, Japan, New Zealand, the Netherlands and Vanuatu are also eligible countries for access to the Australian market for fresh beef products.
- In 2024, Australia's total beef imports from all countries were US$23.3m.
- Australia had historically imported beef from the US, prior to the cases of BSE in 2003.
- According to US Meat Export Federation estimates, finalisation of the US request for expanded fresh beef access may result in up-to US$5 million in exports to Australia per year.

Australia's Biosecurity Policies

- Australia maintains strict biosecurity protocols to protect its favourable disease-free status, preventing the entry of significant animal diseases present in other countries.
- A thorough review of biosecurity and food safety is undertaken when trading partners request access for fresh beef in accordance with our international obligations and established policies.
- For more information visit:
  - DAFF Biosecurity import risk - agriculture.gov.au/biosecurity-trade/policy/risk-analysis/
  - FSANZ BSE policy - foodstandards.gov.au/business/bse/bseimports

US Biosecurity Policies

- Likewise, the US also maintains its own science-based import risk assessments and only approves access for commodities under strict conditions following comprehensive assessments.
- US commitment to biosecurity reinforces the strength and credibility of the US food and agriculture system, and protects its own country from diseases of concern.

Industry note: updates on current animal biosecurity risk reviews for fresh beef and dairy products

This document summarises Biosecurity Animal Division's current biosecurity risk reviews and related activity of interest to Australia's cattle industries and related sectors.

United States of America (US)

- On 20 March 2024, The Department of Agriculture, Fisheries and Forestry (the department) released its draft report for a 60-day stakeholder consultation period. On 3 June 2024, the public consultation on the draft report closed.
- Stakeholder submissions will be considered when finalising the report, which will form an addendum to the original 2017 beef review. Industry submissions were received from Cattle Australia (CA) and the Australian Meat Industry Council (AMIC).
- The draft report found that the current USDA protocols for the import of bovines from Canada and Mexico apply rigorous control measures which will address Australia's biosecurity concerns to achieve and recommends that the importation of beef from the United States derived from bovines legally imported from Canada or Mexico be allowed.
- The department has been meeting with USTR, USDA, APHIS and FSIS to discuss health certification. A key focus is assurance that cattle legally imported from Mexico were born and raised in Mexico and have not resided in any other countries. Further technical discussions with the US Department of Agriculture are planned.
- The department appreciates the feedback provided by industry during the latest call and is working to finalise the assessment.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Industry note: animal biosecurity interests for beef and dairy

- This document summarises Biosecurity Animal Division's current biosecurity risk reviews and related activity of interest to Australia's cattle industries and related sectors.

United States of America (US)

- The draft report found that the current USDA protocols for the import of bovines from Canada and Mexico apply rigorous control measures which will address Australia's biosecurity concerns to achieve and recommended that the import of beef from the United States derived from bovines legally imported from Canada or Mexico be allowed.
- The department has been corresponding with USTR, USDA, APHIS and FSIS to discuss health certification. The US has recently indicated that they are now able to provide the certification that Australia requires that bovines must be born and raised in the US, Canada and Mexico and slaughtered in the US.
- This week the US updated its protocols for Protocol for the Import of Steers and Spayed Heifers Cattle and Bison (Feeders) from Mexico to the United States to specifically include requirements that *"The animals to be exported were born and raised in Mexico or the United States of America and originated from regions in Mexico authorized by the USDA - APHIS for the export of live cattle to the United States."*
- Following these updates the department is currently preparing a response to the US on the health certification and is developing processes to ensure that the department can respond to any changes to disease status or import processes between the US, Canada, and Mexico.
- The submissions received from Cattle Australia and the Australian Meat Industry Council have been considered. A consolidated list of stakeholder comments and department responses is published when the final report is released.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Biosecurity Animal Division, January 2025

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

July 2025

Industry Note

Finalisation of market access for fresh beef and beef products from:

- **The United States of America including cattle born and raised in Canada and the Mexico**

s. 22(1)(a)(ii)

Key Points

- The Department of Agriculture, Fisheries and Forestry (department) has published its final review report for **expanded market access** for fresh beef imports from the United States (US).
- The department has previously assessed the biosecurity risk of beef and beef products from the United States along with Japan, the Netherlands, New Zealand and Vanuatu in 2017, subject to meeting a range of measures. s. 22(1)(a)(ii)
- This risk review is the culmination of **10 years'** of work across the Department of Agriculture, Fisheries and Forestry and Food Standards Australia New Zealand to undertake a full and comprehensive risk assessment process that encompasses biosecurity and food safety. These assessments conclude that the risks **can be managed**.
- The department has also finalised negotiations with both the United States s. 22(1)(a)(ii) for health certification for fresh beef.
- The department is finalising administrative arrangements to update Australia's Biosecurity Import Conditions (or BICON) database from 28 July.
- The US initially requested expanded access to the Australian beef market in 2020, s. 22(1)(a)(ii) Australia has been engaging with both governments since then.
- Under international rules, Australia responds to market access requests from our trading partners in line with our World Trade Organization obligations.

Risk assessment process

- To help protect Australia's unique environment from unwanted pests and diseases, the department regulates products imported into Australia under the *Biosecurity Act 2015* and food safety risks under the *Imported Food Control Act 1992*.
- Australia undertakes one of the most intensive risk assessment process for beef market access in the world. To assess the potential risks, the following series of reports and evaluations have been undertaken:
    - 2014 BSE Food Safety Assessment Report for Mexico
    - 2015 BSE Food Safety Assessment Report for United States of America
    - 2017 Biosecurity risk review for beef from Japan, the Netherlands, New Zealand, the

United States, and Vanuatu
    - 2024 BSE Food Safety Assessment Report for Canada
    - s. 22(1)(a)(ii)
    - 2025 Animal biosecurity risks of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

- Australia has conducted independent competent authority assessments, including in-country evaluations of the United States in 2019 s. 22(1)(a)(ii) , to supplement these reports.
- **Each** of these separate reports concluded that the systems in place in the US s. 22(1)(a)(ii) provide sufficient assurance that the biosecurity and food safety risks can be managed.

Market Access from the United States

Key points

- Since 2020, the United States has been seeking expanded access to Australia to include beef sourced from bovines legally imported into the United States from either Mexico or Canada
- The draft 2024 Canada-Mexico Addendum included an assessment for each of the diseases identified and assessed within the 2017 Beef Review, and this concluded that the risks for fresh beef and beef products derived from bovines born and raised in Mexico or Canada, and legally imported into the United States, is not greater than fresh beef and beef products derived from bovines born and raised in the United States.
- The department concluded that US export regulatory systems provide assurance that Australia's import conditions can be met. This followed the department's thorough assessment of the US regulatory systems for beef exports, including in person audits by departmental officials of facilities such as abattoirs and cutting establishments. The department would re-evaluate these systems if there were any significant changes with implications for food safety or biosecurity.
- All 10 of the diseases considered in the 2017 Beef Review to be relevant to the importation of fresh beef and beef products, but absent from the applicant countries, are also absent from both Canada and Mexico.
- The department specifically considered the risks of brucellosis (*B. melitensis)* in Mexico and concluded that the combination of measures imposed in Mexico and in the US managed the biosecurity risks to meet ALOP
- The department has updated the 2024 draft report considering stakeholder feedback and revised United States' protocols for the export of cattle from Canada and Mexico to the United States, which came into effect in November 2024 and January 2025. These updated protocols provide assurance that the United States is now able to certify that beef exported to Australia will meet Australia's requirements.
- The updates to import protocols from Canada and Mexico substantially increase traceability requirements, as well as to provide additional assurance regarding bovine TB (tuberculosis) and brucellosis (*B. melitensis*) management.
- While the US and Australia's traceability systems are not identical, following rigorous science-based assessments the department has determined the US system is equivalent to Australia's system and effectively manages the biosecurity risks to an appropriate level of protection.
- The department has recently also finalised negotiations with the United States for final import conditions and health certification requirements.

Canada

- The United States imports an average of 706,806 bovines per year from Canada, approximately 75% of which are for immediate slaughter.
- The protocol for the importation of bovines from Canada into the United States was updated in December 2024, and includes requirements for identification, certification, immediate slaughter and for the port of entry inspection. All animals imported from Canada (including those for immediate slaughter) must be individually traceable to the animal's birth.
- The department's risk assessment concludes that the United States has sufficient oversight and systems in place to conclude that the risks posed by the importation of cattle from Canada are sufficiently managed for the export of fresh beef to Australia.

Mexico

- The US imports an average 1,222,868 head of bovines per year from Mexico, almost all of which are desexed feeder cattle with a small number of breeder cattle. The United States has advised that no Mexican cattle have been imported for immediate slaughter, and that currently there are no United States' establishments approved for the immediate slaughter of cattle exported from Mexico.
- Both Mexican protocols were updated in January 2025 and include requirements for identification, certification, documentation and border testing. All animals must be individually identifiable to the farm of birth. Only cattle from approved export-eligible regions in Mexico are able to be exported to the United States.
- The United States has strict controls on importing cattle from Mexico to manage its own domestic biosecurity requirements as well as meeting Australia's strict biosecurity and traceability requirements. At the time of writing the US has closed all export-eligible regions in Mexico due to risks of New World Screw Fly.
- The risk assessment concluded that the United States has sufficient oversight and systems in place to conclude that the risks posed by the importation of cattle from Mexico into the United States are sufficiently managed for the export of fresh beef to Australia.

s. 22(1)(a)(ii)

Industry Note July 2025

s. 22(1)(a)(ii)

Animal Biosecurity Advice 2023-A08: Draft review of the biosecurity risks of lumpy skin disease via fresh (chilled and frozen) skeletal muscle meat derived from bovines

26 June 2023

We invite you to comment on the draft review by 26 July 2023.

The draft review is available on the Have Your Say (https://haveyoursay.agriculture.gov.au/biosecurity-risks-of-lumpy-skin-disease-in-meat-beef-imports) website where comments can also be submitted.

We have reviewed Australia's current entry requirements for lumpy skin disease (LSD) in fresh beef and beef products in light of recently published science on the transmissibility of this disease via beef.

This draft report is an addendum to the department's 2017 biosecurity review, *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review* (the beef review). It takes into account available scientific evidence along with relevant standards, processes, production methods, inspection, sampling and testing procedures.

Existing entry requirements established in 2017 require approved countries supplying fresh beef and beef products to Australia to certify country freedom from LSD. The draft report concludes sufficient published science exists, consistent with international standards, to demonstrate that transmissibility of LSD through bovine skeletal muscle that has been produced in accordance with Australian and international standards achieves Australia's appropriate level of protection without LSD-specific conditions.

The draft report concludes that there is no need on biosecurity grounds to certify country freedom from LSD where fresh beef has been derived exclusively from bovine skeletal muscle from approved countries. The draft report does not recommend changes to current entry requirements for offal and other beef products from approved countries.

The release of this draft provides stakeholders with the opportunity to comment on the review and recommended revision of Australia's import conditions to recognise beef produced in approved countries from bovine skeletal muscle as a safe commodity for LSD. The 30-day comment period commenced on **Monday, 26 June 2023** and will conclude at COB **Wednesday, 26 July 2023**.

Following the consultation period, the department will consider all comments in preparing a final report.

Dr Peter Finnin
Assistant Secretary
Animal Biosecurity
Email Peter.Finnin@aff.gov.au (mailto:Peter.Finnin@aff.gov.au)

For further inquiries, please contact animalbiosecurity@aff.gov.au (mailto:animalbiosecurity@aff.gov.au).

General enquiries

Call 1800 900 090 (tel:1800900090)

Contact us online (/about/contact)

Report a biosecurity concern (/biosecurity-trade/pests-diseases-weeds/report)

Animal Biosecurity Advice 2023-A16: Release of the final review of biosecurity risks of lumpy skin disease via fresh (chilled and frozen) skeletal muscle meat derived from bovines

11 December 2023

We have released the final report on the review of the risk of lumpy skin disease via fresh (chilled and frozen) skeletal muscle meat derived from bovines. All comments on the draft report for this policy review have been considered in the finalisation process. The final report has now been published on our website (/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef).

Biosecurity risks of Lumpy skin disease (LSD) in fresh beef

In response to advances in available scientific information concerning the presence of LSD virus (LSDV) in bovine skeletal muscle, the Department of Agriculture, Fisheries and Forestry announced on 26 June 2023 that it was reviewing the risk of LSD entering Australia through imported beef and beef products. All comments on the draft report for that review have been considered in the finalisation process. The final report is now available on our website.

Existing entry requirements established in 2017 require approved countries supplying fresh beef and beef products to Australia to certify country freedom from LSD. The final report concludes sufficient published science exists, consistent with international standards, to demonstrate that transmissibility of LSD through bovine skeletal muscle that has been produced in accordance with Australian and international standards achieves Australia's appropriate level of protection without LSD-specific conditions.

The final report advises that certification of country freedom from LSD to cover importation of fresh beef derived exclusively from bovine skeletal muscle from approved countries is unnecessary on biosecurity grounds. The final report does not recommend similar change to current entry requirements for offal and other beef products from approved countries on the basis of the available evidence.

The Biosecurity Import Conditions database (BICON) will be updated to reflect the change and allow for trading partners to propose additional certification for this specific product to ensure that trade can continue should their animal health status for LSD change. However, as current biosecurity risks are effectively managed under existing requirements, all existing import permits and trade arrangements for fresh beef and beef products remain valid. This approach ensures the continuity of trade. It also manages the biosecurity risks in accordance with Australia's appropriate level of protection and meets international trade obligations.

To receive information and updates on biosecurity risk analyses subscribe to Biosecurity Risk Analysis Animal on the department's website. Subscribers will receive biosecurity advice notices and other notifications about animal biosecurity policy.

Dr Peter Finnin
Assistant Secretary
Animal Biosecurity

Email: animalbiosecurity@aff.gov.au (mailto:animalbiosecurity@aff.gov.au)

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Report a biosecurity concern (/biosecurity-trade/pests-diseases-weeds/report)

Animal Biosecurity Advice 2024-A02: Draft report: Animal biosecurity risks of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

20 March 2024

We invite you to comment on the draft review by **11.59 pm on Monday 20 May 2024**.

The draft report is available for review and comment on our Have Your Say website.

Have your say (https://www.agriculture.gov.au/haveyoursay/us-beef-sourced-from-canadian-or-mexican-cattle)

Draft review of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

In 2020, the United States Department of Agriculture (USDA) clarified its original request for expanded market access for beef. This includes for beef sourced from bovines legally imported into the United States from Canada or Mexico.

We have drafted an addendum to our 2017 review of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review (/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef) (the beef review). It considers current and available information on bovine diseases relevant to fresh beef and beef products derived from bovines legally imported into the United States from Canada or Mexico.

The release of this draft provides stakeholders with the opportunity to comment on the review's findings that the current USDA protocols for the import of bovines from Canada and Mexico apply control measures which can address Australia's biosecurity concerns for beef sourced from immediate slaughter and other-than-immediate slaughter bovines legally imported from Canada and immediate slaughter, feeder and breeder bovines legally imported from Mexico.

The 60-day comment period on this draft will commence on **Wednesday 20 March 2024** and will conclude at **11.59pm Monday 20 May 2024**. Following the consultation period, we will consider all comments in preparing a final report.

We will assess whether there is any difference in the biosecurity risk for fresh beef and beef products to be exported to Australia when derived from bovines legally imported into the United States from Mexico or Canada. The report also considers the food safety issues covered in the beef review and evaluates whether the same situation holds for bovines legally imported into the United States. Food Standards Australia New Zealand (FSANZ) has completed an assessment of Mexico's bovine spongiform encephalopathy (BSE) status, with a favourable outcome, and is undertaking a BSE food safety risk assessment of Canada in line with its published assessment guidelines.

All submissions received will be carefully considered when finalising this review.

Submissions should be received through the Have Your Say page (https://www.agriculture.gov.au/haveyoursay/us-beef-sourced-from-canadian-or-mexican-cattle).

Subscribe to Biosecurity Risk Analysis Animal for information and updates on biosecurity risk analyses at subscribe.agriculture.gov.au/subscribe (https://subscribe.agriculture.gov.au/subscribe) . Subscribers will receive biosecurity advice notices and other notifications about animal biosecurity policy.

Dr Peter Finnin
Assistant Secretary

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Contact us online (/about/contact)

Report a biosecurity concern (/biosecurity-trade/pests-diseases-weeds/report)

Animal Biosecurity Advice 2024-A07: Draft report: Animal biosecurity risks of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

07 May 2024

We invite you to comment on the draft review by **11.59 pm on Monday 03 June 2024.**

The draft report is available for review and comment on our Have Your Say website.

Have your say (https://www.agriculture.gov.au/haveyoursay/us-beef-sourced-from-canadian-or-mexican-cattle)

Draft review of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States.

In 2020, the United States Department of Agriculture (USDA) clarified its original request for expanded market access for beef. This includes for beef sourced from bovines legally imported into the United States from Canada or Mexico.

We have drafted an addendum to our 2017 review of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review (/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef) (the beef review). It considers current and available information on bovine diseases relevant to fresh beef and beef products derived from bovines legally imported into the United States from Canada or Mexico.

The release of this draft provides stakeholders with the opportunity to comment on the review's findings that the current USDA protocols for the import of bovines from Canada and Mexico apply control measures which can address Australia's biosecurity concerns for beef sourced from immediate slaughter and other-than-immediate slaughter bovines legally imported from Canada and immediate slaughter, feeder and breeder bovines legally imported from Mexico.

The 60-day comment period on this draft commenced on Wednesday 20 March 2024. After consultation with industry groups, this period has been extended and will now conclude at **11.59pm Monday 03 June 2024.** Following the consultation period, we will consider all comments in preparing a final report.

We will assess whether there is any difference in the biosecurity risk for fresh beef and beef products to be exported to Australia when derived from bovines legally imported into the United States from Mexico or Canada. The report also considers the food safety issues covered in the beef review and evaluates whether the same situation holds for bovines legally imported into the United States. Food Standards Australia New Zealand (FSANZ) has completed an assessment of Mexico's bovine spongiform encephalopathy (BSE) status, with a favourable outcome, and is undertaking a BSE food safety risk assessment of Canada in line with its published assessment guidelines.

All submissions received will be carefully considered when finalising this review.

Submissions should be received through the Have Your Say page (/haveyoursay/us-beef-sourced-from-canadian-or-mexican-cattle).

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Dr Peter Finnin
Assistant Secretary

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Report a biosecurity concern (/biosecurity-trade/pests-diseases-weeds/report)

Animal Biosecurity Advice 2025-A04: Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States - final report

24 July 2025

This Biosecurity Advice notifies stakeholders of the release of the final report for the import risk review for 'Fresh (chilled or frozen) beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States'. All feedback received on the draft report for this risk review has been considered in the finalisation process.

Since 2019, the United States (US) has had market access for beef and beef products sourced from cattle that were born, raised, and slaughtered in the US. This report serves as an addendum to the *Beef Review 2017*, supporting expanded access for the importation of fresh beef and beef products from the US derived from:

- Immediate slaughter, feeder, and breeder cattle born and raised in Canada and legally imported into the US.
- Feeder and breeder cattle born and raised in Mexico and legally imported into the US.

The department is moving through the administrative steps required to update Australia's Biosecurity Import Conditions (https://bicon.agriculture.gov.au/) (BICON) database and relevant parts of the department's website over the next week. When this process is complete, permit applications for the importation of fresh beef and beef products derived from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US, may now be submitted to the department for assessment.

The final report, and more information about this risk analysis (/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef#toc_0), is available on our website.

To receive information and updates on biosecurity risk analyses, subscribe to Biosecurity Risk Analysis Animal at subscribe.agriculture.gov.au/subscribe (https://subscribe.agriculture.gov.au/subscribe) . Subscribers will receive biosecurity advice notices and other notifications about animal biosecurity policy.

Dr Rochelle Prattley
Acting Assistant Secretary
Animal Biosecurity Branch
Email: animalbiosecurity@aff.gov.au (mailto:animalbiosecurity@aff.gov.au)

General enquiries

Call 1800 900 090 (tel:1800900090)

Contact us online (/about/contact)

Report a biosecurity concern (/biosecurity-trade/pests-diseases-weeds/report)

DEPARTMENT OF AGRICULTURE, WATER AND THE ENVIRONMENT

Back Pocket Brief

Animal Biosecurity Branch 07

Brief current as at 19 January 2022

FRESH BEEF – IMPORTS

KEY FACTS

s. 22(1)(a)(ii)

- The assessment of the United States' application to resume exporting fresh beef to Australia is still in progress.

CURRENT ISSUE

- The department published the *Final review of import conditions for fresh (chilled and frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* on 30 August 2017. The review recommended:
  - trade could occur subject to strict conditions to address biosecurity and food safety
  - the department evaluates each country to verify it can meet the specified import conditions.
- To date, the department s. 22(1)(a)(ii) and is in the process of evaluating the United States s. 22(1)(a)(ii) .
- s. 22(1)(a)(ii)
- s. 22(1)(a)(ii)

KEY RESPONSES

- Countries reviewed have to undergo a successful assessment by the department in order to export fresh beef to Australia.

s. 22(1)(a)(ii)

- The assessment of the United States was completed in s. 33(a)(iii) 2019.

Contact Officer: Peter Finnan
Telephone: 02 6272 5444 / s. 22(1)(a)(ii)
Last updated: 19 January 2022

SES Lead: Robyn Martin
Mobile Number: s. 22(1)(a)(ii)

- Communication with the United States on required import conditions is ongoing. The department has provided the USDA with draft certification aligned with Australia's import requirements; however, the United States has not indicated it will progress this final step in the project through its endorsement of those requirements..

s. 33(a)(iii),s. 47E(d)

- The department has indicated that it remains prepared to discuss the issue with the United States and with Australian industry; s. 33(a)(iii),s. 47E(d)

- In all its communications concerning imported fresh beef, the department has been consistent and clear that it will continue to address biosecurity and food safety risks through a proper review process to ensure Australia's appropriate level of protection (ALOP) is met.
- The ongoing eligibility of countries approved to export beef to Australia will be re-evaluated based on risk, compliance and animal health status.
- Fresh beef is also subject to inspection and analysis at the border to verify compliance with Australia's *Imported Food Control Act 1992*. This includes microbiological testing.

s. 22(1)(a)(ii)

STAKEHOLDER CONSULTATION

- The department engaged with industry bodies (Cattle Council of Australia, Red Meat Advisory Council, Australian Meat Industry Council) via teleconferences following the in-country review of the United States' production and export systems.
- The department also met with the above industry bodies in March 2021 to provide an update, which included advice regarding the United States' position.
- Further updates will occur as needed, s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d) Industry has supported the process and outcomes of the assessment to date.

ADDITIONAL INFORMATION

- Fresh beef was permitted for import s. 22(1)(a)(ii) and the United States to Australia until the detection of bovine spongiform encephalopathy (BSE) in those countries in s. 22(1)(a)(ii) and 2003 respectively.
- Under the *Imported Food Control Act 1992*, beef and beef products are classified as risk foods and can only be imported from countries that have been assessed by Food Standards Australia New Zealand (FSANZ) as having either a Category 1 or 2 status for BSE. All countries included in the review have a Category 1 status, the most favourable classification.
- The review assessed the biosecurity risks associated with animal diseases other than BSE and determined the conditions necessary to satisfy ALOP. This took into account current scientific information, international standards developed by the World Organisation for Animal Health (OIE), and the animal health status of Australia and the exporting country.
- During the review, the department received submissions from s. 22(1)(a)(ii) s. 22(1)(a)(ii) the United States and representative organisations of the Australian beef industry, including the Cattle Council of Australia, Australian Lot Feeders' Association, the Red Meat Advisory Council and the Australian Meat Industry Council. The comments assisted with improving the technical accuracy of the review.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

- s. 22(1)(a)(ii) , the United States and s. 22(1)(a)(ii) have all been provided with a technical questionnaire to complete in order for the department to commence their individual country assessment. The United States returned a completed questionnaire, which was assessed by the department. s. 22(1)(a)(ii)
- Following the successful desktop assessment of the United States, a verification visit occurred s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

- Australia's border inspection and verification measures assess raw beef for compliance with Australia's imported food requirements, as set out in the Australia New Zealand Food Standards Code and the *Imported Food Control Act 1992*. Consignments of fresh/frozen beef referred for inspection and analysis are sampled and undergo laboratory testing to determine *E. coli* levels. For raw ground beef, beef trim for grinding and offal, testing also includes *Salmonella* and Shiga-toxin producing *E. coli* (STEC).

DEPARTMENT OF AGRICULTURE, WATER AND THE ENVIRONMENT

Back Pocket Brief

Animal Biosecurity Branch 07

Brief current as at 30 September 2021

FRESH BEEF – IMPORTS

KEY FACTS

- s. 22(1)(a)(ii)
- The assessment of the United States' application to resume exporting fresh beef to Australia is still in progress.

CURRENT ISSUE

- The department published the *Final review of import conditions for fresh (chilled and frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* on 30 August 2017. The review recommended:
  - trade could occur subject to strict conditions to address biosecurity and food safety
  - the department evaluates each country to verify it can meet the specified import conditions.
- To date, the department s. 22(1)(a)(ii) and is in the process of evaluating the United States s. 22(1)(a)(ii) .
- s. 22(1)(a)(ii)
- s. 22(1)(a)(ii)

KEY RESPONSES

- Countries reviewed have to undergo a successful assessment by the department in order to export fresh beef to Australia.
- s. 22(1)(a)(ii)
- The assessment of the United States was completed in s. 33(a)(iii),s. 47E(d) 2019.

Contact Officer: Peter Finnan
Telephone: 02 6272 5444 / s. 22(1)(a)(ii)
Last updated: 30 September 2021

SES Lead: Robyn Martin
Mobile Number: s. 22(1)(a)(ii)

- Communication with the United States on required import conditions is ongoing. The department has provided the USDA with draft certification aligned with Australia's import requirements; however, the United States has not indicated it will progress this final step in the project through its endorsement of those requirements..

s. 33(a)(iii),s. 47E(d)

- The department has indicated that it remains prepared to discuss the issue with the United States and with Australian industry; s. 33(a)(iii),s. 47E(d)

- In all its communications concerning imported fresh beef, the department has been consistent and clear that it will continue to address biosecurity and food safety risks through a proper review process to ensure Australia's appropriate level of protection (ALOP) is met.
- The ongoing eligibility of countries approved to export beef to Australia will be re-evaluated based on risk, compliance and animal health status.
- Fresh beef is also subject to inspection and analysis at the border to verify compliance with Australia's *Imported Food Control Act 1992*. This includes microbiological testing.
- s. 22(1)(a)(ii)

STAKEHOLDER CONSULTATION

- The department engaged with industry bodies (Cattle Council of Australia, Red Meat Advisory Council, Australian Meat Industry Council) via teleconferences following the in-country review of the United States' production and export systems.
- The department also met with the above industry bodies in March 2021 to provide an update, which included advice regarding the United States' position.
- Further updates will occur as needed, s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d) Industry has supported the process and outcomes of the assessment to date.

ADDITIONAL INFORMATION

- Fresh beef was permitted for import from s. 22(1)(a)(ii) and the United States to Australia until the detection of bovine spongiform encephalopathy (BSE) in those countries in s. 22(1)(a)(ii) and 2003 respectively.
- Under the *Imported Food Control Act 1992*, beef and beef products are classified as risk foods and can only be imported from countries that have been assessed by Food Standards Australia New Zealand (FSANZ) as having either a Category 1 or 2 status for BSE. All countries included in the review have a Category 1 status, the most favourable classification.
- The review assessed the biosecurity risks associated with animal diseases other than BSE and determined the conditions necessary to satisfy ALOP. This took into account current scientific information, international standards developed by the World Organisation for Animal Health (OIE), and the animal health status of Australia and the exporting country.
- During the review, the department received submissions from s. 22(1)(a)(ii) the United States and representative organisations of the Australian beef industry, including the Cattle Council of Australia, Australian Lot Feeders' Association, the Red Meat Advisory Council and the Australian Meat Industry Council. The comments assisted with improving the technical accuracy of the review.
- s. 22(1)(a)(ii)
- s. 22(1)(a)(ii)
- s. 22(1)(a)(ii) , the United States and s. 22(1)(a)(ii) have all been provided with a technical questionnaire to complete in order for the department to commence their individual country assessment. The United States returned a completed questionnaire, which was assessed by the department. s. 22(1)(a)(ii)
- Following the successful desktop assessment of the United States, a verification visit occurred s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

- Australia's border inspection and verification measures assess raw beef for compliance with Australia's imported food requirements, as set out in the Australia New Zealand Food Standards Code and the *Imported Food Control Act 1992*. Consignments of fresh/frozen beef referred for inspection and analysis are sampled and undergo laboratory testing to determine *E. coli* levels. For raw ground beef, beef trim for grinding and offal, testing also includes *Salmonella* and Shiga-toxin producing *E. coli* (STEC).

DEPARTMENT OF AGRICULTURE, WATER AND THE ENVIRONMENT

Back Pocket Brief

Animal Biosecurity Branch 08

Brief current as at 25 September 2020

FRESH BEEF – IMPORTS

CURRENT ISSUE

- The department published the *Final review of import conditions for fresh (chilled and frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* on 30 August 2017. The review recommended:
    - trade could occur subject to strict conditions to address biosecurity and food safety
    - the department evaluates each country to verify it can meet the specified import conditions.
- To date, the department s. 22(1)(a)(ii) and is in the process of evaluating the United States s. 22(1)(a)(ii) .
- s. 22(1)(a)(ii)

KEY FACTS AND RESPONSES

- Countries reviewed have to undergo a successful assessment by the department in order to export fresh beef to Australia.
- s. 22(1)(a)(ii)
- The successful assessment of the United States was completed in s. 33(a)(iii),s. 47E(d) 2019.
    - Negotiations with the United States to enable the commencement of trade are ongoing. s. 33(a)(iii),s. 47E(d)
- The ongoing eligibility of countries approved to export beef to Australia will be re-evaluated based on risk, compliance and animal health status.

Contact Officer: Beth Cookson
Telephone: 02 6272 5444 / s. 22(1)(a)(ii)
Last updated: 25 September 2020

SES Lead: Robyn Martin
Mobile Number: s. 22(1)(a)(ii)

- Fresh beef is also subject to inspection and analysis at the border to verify compliance with Australia's *Imported Food Control Act 1992*. This includes microbiological testing.

- s. 22(1)(a)(ii)

STAKEHOLDER CONSULTATION

- The department engaged with industry bodies (Cattle Council of Australia, Red Meat Advisory Council, Australian Meat Industry Council) via teleconferences following the in-country review of the United States' production and export systems.

- A further update to industry is planned s. 33(a)(iii),s. 47E(d)

  Industry has supported the process and outcomes of the assessment to date.

ADDITIONAL INFORMATION

- Fresh beef was permitted for import from s. 22(1)(a)(ii) the United States to Australia until the detection of bovine spongiform encephalopathy (BSE) in those countries in s. 22(1)(a)(ii) and 2003 respectively.

- Under the *Imported Food Control Act*, beef and beef products are classified as risk foods and can only be imported from countries that have been assessed by Food Standards Australia New Zealand (FSANZ) as having either a Category 1 or 2 status for BSE. All countries included in the review have a Category 1 status, the most favourable classification.

- The review assessed the biosecurity risks associated with animal diseases other than BSE and determined the conditions necessary to satisfy Australia's appropriate level of protection (ALOP). This took into account current scientific information, international standards developed by the World Organisation for Animal Health (OIE), and the animal health status of Australia and the exporting country.

- During the review, the department received submissions from s. 22(1)(a)(ii) s. 22(1)(a)(ii) the United States and representative organisations of the Australian beef industry, including the Cattle Council of Australia, Australian Lot Feeders' Association, the Red Meat Advisory Council and the Australian Meat Industry Council. The comments assisted with improving the technical accuracy of the review.

- s. 22(1)(a)(ii)

- s. 22(1)(a)(ii)
- s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)
- s. 33(a)(iii),s. 47E(d)
- s. 22(1)(a)(ii)

- Australia's border inspection and verification measures assess raw beef for compliance with Australia's imported food requirements, as set out in the Australia New Zealand Food Standards Code and the *Imported Food Control Act*. Consignments of fresh/frozen beef referred for inspection and analysis will be sampled and undergo laboratory testing to determine *E. coli* levels. For raw ground beef, beef trim for grinding and offal, testing also includes *Salmonella* and Shiga-toxin producing *E. coli* (STEC).

Budget Estimates – March 2025

Trade and International Division

US TRADE ISSUES

s. 22(1)(a)(ii)

Key Points

Market access

s. 22(1)(a)(ii)

Animal market access requests

US beef

- Beef market access for cattle originating from the US, Canada or Mexico, and slaughtered and exported from the US, is the US' nominated top priority request for animal market access s. 33(a)(iii),s. 47E(d)

- The department has put significant resources into conducting the technical work to support expanding access beyond US cattle only and has been proactively engaging counterparts to progress this assessment.

s. 33(a)(iii),s. 47E(d)

- The department has engaged with domestic stakeholders on these issues and will continue to do so.

s. 22(1)(a)(ii)

Background

US beef

The US lost access for beef to the Australian market in 2003 due to a bovine spongiform encephalopathy (BSE or 'mad cow disease') outbreak.

Noting it now maintains the necessary status to be eligible to export beef and beef products to Australia under the BSE policy administered by Food Standards Australia New Zealand.

Following the Beef Review (2017), the department agreed upon tradeable conditions for beef exports from the US in 2019. However, the US expanded the request to cover beef derived from cattle born and raised outside of US territory (Canada and Mexico).

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Contact Officer: David Garner

Position: Assistant Secretary, International Organisations and Negotiations

Telephone: (02) 6272 4852 / s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d)

OFFICIAL

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

To: Minister Watt (For Noting) MS23 - 00XXX

Minister Watt meeting with United States Chief Agricultural Negotiator, Ambassador Doug McKalip

Date: 18 April 3pm-4pm (Parliament House)

Key points:

s. 22(1)(a)(ii)

Sensitivities:

2. s. 47E(d) , Australia's cattle sector remains highly sensitive to imports of fresh beef in the context of US cattle traceability and the historical Bovine Spongiform Encephalopathy (BSE) situation in North America s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

Minister Watt: **Date:** **Comments:**	
Clearing Officer: Chris Tinning First Assistant Secretary Trade and International Division Ph: 02 6272 5936 Mob: s. 22(1)(a)(ii)	Contact Officer: David Garner Assistant Secretary International Organisations & Negotiations Branch Trade and International Division Ph: 02 6272 4852 Mob: s. 22(1)(a)(ii)

ATTACHMENTS

A: Meeting attendees and biographies

B: Talking points

C: Agricultural trade statistics

D: Ambassador McKalip's program in Australia (subject to change)

s. 22(1)(a)(ii)

ATTACHMENT B – Talking Points

s. 22(1)(a)(ii)

s. 33(a)(iii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Background

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

ATTACHMENT C – Agricultural Trade Statistics

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

ATTACHMENT D

s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Talking points for Ministers Collins and Farrell call with red meat industry

4.00-4.30 pm Thursday 20 March 2025

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 22(1)(a)(ii)

- The department is also working closely with US government officials to resolve market access requests, including for US fresh beef s. 22(1)(a)(ii) access.
    - s. 33(a)(iii),s. 47E(d) and I recognise the engagement of the key industry stakeholders through the process, including in providing submissions to the draft risk assessment released in early 2024.
    - The department will be meeting again this month with key stakeholders including Cattle Australia, the Red Meat Advisory Council, Meat & Livestock Australia and the Australian Meat Industry Council to provide a further update on the finalisation process.
    - I can assure you that the department does not permit imports where Australia's biosecurity requirements are not met.

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 22(1)(a)(ii)

Further market access talking points (if required):

Expanded Beef Market Access

- Since 2019, the United States has had access for fresh beef and beef products from cattle born, raised and slaughtered in the US.
- However, the US elected to not commence trade under these conditions and has continued to seek expanded access for products from cattle originating from Canada or Mexico.

s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 33(a)(iii)

Market Access Request - Beef Originating from US, Canada or Mexico

- DAFF requires assurance from the US that beef to be exported to Australia would be derived only from cattle that were born and raised in the US, Canada or Mexico, and slaughtered in the US to finalise this market access request.
    - The US were provided conditions in 2017 for access for beef from cattle originating from the US-only.
    - The US require this expansion to be able to commence trade as attesting that cattle are from the US-only is inoperable for them.
- The department has been awaiting adequate assurances that our requirements can be satisfied before moving to publish the final report and finalise the health certificate.
- The US Government provided further information to the department towards giving this assurance to the department in recent days, including updated attestations for cattle crossing from Mexico into the US that they only originate from Mexico.

s. 33(a)(iii),s. 47E(d)

    - This updated information will now be considered as to whether the final report and health certificate can be finalised.

s. 22(1)(a)(ii)

Contact Officer: David Garner
Phone: s. 22(1)(a)(ii)
Responsible Division: Trade and International Division

Date: 29 Jan 2025

s. 22(1)(a)(ii)

Contact Officer: David Garner
Phone: s. 22(1)(a)(ii)
Responsible Division: Trade and International Division

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s. 22(1)(a)(ii)

Contact Officer: David Garner
Phone: s. 22(1)(a)(ii)
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s. 22(1)(a)(ii)

Contact Officer: David Garner
Phone: s. 22(1)(a)(ii)
Responsible Division: Trade and International Division

Date: 29 Jan 2025

ATTACHMENTS

s. 22(1)(a)(ii)

Contact Officer: David Garner
Phone: s. 22(1)(a)(ii)
Responsible Division: Trade and International Division

Date: 29 Jan 2025

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 22(1)(a)(ii)

3 April 2025

s. 22(1)(a)(ii)

- In his announcement this morning, President Trump referred to Australia's beef exports to the US and what he suggested was a 'ban' on the import of US beef into Australia. That is not correct – there is no 'ban' on US beef imports.
    - Import conditions into Australia are currently available for beef products sourced from cattle born, raised and slaughtered in the US.
    - However, the US has not commenced trade under these terms and has requested to expand its access to include beef products also sourced from cattle from Mexico and Canada and legally imported into the US for export to Australia.
    - Australia's assessment for this additional US request is progressing.
- In his press conference this morning, Prime Minister Albanese said that
    - "We have made it very clear to the United States that we will not compromise on biosecurity. We will not weaken the measures that protect our farmers and producers from the risks of disease or contamination," and

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

Division: Trade and International Division (TID) G2

TID03

US TRADE

RECOMMENDED RESPONSES

s. 22(1)(a)(ii)

Contact Officer: David Garner
SES Lead: Jo Grainger
Last updated: 03/02/2025

Telephone: s. 22(1)(a)(ii)
Mobile Number: s. 22(1)(a)(ii)

SB25-000003

Market access

- We continue to work with US counterparts to progress market access requests, including the US requests for improved market access for beef, s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

NORTH AMERICAN BEEF MARKET ACCESS

BIOSECURITY ANIMAL DIVISION - HANDLING BRIEF

Outcome Sought

That stakeholders recognise the relationship between expanded access for the United States (US) s. 22(1)(a)(ii) and the relative status of beef market access s. 22(1)(a)(ii)

Sensitivity

s. 33(a)(iii)

s. 22(1)(a)(ii)

Key Points

- Australia values the bilateral relationship with the United States s. 22(1)(a)(ii) .
- The department is actively progressing beef market access requests as each country's highest priority; expanded access for the United States s. 22(1)(a)(ii) .

s. 22(1)(a)(ii)

As required

s. 22(1)(a)(ii)

United States

- The department has substantially progressed the US request for expanded access in recent years. This includes through a series of detailed technical engagements in 2024.
- Traceability, particularly for cattle from Mexico, has been a focus for this engagement. The US recently indicated that they are now able to provide the required certification that cattle must be born and raised in the US, Canada or Mexico and slaughtered in the US and, in late January 2025, strengthened its protocols for imports from Mexico.

- Following these updates the department is currently preparing a response to the US on the health certification and is developing a proposal to ensure that the department can respond to any changes to disease status or import processes between the US, Canada and Mexico.
- Further technical engagement has been sought to assist in resolving these elements and, subject to bilateral agreement on this material, this process may only take a number of weeks to conclude.
- A final report would then be released to confirm the expanded access outcome for the US.

As required

s. 33(a)(iii),s. 47E(d)

Background:

Australia's biosecurity current import policy for fresh beef and beef products was established in 2017.

Under this import policy, a competent authority evaluation was conducted for the US with import conditions established in 2019 for products from cattle born, raised and slaughtered in the US. A key condition was the US implement an Export Verification Program to ensure cattle of Canadian or Mexican origin did not enter the export pathway. The US elected to not implement this program despite having similar arrangements in place for other markets and did not commence trade. It has sought expanded access since 2020.

In March 2024, a draft report was released which considered the biosecurity risk from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the US. This draft recommended that these beef imports be permitted and was subject to formal stakeholder consultation, including with the US. The current engagement with the US is to finalise this outcome.

s. 22(1)(a)(ii)

Australia's requirements for BSE (2010) are administered by Food Standards Australia New Zealand (FSANZ). s. 22(1)(a)(ii)

FSANZ released its assessment and determination that Canada had achieved Category 1 status in August 2024.

The US has maintained a Category 1 status since 2015.

Australian Government
Department of Agriculture, Fisheries and Forestry

s. 33(a)(iii),s. 47E(d)

Timeline of industry engagement on these reviews and assessments

Date	Development
14 September 2014	Food Safety Australia and New Zealand (FSANZ) Bovine Spongiform Encepalopathy (BSE) status assessment of Mexico completed as Category 1.
28 May 2015	FSANZ BSE status assessment of United States (US) completed as Category 1.
April 2015	Individual commencement meetings with Cattle Council of Australia (CCA) (Predecessor of Cattle Australia(CA)), JBS Foods Australia, Meat and Livestock Australia (MLA), Red Meat Advisory Council (RMAC), Australian Meat Industry Council (AMIC), National Farmers Federation (NFF) and Australian Beef Association (ABA).
10 December 2015	Commencement of the review into the import requirements for fresh (chilled or frozen) beef and beef products from applicant countries: Japan, the Netherlands and the United States (beef review).
11 November 2016	Meeting with CCA CEO.
14 December 2016	Draft report on the beef review with 60 day comment period.
January 2017	Meeting with CCA.
15 March 2017	Comment period extended deadline date. Comment received from RMAC on behalf of ALEC, CCA, additional comments from AMIC.
30 August 2017	Release of final report of the beef review.
June to July 2019	Formal Correspondence between CCA and the department.
12 September 2019	AMIC, AMPC, and CCA update on CA assessment.
20 December 2019	Competent Authority Assessment of US complete and import conditions available for product sourced from US born, raised and slaughtered cattle.
30 July 2020	Industry meeting with CCA about ongoing negotiations.
October 2020	Request by USA for expanded access to enable import of beef from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the US.
September 2022	First meeting of the Cattle Industry Group (CIG) – a body of key industry members including Cattle Australia, Australian Meat Industry Council, Meat and Livestock Australia, and Red Meat Advisory Council.

Date	Development
April 2023	Meeting of CIG.
May 2023	Meeting of CIG.
December 2023	Meeting of CIG (NB: more recent meetings have included Dairy Australia and Australian Dairy Farmers with conduct and release of dairy review).
s. 22(1)(a)(ii)	
March 2024	Meeting of CIG.
20 March 2024	Release of consultation draft which considered the biosecurity risk from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the US. Comment period open for 60 days.
1 May 2024	Webinar for government and industry groups on proposed changes to 2019 Beef review.
July 2024	Meeting of CIG.
s. 22(1)(a)(ii)	
September 2024	Meeting of CIG.
7 February 2025	Industry note circulated to key stakeholders (also provided as supplement to all other CIG meetings). Dairy Australia, AMIC and MLA highlight the value of these engagements and updates
11 February 2025	Meeting of the CIG.
s. 22(1)(a)(ii)	
19 February 2025	Individual Briefing to Cattle Australia on North American beef
21 March 2025	Agriculture industry briefing - US trade
1 April 2025	Minister for Trade and Tourism Update Briefing to Peak Bodies - United States Trade Policy
06 June 2025	Meeting of CIG update post media release on US beef
23 July 2025	Meeting of CIG prior to US s. 22(1)(a)(ii) releases

Australian Government
Department of Agriculture, Fisheries and Forestry

Note to States & Territories on US Reciprocal Tariff Announcements

4 April 2025

s. 22(1)(a)(ii)

- President Trump singled out Australia's volume of beef exports into the US and its 'ban' on the import of US beef in his address.
    - Import conditions into Australia are currently available for beef products sourced from cattle born, raised and slaughtered in the US.

- However, the US has not commenced trade under these terms and has requested to expand its access to include beef products sourced from cattle from Mexico and Canada and legally imported into the US for export to Australia.
- Australia's assessment for this additional US request is progressing.

s. 22(1)(a)(ii)

- Prime Minister Albanese has said in response to the s. 22(1)(a)(ii) comments on Australian beef:
  - "We have made it very clear to the United States that we will not compromise on biosecurity. We will not weaken the measures that protect our farmers and producers from the risks of disease or contamination," and

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

From: s. 22(1)(a)(ii)
Sent: Monday, 26 October 2020 8:43 AM
To: CCAPolicy
Cc: Cookson, Beth
Subject: RE: Briefing for Cattle Council on beef imports [SEC=OFFICIAL]

s. 22(1)(a)(ii)

Update on application processes

The department evaluates each applicant country to verify that it can meet the specified import conditions.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii) the United States and s. 22(1)(a)(ii) were provided with a technical questionnaire to complete in order for the department to commence their individual country assessment.

s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Any new applications, or other relevant information

The department has not received any new market access requests for fresh (chilled or frozen) beef.

Exporting countries will be re-evaluated based on risk, for example if there are non-compliances of concern or if the animal health status of the country changes.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Industry note: updates on current animal biosecurity risk reviews for fresh beef and dairy products

This document summarises Biosecurity Animal Division's current biosecurity risk reviews and related activity of interest to Australia's cattle industries and related sectors.

United States of America (US)

- The Department of Agriculture, Fisheries and Forestry (the department) will release its draft report for a 60-day stakeholder consultation period in the week commencing 18 March 2024. This report will form an addendum to the original 2017 risk assessment.
- The department has assessed the biosecurity risk of imported US beef derived from cattle, bison and buffalo born outside US territory (Canada and Mexico) and incorporated into the US national herd.
- This included technical discussions with US counterparts in January and February 2024, noting a key focus of these discussions was the clarity required to reach a determination on the immediate slaughter pathway from Mexico.
- The US Department of Agriculture has advised that there are currently no imports of cattle from Mexico for immediate slaughter, and no establishments approved to slaughter these cattle.
- Our assessment on this pathway actively considered the risks of bovine tuberculosis and concluded that the overall risk achieves Australia's Appropriate Level of Protection with respect to animal biosecurity risks. If trade into the US commences on this pathway, the department will actively monitor the volume of trade and other parameters and, consistent with established practice, undertake further risk analysis should any of the assessed factors change.
- Overall, the addendum's findings support expanding the scope of the beef review to permit entry of fresh beef and beef products from bovines legally imported from Canada and Mexico into the US.
- Further details will be provided in mid-2024 subject to outcomes of this process noting all stakeholder comments received will be considered in finalising the report.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Biosecurity Animal Division

March 2024

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Industry note: Fresh beef trade with the United States

US Interests

- The US has a long-standing export interest in fresh beef to Australia and currently has market access subject to an agreed export verification program (EVP) to meet the requirement for cattle to be born, raised, and slaughtered in US territory.
- Rather than implement an EVP, the US continues to request the department expand the scope of their market access request to include recognition of their biosecurity systems and practices for incorporating cattle born outside of US territory (Canada and Mexico) into their national herd.
- s. 33(a)(iii),s. 47E(d)
- This commitment would entail a targeted review of the published risk assessment *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* (2017). However, the review itself would likely continue to be a stand-alone document with 'addendums' or updates linked to it and accessible to the public on finalisation.
- The final process for this review would be determined in conjunction with the US consistent with established risk assessment practices and stakeholder engagement arrangements. The department would continue to engage domestic stakeholder through the broader process and would also include an opportunity for stakeholders to comment on the findings of the review.
- The technical review will not consider import policies associated with bovine spongiform encephalopathy (BSE) which require beef to be derived from cattle born, raised and slaughtered from exporting countries assessed by Food Standards Australia New Zealand (FSANZ) as Category 1 (Negligible BSE risk) or Category 2 (Controlled BSE Risk).
- Both the US and Mexico are Category 1 BSE countries, whereas Canada has not formally initiated a BSE food safety risk assessment by FSANZ since being recognised as having a negligible risk of BSE by the World Organisation for Animal Health in 2021.

Australian Interests

s. 22(1)(a)(ii)

s. 33(a)(iii)

Lumpy skin disease conditions

s. 22(1)(a)(ii)

- Australia's current biosecurity import conditions for beef stipulate country freedom from lumpy skin disease as a requirement.
- To align Australia's biosecurity settings with contemporary available science and policy settings for certain other bovine derived commodities, a technical review of the risk of lumpy skin disease transmission through beef will also be conducted.
- The findings of this technical review will be shared with domestic stakeholders for comment once completed.

Biosecurity Animal Division

September 2022

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Industry note: Current animal biosecurity risk reviews for fresh beef and dairy products

This document summarises Biosecurity Animal Division's current biosecurity risk reviews of interest to Australia's cattle industries and related processing sectors.

Review of the risk of lumpy skin disease (LSD) in fresh beef

- The department has finalised a review of the risk of LSD transmission via fresh (chilled or frozen) skeletal muscle meat derived from cattle, buffalo or bison.
- The review found that fresh beef (skeletal muscle) does not present a risk of transmission for LSD. This is consistent with international standards under the World Organisation for Animal Health and published scientific evidence.
- Through the consultation process for this review, stakeholder comments were received which formally supported Australia's position that fresh beef (skeletal muscle) does not present a risk of transmission for LSD.
- The final report will be published on the department's website on 11 December 2023 as an addendum to the *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu review (the beef review)*.
- As a result, certification of country freedom from LSD for the importation of fresh beef and beef products derived exclusively from bovine skeletal muscle from approved countries is unnecessary on biosecurity grounds. Country freedom is still required for fresh beef and beef products that are not solely derived from skeletal muscle.
- The department will now amend animal health certification requirements for imported fresh beef derived from skeletal muscle.

Beef from North America

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

United States of America (United States)

- Expanded market access for fresh (chilled or frozen) beef and beef products which includes beef from cattle, buffalo or bison born and raised in Canada and Mexico, remains a market access priority for the United States.
- The department is progressing a review of the Unites States' request for expanded market access in conjunction with counterparts in the United States. Technical engagement is continuing.
- Subject to the outcomes of this technical engagement, a draft report is expected to be released for stakeholder comment in the first quarter of 2024.
- Further details will be provided in early 2024 on the progress of this activity and in advance of any public release of a draft report.

s. 22(1)(a)(ii)

Biosecurity Animal Division

December 2023

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

MB24-000186

Attachment C

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

Risk review releases for s. 22(1)(a)(ii) United States of America (US) beef imports

- Dr Parker may raise the issue of risk review releases for s. 22(1)(a)(ii) and US beef imports.
- Public consultation for reviews of the biosecurity risk associated with importing fresh beef from s. 22(1)(a)(ii) the US has been completed.

s. 22(1)(a)(ii)

- s. 33(a)(iii),s. 47E(d) , a key focus is assurance that beef produced from cattle legally imported into the US were born and raised in either Canada, the US or Mexico, and have not resided in any other countries. s. 33(a)(iii),s. 47E(d)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

s. 22(1)(a)(ii)

WORLD TRADE ORGANIZATION

G/SPS/N/AUS/584

20 March 2024

(24-2424) Page: 1/2

Committee on Sanitary and Phytosanitary Measures Original: English

NOTIFICATION

1.	**Notifying Member:** AUSTRALIA **If applicable, name of local government involved:**
2.	**Agency responsible:** Australian Government Department of Agriculture, Fisheries and Forestry
3.	**Products covered (provide tariff item number(s) as specified in national schedules deposited with the WTO; ICS numbers should be provided in addition, where applicable):** Fresh (chilled and frozen) beef and beef products
4.	**Regions or countries likely to be affected, to the extent relevant or practicable:** **[X] All trading partners** **[ ] Specific regions or countries:**
5.	**Title of the notified document:** Animal biosecurity risks of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States – Draft report. **Language(s):** English. **Number of pages:** 54 https://www.agriculture.gov.au/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef
6.	**Description of content:** The Australian Government Department of Agriculture, Fisheries and Forestry (the department) has released the draft review for the *Animal biosecurity risks of fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States* for comment. The draft review focusses on whether the biosecurity risk of fresh (chilled and frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States is different to product derived from bovines born, raised and slaughtered in the United States. The findings of the draft review support that the current United States Department of Agriculture protocols for the import of bovines from Canada and Mexico apply control measures which can address Australia's biosecurity concerns for beef sourced from immediate slaughter and other-than-immediate slaughter bovines legally imported from Canada and immediate slaughter, feeder and breeder bovines legally imported from Mexico. The draft review can be accessed at https://www.agriculture.gov.au/biosecurity-trade/policy/risk-analysis/animal/fresh-chilled-frozen-beef. Trading partners are invited to provide comments on the draft review until 11:59 pm Australian Eastern Standard Time (AEST) 20 May 2024. Comments may also be submitted through this website: https://app.converlens.com/agriculture-au/us-beef-sourced-from-canadian-or-mexican-cattle. The department will carefully consider all comments while preparing the final review.

7.	**Objective and rationale: [ ] food safety, [X] animal health, [ ] plant protection, [ ] protect humans from animal/plant pest or disease, [ ] protect territory from other damage from pests.**
8.	**Is there a relevant international standard? If so, identify the standard:** **[ ] Codex Alimentarius Commission *(e.g. title or serial number of Codex standard or related text)*:** **[X] World Organization for Animal Health (OIE) *(e.g. Terrestrial or Aquatic Animal Health Code, chapter number)*:** Terrestrial Animal Health Code 2023, Chapter 3.3 **[ ] International Plant Protection Convention *(e.g. ISPM number)*:** **[ ] None** **Does this proposed regulation conform to the relevant international standard?** **[X] Yes [ ] No** **If no, describe, whenever possible, how and why it deviates from the international standard:**
9.	**Other relevant documents and language(s) in which these are available:**
10.	**Proposed date of adoption *(dd/mm/yy)*:** To be determined. **Proposed date of publication *(dd/mm/yy)*:** 20 March 2024
11.	**Proposed date of entry into force: [ ] Six months from date of publication, and/or *(dd/mm/yy)*:** To be determined **[X] Trade facilitating measure**
12.	**Final date for comments: [ ] Sixty days from the date of circulation of the notification and/or *(dd/mm/yy)*:** 20 May 2024 **Agency or authority designated to handle comments: [X] National Notification Authority, [X] National Enquiry Point. Address, fax number and e-mail address (if available) of other body:** Australian Department of Agriculture, Fisheries and Forestry GPO Box 858 Canberra ACT 2601 Australia Tel: +(61) 2 6272 3933 Email: sps.contact@aff.gov.au Website: http://www.agriculture.gov.au
13.	**Text(s) available from: [X] National Notification Authority, [X] National Enquiry Point. Address, fax number and e-mail address (if available) of other body:** Australian Department of Agriculture, Fisheries and Forestry GPO Box 858 Canberra ACT 2601 Australia Tel: +(61) 2 6272 3933 Email: sps.contact@aff.gov.au Website: http://www.agriculture.gov.au

Talking Points on US Market Access Issues

3 April 11.25 am

Key Points

s. 22(1)(a)(ii)

As the Prime Minister said (3 April) “we have made it very clear to the United States that we will not compromise on biosecurity. We will not weaken the measures that protect our farmers and producers from the risks of disease or contamination”.

US Beef

Import conditions into Australia are currently available for beef products sourced from cattle born, raised and slaughtered in the United States (US).

However, the US has not commenced trade under these terms and has requested to expand its access to include beef products sourced from cattle from Mexico and Canada and legally imported into the US for export to Australia.

Australia’s assessment for this additional US request is progressing.

s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

Australian Government
Department of Agriculture, Fisheries and Forestry

FINAL

Detailed Background

s. 33(a)(iii),s. 47E(d)

Release of final report: *Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States of America* (US Beef Review)

Key points

- The Department of Agriculture, Fisheries and Forestry (department) has published its final review report for **expanded market access** for fresh beef imports from the United States (US).
- While the US has been able to export US origin beef to Australia since 2019, this expanded access will now include products sourced from cattle born in Canada or Mexico, which are legally imported and slaughtered in the US.
- Australia is an international trading nation, and we continue to strongly advocate for an open and rules-based trading system.
    - Australia's own cattle industry benefits significantly from this system.
- Import reviews for market access requests from our trading partners are routinely considered by the department.
- The US Beef Review finalisation is the culmination of a decade of science and risk-based import assessments and evaluations by the department and Food Standards Australia New Zealand.
- This rigorous process ensures we can continue Australia's long history of effective biosecurity measures to protect our industries, people, and the environment.
- s. 22(1)(a)(ii)
- We do not compromise on our enviable biosecurity status or our food standards, ever.
- All imports from the US and Canada will be subject to robust control measures to meet Australia's strict biosecurity requirements.
    - These measures and biosecurity risks will continue to be monitored.

Department's Role

- The department is responsible for assessing the biosecurity risks associated with the import of a range of goods from overseas.

If asked

What are the next steps?

- The department is finalising administrative arrangements to update Australia's Biosecurity Import Conditions (or BICON) database.
- From 28 July 2025, Australian businesses will be able to apply for permit applications to import fresh beef and beef products:
    - sourced from the US and from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US [*this is the expanded access*], and

s. 22(1)(a)(ii)

- Beef imports must meet all import conditions and health certification requirements.

Farmers have raised concerns about traceability of cattle from Canada and especially Mexico into the US. How has this been addressed?

- The US introduced more robust movement controls in late 2024 and early 2025, which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- The department is satisfied that these strengthened controls effectively manage biosecurity risks – especially for animal diseases.

Is this US Beef Review related to US trade issues?

- The US initially requested expanded access to the Australian beef market in 2020, and Australia has been engaging with them on this matter since then to progress.
- Under international rules, Australia responds to market access requests from our trading partners in line with our World Trade Organisation obligations.
- Just as our trading partners respond to Australia's market access requests to them.

Will this increase the biosecurity risks to Australia?

- Australia does not trade-off our strong biosecurity system, science-based risks assessments, import policies, or biosecurity requirements.

Has the Australian industry been consulted?

- The department regularly and extensively engaged key industry stakeholders, such as Cattle Australia, the Australian Meat Industry Council, and the Red Meat Advisory Council over many years.
    - This engagement started in 2017, with an initial review for beef and beef products from Japan, the Netherlands, New Zealand, the US and Vanuatu.
- The draft report for the expanded access US Beef Review was released for a 75-day public consultation period (from 20 March to 3 June 2024).
- The department received five submissions, which were considered thoroughly in finalising the final report.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

Why has the review taken so long?

- Australia's first priority is to preserve our enviable biosecurity status.
- While we routinely receive requests for market access from our trading partners, each undergoes rigorous, science-based risk assessments and evaluations.
- The US has been eligible to export beef to Australia since 2019, however they did not commence trade at that time, and instead in 2020 they sought expanded access for the importation of US beef (sourced from Canadian and Mexican cattle).
- The department has been engaged with the US and with domestic stakeholders on this review for expanded access, which has now been finalised.
    - This reflects standard process.

Does the US provide an equivalent level of individual lifetime animal traceability for animals imported from Mexico to that of the Australian system?

- The US' domestic cattle traceability system was evaluated in 2019 in a Competent Authority assessment that followed from the 2017 Beef Review.
- The US also places identification and traceability obligations on livestock imported from both Canada and Mexico.
- These obligations are set out in the United States Department of Agriculture Animal and Plant Health Inspection Service (USDA-APHIS) importation protocols for cattle sourced from each country.
- The department has assessed these USDA-APHIS arrangements as effective at providing sufficient assurance that the biosecurity risks can be managed.

The US imports cattle from Mexico (as well as Canada). How can the department be sure that these cattle have not originated in countries other than Mexico (such as other Central American countries)?

- The department has systematically evaluated the assurance provided by revised US protocols for the importation of cattle from Canada and Mexico into the US.
- These protocols were recently strengthened in December 2024 and January 2025 to substantially increase traceability requirements and provide additional assurance regarding the management of bovine TB (tuberculosis) and brucellosis (*Brucella melitensis*).
- The department accepts that the US regulatory systems provide, through these updated protocols, sufficient oversight to conclude that the risks posed by the importation of cattle from Canada and Mexico to the US, are adequately managed.

(IF RAISED)

- The US manages the trade in cattle from Mexico to mitigate the biosecurity risks to its industry.
- This has been demonstrated recently through the strong actions the US took in response to an outbreak of New World Screwworm fly in Mexico, which led to a suspension in trade which remains in place.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

What assurances does the department have regarding the safety and biosecurity risk management of US beef that is sourced from Canadian and Mexican cattle?

- Recently revised US import protocols, alongside the US domestic livestock management, transport and processing requirements, have provided the department with the assurance that US beef sourced from Canadian and Mexican cattle will have an equivalent food safety and biosecurity risk to beef that is sourced from US born and bred cattle.
- Our review of food safety and biosecurity risks for fresh beef and beef products obtained from the US and Canada reflects a decade of joint analysis by the department and Food Standards Australia New Zealand (FSANZ), which concludes that these risks can be managed to meet Australia's stringent requirements.

What are the implications of this policy for market access into Australia?

- The US was granted conditions for market access to export beef to Australia in 2019 for products sourced from US-origin cattle.

s. 22(1)(a)(ii)

Beef imports could impact negatively on Australian farmers, why allow it?

- Australia's cattle farmers benefit significantly from the rules-based international trading environment.
- In 2024, Australia exported A$14.1 billion of beef to over 70 countries, with around 70 percent of the beef produced in Australia being exported, including A$4.4 billion in beef products to the US.

Why is the department approving so many countries in a short space of time?

- We have been assessing both Canada and the US over several years.
- The North American cattle supply chain is complex and involves the movement of thousands of cattle between the US and Mexico, and the US and Canada, each year.
- Because of the complexities this presents, the department undertook a detailed assessment to ensure that biosecurity and food safety requirements could be met.

How will the recent HPAI cases in US cattle impact the department's decision to import beef from the US?

- The department conducted an assessment considering the implications that the HPAI infection of dairy cattle in the US could have on the Australian industry.
- The US applies rigorous protocols to ensure no infected animals enter the export supply chain. This includes meeting Australia's biosecurity and food safety requirements.
- Australia has a strong history of effective biosecurity measures that protect its industries, people, and the environment from diseases and their impacts.

Why is the department approving imports given the trade policy of the current US administration has a focus on tariffs?

- Tariffs are a separate matter managed by the Department of Foreign Affairs and Trade.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

- Australia is a trading nation and is committed to the international rules-based trading system that also underpins and supports our extensive export industries.
- As a signatory to the World Trade Organization (WTO) Agreement on the Application of Sanitary and Phytosanitary Measures (the SPS Agreement), Australia has rights and obligations, including assessing requests from our trading partners for access to the Australian market.
- A decision to allow the importation of goods into Australia is made in view of Australia's responsibility, as a major exporter itself, to apply a fair and transparent approach to approvals under international rules-based order.
- Australia does not trade off on our strong biosecurity system.

Do you anticipate reactions from other trading partners?

- Our trading partners are familiar with the high and consistent standards applied to imported goods, having been through equivalent risk assessments and competent authority evaluations.

Will US and Canadian beef meet Australian Food Safety Standards?

- Food imported into Australia must be safe and compliant with Australia's food standards, including microbiological, contaminant, and residue limits.
    - It is the importer's responsibility to obtain assurance from overseas suppliers that food is compliant.
- To verify compliance with these requirements, the department operates a risk-based Imported Food Inspection Scheme.
- Beef and beef products are risk classified and must be imported under foreign government certification.
- Countries wishing to export beef to Australia must undergo a country BSE food safety risk assessment which is conducted by FSANZ.
- FSANZ has completed assessments of the BSE status of Mexico, the US and Canada, with all being given category 1 status, which demonstrates they all have comprehensive and well-established controls in place.
- The department's food safety assessment has determined that the US and Canadian systems for the production and processing of raw beef and beef products provide an equivalent food safety outcome to that provided by the Australian system.
- In addition to certification, at-border testing will also apply to verify food safety and compliance with Australia's food standards, including testing for *Salmonella spp.* and shiga toxigenic *Escherichia col*i for certain products and residue testing through an antimicrobial screen.

Will imported beef be labelled to identify country of origin?

- Imported food must comply with the *Country of Origin Food Labelling Information Standard 2016*.
- The department checks compliance with this standard, when imported food is referred for inspection under the Imported Food Inspection Scheme.
- Once food is for sale on the Australian market, country of origin labelling requirements are enforced by the relevant state or territory fair trading regulator.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

How much beef will be imported into Australia?

- The demand for US and Canadian beef in Australia is subject to a range of market factors.
- Australia currently exports more than 70% of its domestic agriculture production and has a healthy domestic fresh beef market, which may impact the demand for imported beef.
- The US is among the largest per capita consumers of beef in the world and is currently the largest national consumer of beef.
- Unlike Australia's beef industry, the majority of US beef production goes towards servicing their own domestic population.

(**IF RAISED**)

- Commercial considerations such as these are not in scope for scientific assessments conducted in accordance with the WTO SPS Agreement.

Background (for use if required)

- As a signatory to the SPS Agreement, Australia has an obligation to assess requests from our trading partners for access to the Australian market, as well as the right to establish import conditions to facilitate safe trade where Australia's biosecurity requirements can be met. Import conditions will be published allowing stakeholders to apply for an import permit for US beef sourced from immediate slaughter and other-than-immediate slaughter bovines legally imported from Canada, and feeder and breeder bovines legally imported from Mexico. s. 22(1)(a)(ii)
- Australia's import requirements for fresh (chilled and frozen) beef from approved countries were finalised in 2017. This review was titled *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu – final review* (the beef review).
- The US has had import conditions available for fresh (chilled and frozen) beef since 2019, but has elected not to commence trade and instead sought expanded access.
- On 20 March 2024, the department released a draft review report for fresh beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the US for public consultation.
- We received five submissions in response to the draft report—three from members of the public and two from industry stakeholders; the Australian Meat Industry Council and Cattle Australia.
    - These raised various views and questions, which the department has considered and addressed, where appropriate, in the final report.
- This review is published as an addendum to the 2017 review of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the US and Vanuatu – final review. It considers current and available information on bovine diseases relevant to fresh beef and beef products derived from bovines legally imported into the US from Canada or Mexico.
- The US, Canada and Mexico have all been assessed for the risks of bovine spongiform encephalopathy (BSE), or Mad Cow Disease.

TALKING POINTS ARE SUBJECT TO CHANGE AND ARE NOT FOR EXTERNAL DISTRIBUTION

- BSE is a transmissible and fatal neurodegenerative disease that affects cattle. Variant Creutzfeldt - Jakob disease (vCJD), a rare and fatal human neurodegenerative condition, results from exposure to BSE through eating contaminated beef or beef products.

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d)

US Beef Import Review

Key facts

- The Department of Agriculture, Fisheries and Forestry (department) has finalised its review for expanded market access for certain beef imports from the United States (US).
- The US Beef Review is the culmination of a decade of science and risk-based import assessments and evaluations by the department and Food Standards Australia New Zealand.
- As an export-focused nation, Australia has always been a strong advocate for open and rules-based trade.
- The department routinely assesses market access requests from trading partners.
- Australia does not compromise its enviable biosecurity status or our food safety standards, which protect our industries, people, and the environment.

TALKING POINTS

- On 24 July 2025, the department published its final review report for expanded market access for fresh beef imports from the US.
- While the US has been able to export US origin beef to Australia since 2019, this expanded access will now include products sourced from cattle born in Canada or Mexico, which are legally imported and slaughtered in the US.

s. 22(1)(a)(ii)

- Australia is a two-way trading nation, and we continue to strongly advocate for an open and rules-based trading system.
    - Australia's own cattle industry benefits significantly from this system.

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Responsible Division: Biosecurity Animal Division (BAD) G2
QB25-0000XX **Date updated:** s. 33(a)(iii),s. 47E(d)

- Import reviews for market access requests from trading partners are routinely considered by the department.
- We do not compromise on our enviable biosecurity status or our food standards, ever.
- These reviews involved rigorous science-based risk assessments and evaluations with extensive industry consolation.

s. 22(1)(a)(ii)

- All imports from the US s. 22(1)(a)(ii) will be subject to robust control measures to meet Australia's strict biosecurity requirements.
    - These measures and biosecurity risks will continue to be monitored.

Farmers have raised concerns about traceability of Cattle from Mexico into the US. How has this been addressed?

- The US introduced more robust movement controls in late 2024 and early 2025, which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- The department is satisfied that these strengthened controls effectively manage biosecurity risks

Is this review related to US trade issues?

- The US initially requested expanded access to the Australian beef market in 2020 and Australia has been engaging with them on this matter since then to progress the issue.

- Under international rules, Australia responds to market access requests from our trading partners in line with our World Trade Organisation obligations.
- Just as our trading partners respond to Australia's market access requests to them.

Will this increase the biosecurity risks to Australia?

- Australia does not trade-off our strong biosecurity system, science-based risks assessments, import policies, or biosecurity requirements.

Has the Australian industry been consulted?

- The department regularly and extensively engaged key industry stakeholders, such as Cattle Australia, the Australian Meat Industry Council, and the Red Meat Advisory Council over many years.
  - This engagement started in 2017, with an initial review for beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu.
- The draft report for the US Beef Review was released for a 75-day public consultation period (from 20 March to 3 June 2024).
- The department received five submissions, which were considered thoroughly in finalising the report.

Why has the review taken so long?

- Australia's first priority is to preserve our enviable biosecurity status.
- While we routinely receive requests for market access from our trading partners, each undergoes rigorous, science-based risk assessments and evaluations to ensure our biosecurity risks are managed.

- The US has been eligible to export beef to Australia since 2019, however they did not commence trade at that time.
- Instead in 2020, the US sought expanded access the importation of beef sourced from cattle sourced from Canada and Mexico and, and legally imported into and slaughtered in the US.
- Consistent with standard practice, department has engaged with the US and with domestic stakeholders on the review of the expanded access request, which has now been finalised.

FINAL Timeline: Reviews for beef imports from the United States s. 22(1)(a)(ii)

Timeline:

Date	Development
14 September 2014	FSANZ Bovine Spongiform Encephalopathy (BSE) status assessment of Mexico completed as Category 1[1].
28 May 2015	FSANZ BSE status assessment of United States (US) completed as Category 1.
10 December 2015	Commence review: Announced review of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, US and Vanuatu.
14 December 2016	Consultation draft review report of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand (NZ), US and Vanuatu released for 90 days.
30 August 2017	Finalise review: Final review report of fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, US and Vanuatu released [2].
s. 33(a)(iii),s. 47E(d) 2019	Competent Authority Assessment of US complete and access for US fresh (chilled and frozen) beef granted.
s. 33(a)(iii),s. 47E(d) 2020	Request by US for expanded market access to enable imports of beef sourced from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US.
s. 22(1)(a)(ii)	
s. 33(a)(iii),s. 47E(d)	
s. 22(1)(a)(ii)	
20 March 2024	Consultation draft review report of expanded market access for fresh (chilled or frozen) beef and beef products from the US (including sourced from cattle from Canada and Mexico) released for 60-day period.
s. 22(1)(a)(ii)	

[1] Category 1 demonstrates the country has comprehensive and well-established controls in place.

s. 22(1)(a)(ii)

Date	Development
July 2025	Finalise review: Final review report of expanded market access for fresh (chilled and frozen) beef and beef products from the US (including sourced from cattle imported from Canada or Mexico) released.
24 July 2025	Competent Authority Assessment complete and expanded access for the US beef (fresh or chilled), including cattle born in Canada and Mexico s. 22(1)(a)(ii)

Key steps:

Generally, for exporting countries to access the Australian market, countries undergo a three-part import review process that identifies food safety and biosecurity risks, and applies conditions that exporting countries must meet.

1. Countries undergo a country BSE food safety risk assessment, which is conducted by Food Safety Australia and New Zealand (FSANZ).
2. The Department of Agriculture, Fisheries and Forestry (department) assesses the animal biosecurity risks associated with beef imports for access to Australia.
3. The department completes a competent authority assessment to determine the country's official animal health, export control, and supervision systems reliably meet Australia's biosecurity and food safety requirements.

CONFIDENTIAL

Whole-of-Government Talking Points (s. 33(a)(iii),s. 47E(d))

KEY MESSAGES:

1. The Albanese Labor Government will never compromise on biosecurity.

2. The US Beef Imports Review has undergone a rigorous science and risk-based assessment over the past decade.

3. The US has had beef access into Australia since 2019. Today's announcement will allow for expanded access to include beef sourced from cattle born in Canada or Mexico which is legally imported and slaughtered in the US.

4. In late 2024 and early 2025, the US introduced more robust movement controls which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.

5. The Department of Agriculture, Fisheries and Forestry is satisfied the strengthened control measures put in place by the US effectively manage biosecurity risks.

6. Australia stands for open and fair trade – our cattle industry has significantly benefited from this:

    - Aussie beef has had back-to-back record-breaking export years, last year worth $14 billion. Supported by reinstated and improved market access, exports have increased 55% since we came to government, including to our largest market in the US and second largest in China.

TALKING POINTS:

- The Department of Agriculture, Fisheries and Forestry (department) has published its final review for expanded market access for fresh beef imports from the United States (US).
- This review is the culmination of a decade of science and risk-based import assessment and evaluation by the department and Food Standards Australia New Zealand to ensure Australia's robust biosecurity measures are upheld.
- The review into US Beef Imports began in December 2015 under the Coalition Government, alongside a review into beef imports from Japan, the Netherlands, New Zealand and Vanuatu.
- This involved extensive assessment, consultation and evaluation, and in 2019, the US was granted beef access.
- While the US has been eligible to export beef to Australia since 2019, they have not done so. In 2020, they instead applied for expanded access to include beef sourced from cattle born in Canada or Mexico which is legally imported to and slaughtered in the US.

- In late 2024 and early 2025, the US introduced more robust movement controls which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- These strengthened controls have been rigorously assessed, and Australia is satisfied that they effectively manage biosecurity risks.
- Australia has a long history of effective biosecurity measures to protect our industries, people, and the environment. We do not compromise on our biosecurity status or our food standards.
- Australia is a two-way trading nation, and we continue to strongly advocate for an open and rules-based trading system.
    - Australia's own cattle industry benefits significantly from this system.
- Import reviews for market access requests from our trading partners are routinely considered by the department – we respond to requests in line with our World Trade Organisation obligations, just as our trading partners do for us.
- All imports from the US s. 22(1)(a)(ii) will be subject to robust control measures to meet Australia's strict biosecurity requirements.
    - These measures and biosecurity risks will continue to be monitored.
- Questions on the review should be referred to the department.

IF RAISED:

The beef industry has raised concerns about traceability of Cattle from Mexico into the US. How has this been addressed?

- The US introduced more robust movement controls in late 2024 and early 2025, which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- Australia is satisfied that these strengthened controls effectively manage biosecurity risks.

Is this review related to US trade issues?

- The US was granted beef access in 2019, and requested expanded access in 2020, well before the current US administration.
- Australia has been engaging with them on this matter since then, including under the former Coalition Government, to progress the issue.
- Under international rules, Australia responds to market access requests from our trading partners in line with our World Trade Organisation obligations.
- Just as our trading partners respond to Australia's market access requests.

Will this increase the biosecurity risks to Australia?

- Australia does not trade-off our strong biosecurity system, science-based risks assessments, import policies, or biosecurity requirements.

Has the Australian industry been consulted?

- Officials regularly and extensively engaged key industry stakeholders, such as Cattle Australia, the Australian Meat Industry Council, and the Red Meat Advisory Council over many years.
- This engagement started in 2017, with an initial review for beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu.
- The draft report for the US Beef Review was released for a 75-day public consultation period (from 20 March to 3 June 2024). Five submissions were received, which were considered thoroughly in finalising the report.

Why has the review taken so long?

- We won't apologise for taking the time to preserve our biosecurity status – this is Australia's first priority.
- While we routinely receive requests for market access from our trading partners, each undergoes rigorous, science-based risk assessments and evaluations to ensure our biosecurity risks are managed.
- The US has been eligible to export beef to Australia since 2019, however have chosen not to export.
- Instead in 2020, the US sought expanded access for the importation of beef from cattle sourced from Canada and Mexico and legally imported into and slaughtered in the US.
- Consistent with standard practice, Australia has engaged with the US and with domestic stakeholders on the review of the expanded access request, which has now been finalised.

s. 33(a)(iii)

BACKGROUND:

US Beef Review: This review covered fresh (chilled and frozen) beef and beef products from bovines (cattle) born and raised in Canada or Mexico, and legally imported and slaughtered in the US. The review found that the US beef industry is well regulated and able to meet Australia's strict biosecurity import requirements

This review builds on ongoing reviews for US beef since 2015 and Canadian beef since 2020, and expands market access initially provided for US beef imports in 2019.

s. 22(1)(a)(ii)

Next steps: The department is finalising administrative arrangements to update Australia's Biosecurity Import Conditions (or BICON) database. From 28 July 2025, Australian businesses will be able to apply for permit applications to import fresh beef and beef products:

- sourced from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US [*this is expanded access*], and

s. 22(1)(a)(ii)

Beef imports must meet all import conditions and health certification requirements.

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

Animal Biosecurity

Brief current as at 3 May 2023

FRESH BEEF IMPORTS – LUMPY SKIN DISEASE & NORTH AMERICA

CURRENT ISSUE

The Department of Agriculture, Fisheries and Forestry (the department) is currently updating its import risk assessment for fresh beef, specifically the risk of lumpy skin disease (LSD) transmission in skeletal muscle. This risk review material is intended for release mid-2023 and key industry and jurisdictional stakeholders have been advised.

The department is also progressing the risk assessment work for expanded access for fresh beef from the United States (US) s. 22(1)(a)(ii) .

KEY POINTS

Lumpy Skin Disease

- The department is preparing to consult stakeholders on a draft risk assessment on the risk of transmission of LSD disease from skeletal muscle meat (beef).
- The preliminary findings of the LSD beef review indicate that beef skeletal muscle is a safe commodity and no specific biosecurity risk management measures over and above measures equivalent to the hygienic practices that apply to beef production in Australia are required for safe trade in beef.
- This is consistent with the standards contained in the World Organisation for Animal Health (WOAH) code and available scientific literature regarding LSD.
- Finalisation of this risk review still requires established processes to be completed including engagement with domestic stakeholders and key trading partners.

(If required)

- This revision supports a key objective under the National LSD Action Plan to deliver a strategic approach to minimising trade disruptions. It is in the national interest to ensure our import settings are based on available science, manage Australia's biosecurity requirements effectively, and align with WOAH standards as appropriate.

United States s. 22(1)(a)(ii)

- The US s. 22(1)(a)(ii) have long-standing requests to export beef to Australia.
- In response to these requests, the department is conducting the necessary technical assessments in a transparent manner to verify and validate that Australia's biosecurity requirements can be satisfied by s. 22(1)(a)(ii) the US.
- This includes an assessment of expanded scope for the US to include beef products from cattle legally imported into the US (Mexico and Canada) s. 22(1)(a)(ii)

Contact Officer: Peter Finnin
Mobile Number: s. 22(1)(a)(ii)

SES Lead: Chris Parker
Mobile Number: s. 22(1)(a)(ii)

- While this work remains ongoing, it is being carried out in accordance with the department's usual processes for assessing biosecurity risk which will include the opportunity for all stakeholders, including our trading partners, to provide input as part of the department's practice in developing and finalising risk reviews.

(If required)

s. 22(1)(a)(ii)

- Australia's policy for BSE requires beef to be derived from cattle born, raised and slaughtered from exporting countries assessed by FSANZ as Category 1 (Negligible BSE risk) or Category 2 (Controlled BSE risk).

BACKGROUND

United States

- The US has a long-standing export interest in fresh beef and has undergone both an animal biosecurity assessment and a FSANZ BSE food safety assessment.
- A tradeable pathway exists for beef products sourced from cattle born, raised and slaughtered in US territory pending the US's agreement to implement an Export Verification Program (EVP). The US objects to the need of an EVP s. 33(a)(iii)

- s. 33(a)(iii),s. 47E(d) the department is advancing the necessary technical biosecurity review for expanded scope (to assess the biosecurity risk of beef derived from cattle born outside US territory i.e. Canada and/or Mexico).

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Australian Government
Department of Agriculture, Fisheries and Forestry

Ref: 2015/77630E

Internal general briefing

To: Dr Narelle Clegg, A/g First Assistant Secretary, Biosecurity Animal Division

Cc: Dr Brant Smith, First Assistant Secretary, Biosecurity Animal Division; Dr Beth Cookson, Australian Chief Veterinary Officer, Dr Sam Hamilton, Deputy Chief Veterinary Officer; Mr Luke Osborne, Assistant Secretary, Animal Strategy and Coordination Branch; Ms Kristen Sykes, Assistant Secretary, Animal and Biological Imports Branch

Action required: (For Noting)

Timing: s. 33(a)(iii),s. 47E(2025

Subject: Release of the final report for *Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States*

Recommendations:

1. That you **note** the final report for *Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States* (**Attachment A**) will be released on 24 July 2025, or as soon as practical after this date.

Decision: Noted.

Comments thanks for this brief and explanation of stakeholder concerns, and how they have been addressed.

Signature of SES/FAS: [insert name or signature] Date: s. 33(a)(iii),s. 47E(d) 2025

s. 22(1)(a)(ii)

Key points

2. Animal Biosecurity Branch (ABB) intends to publicly release the final report on the *Fresh (chilled or frozen) beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States* on the Department of Agriculture, Fisheries and Forestry's website.
3. The report finds the biosecurity risks associated with the importation of fresh beef and beef products from the United States (US) can be effectively managed to meet Australia's Appropriate Level of Protection (ALOP) and recommends recognising the control measures the US has in place to manage potential biosecurity risks in cattle born and raised in either Canada or Mexico.
4. The department is moving through the administrative steps required to update Australia's Biosecurity Import Conditions (BICON) database and relevant parts of the department's website.

When this process is complete (anticipated completion 28 July 2025), permit applications for the importation of fresh beef and beef products derived from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US, may be submitted to the department for assessment.

Background

5. Australia's import requirements for beef were reviewed in the 2017 risk analysis report: *Fresh (chilled or frozen) beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu* (the beef review). The US government subsequently approached the Australian government for market access for beef. Access was granted following an assessment that included an in-country verification visit in 2019.

6. In early January 2020, the US Department of Agriculture (USDA) amended its original market access request to include beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the US.

7. On 20 March 2024, the department released a draft review of the animal biosecurity risks of fresh beef and beef products derived from cattle born and raised in Canada or Mexico and legally imported and slaughtered in the United States, for a 75-day public consultation period. Submissions and comments received during consultation were considered in preparing the final report.

1. The report, published as an addendum to the 2017 beef review, assesses whether there is any significant difference in the biosecurity risk for fresh beef and beef products exported to Australia when derived from bovines legally imported into the US from Mexico or Canada. It finds that the USDA's current protocols and associated measures address Australia's biosecurity concerns.

2. The report also examines the food safety issues discussed in the beef review and assesses whether the same conditions apply to bovines legally imported into the US from Canada or Mexico. Both Canada (2024) and Mexico (2014) possess a favourable Food Standards Australia New Zealand (FSANZ) bovine spongiform encephalopathy (BSE) status.

Science or evidence-based decision-making

3. This review is an addendum to the beef review, which was finalised in 2017.

4. In undertaking this additional review of fresh beef and beef products in relation to bovines born and raised in Canada and Mexico and legally imported into the United States, it was necessary to identify bovine disease agents:
   a. present in Canada or Mexico that were not considered in the hazard identification of the Beef Review 2017.
   b. present in Canada or Mexico that are exotic to the United States
   c. identified in the Beef Review 2017 that are present in Canada or Mexico
   d. identified in the Beef Review 2017 that are not present in Canada or Mexico.

5. No new hazards were identified as requiring risk management in this addendum. 10 diseases were identified as present in Canada and Mexico, all of which were previously identified in the US, these were: anthrax, Aujeszky's disease, bovine brucellosis, bovine tuberculosis, bovine viral diarrhoea, (infection with) *Cysticercus bovis*, echinococcosis, paratuberculosis, salmonellosis due to *Salmonella enterica* serotype *typhimurium* dt104, and vesicular stomatitis. For each of these diseases, the unrestricted biosecurity risk was assessed to be within Australia's ALOP and additional risk management measures were not required.

6. The 2017 Beef Review also noted that, in addition to the 10 identified and assessed hazards, a further 11 diseases are known to be associated with meat and meat products: brucellosis (*Brucella melitensis*), contagious bovine pleuropneumonia, Crimean-Congo haemorrhagic fever, foot and mouth disease, haemorrhagic septicaemia, lumpy skin disease, Rift Valley fever, surra (*Trypanosoma evansi*), theileriosis (*Theileria annulata* and *T. parva*), trypanosomiasis (tsetse transmitted), and Wesselsbron disease. With the exception of Wesselsbron disease, these are WOAH-listed diseases and are absent from Canada, Mexico and the US.

7. This addendum concludes that the risk of the diseases associated with the importation of beef and beef products from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States, can achieve Australia's ALOP with respect to human and animal biosecurity risks, including food safety requirements, provided that the imported fresh beef and beef products from US are produced in accordance with, or equivalent to, relevant Australian standards. Additional risk management measures are not required.

Farmer/stakeholder implications

8. The department received five stakeholder submissions on the report.. Three submissions were from members of the public and two submissions were from domestic industry peak bodies, namely Cattle Australia (CA) and Australian Meat Industry Council (AMIC).

    a. Two of the submissions from members of the public did not provide written comment and one did not answer any of the posed questions, the other submission answered only the question regarding whether they were aware of any relevant information to which they answered No. The third submission by a member of the public is addressed under the general questions and comments section.

    b. The submission from CA raised a number of issues that are addressed in the stakeholder response summary, including traceability, reciprocal inspection and auditing protocols, concerns regarding traceability of animals imported into the US from Mexico, and labelling. The submission concluded with the statement that, *"we believe that by adhering to these principles and standards, Australia can ensure the responsible and sustainable management of its beef import market while upholding its obligations to international trade agreements and Australian cattle producers. We are committed to collaborating with all stakeholders to achieve mutually beneficial outcomes that promote economic prosperity for Australian cattle producers".*

    c. The submission from AMIC raised a number of issues that are addressed in the stakeholder response summary, including the provenance of cattle imported into the US from Mexico, the possibility of animals from third, uncategorised bovine spongiform encephalopathy countries entering the US processing supply chain and concerns in the assessment of bovine tuberculosis in animals from Mexico. The submission concluded that, *"AMIC is of the view that a more thorough investigation needs to be carried out before they can support the addendum, including a review of the Mexican Traceability System, and BSE Risk Assessments and provided that consider the complexity of the US supply chain, and ensuring direct slaughter operations have appropriate pathway to trigger a review if required".*

9. It is anticipated that some stakeholders within the domestic beef industry (producers and processors) will have concerns about the release of the final report.

    a. The department has regularly and extensively engaged key industry stakeholders through the import assessment process.

The department will hold a meeting with these stakeholders on 23 July 2025 regarding the release of the final report, and will provide industry with a technical summary and talking points at the time of the report release.

b. It is likely that there will be some negative media about the potential biosecurity risks associated with importing beef and also surrounding perceptions of competition with Australian producers.

Opportunities for First Nations people and their communities

10. No specific opportunities or implications were identified.

Clearing officer

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Date document forwarded to decision-maker: s. 33(a)(iii),s. 47E(d) 2025

Contact officer

Name: s. 22(1)(a)(ii)
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Attachments

A: Animal biosecurity risks for fresh beef and beef products derived from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the United States

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

s. 33(a)(iii),s. 47E(d),s. 22(1)(a)(ii)

CONFIDENTIAL

Whole-of-Government Talking Points (s. 33(a)(iii),s. 47E(d))

TALKING POINTS:

- The Department of Agriculture, Fisheries and Forestry (department) has published its final review for expanded market access for fresh beef imports from the United States (US).
- This review is the culmination of a decade of science and risk-based import assessment and evaluation by the department and Food Standards Australia New Zealand to ensure Australia's robust biosecurity measures are upheld.
- The review into US Beef Imports began in December 2015 under the Coalition Government, alongside a review into beef imports from Japan, the Netherlands, New Zealand and Vanuatu.
- This involved extensive assessment, consultation and evaluation, and in 2019, the US was granted beef access.
- While the US has been eligible to export beef to Australia since 2019, they have not done so. In 2020, they instead applied for expanded access to include beef sourced from cattle born in Canada or Mexico which is legally imported to and slaughtered in the US.
- In late 2024 and early 2025, the US introduced more robust movement controls which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- These strengthened controls have been rigorously assessed, and Australia is satisfied that they effectively manage biosecurity risks.
- Australia has a long history of effective biosecurity measures to protect our industries, people, and the environment. We do not compromise on our biosecurity status or our food standards.
- Australia is a two-way trading nation, and we continue to strongly advocate for an open and rules-based trading system.
    - Australia's own cattle industry benefits significantly from this system.
- Import reviews for market access requests from our trading partners are routinely considered by the department – we respond to requests in line with our World Trade Organisation obligations, just as our trading partners do for us.
- All imports from the US s. 22(1)(a)(ii) will be subject to robust control measures to meet Australia's strict biosecurity requirements.
    - These measures and biosecurity risks will continue to be monitored.
- Questions on the review such as questions on process including audit requirements and detailed questions on traceability should be referred to the department.

IF RAISED:

The beef industry has raised concerns about traceability of Cattle from Mexico into the US. How has this been addressed?

- The US introduced more robust movement controls in late 2024 and early 2025, which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- Australia is satisfied that these strengthened controls effectively manage biosecurity risks.

Is this review related to US trade issues?

- The US was granted beef access in 2019, and requested expanded access in 2020, well before the current US administration.
- Australia has been engaging with them on this matter since then, including under the former Coalition Government, to progress the issue.
- Under international rules, Australia responds to market access requests from our trading partners in line with our World Trade Organisation obligations.
- Just as our trading partners respond to Australia's market access requests.

Will this increase the biosecurity risks to Australia?

- Australia does not trade-off our strong biosecurity system, science-based risks assessments, import policies, or biosecurity requirements.

Has the Australian industry been consulted?

- Officials regularly and extensively engaged key industry stakeholders, such as Cattle Australia, the Australian Meat Industry Council, and the Red Meat Advisory Council over many years.
- This engagement started in 2017, with an initial review for beef and beef products from Japan, the Netherlands, New Zealand, the United States and Vanuatu.
- The draft report for the US Beef Review was released for a 75-day public consultation period (from 20 March to 3 June 2024). Five submissions were received, which were considered thoroughly in finalising the report.

Why has the review taken so long?

- We won't apologise for taking the time to preserve our biosecurity status – this is Australia's first priority.
- While we routinely receive requests for market access from our trading partners, each undergoes rigorous, science-based risk assessments and evaluations to ensure our biosecurity risks are managed.

- The US has been eligible to export beef to Australia since 2019, however have chosen not to export.
- Instead in 2020, the US sought expanded access for the importation of beef from cattle sourced from Canada and Mexico and legally imported into and slaughtered in the US.
- Consistent with standard practice, Australia has engaged with the US and with domestic stakeholders on the review of the expanded access request, which has now been finalised.

s. 33(a)(iii)

BACKGROUND:

US Beef Review: This review covered fresh (chilled and frozen) beef and beef products from bovines (cattle) born and raised in Canada or Mexico, and legally imported and slaughtered in the US. The review found that the US beef industry is well regulated and able to meet Australia's strict biosecurity import requirements

This review builds on ongoing reviews for US beef since 2015 and Canadian beef since 2020, and expands market access initially provided for US beef imports in 2019.

s. 22(1)(a)(ii)

Next steps: The department is finalising administrative arrangements to update Australia's Biosecurity Import Conditions (or BICON) database. From 28 July 2025, Australian businesses will be able to apply for permit applications to import fresh beef and beef products:

- from the US, and sourced from cattle born and raised in Canada or Mexico, and legally imported and slaughtered in the US [*this is expanded access*], and

s. 22(1)(a)(ii)

Beef imports must meet all import conditions and health certification requirements.

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

Division: Biosecurity Plant and Science Services Division and Biosecurity Animal Division

BPSSD01

BIOSECURITY MARKET ACCESS MATTERS

RECOMMENDED RESPONSES

s. 22(1)(a)(ii)

- For imports, the department undertakes a range of risk analyses to consider the level of biosecurity risk associated with the request to ensure that Australia's

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SB24-000042

appropriate level of protection is met. Import risk analyses are typically initiated under three categories:

- requests from trading partners
- changing biosecurity risks, and
- changes initiated by the Australian Government such as changes to testing methodologies or other technological advancements.

- Negotiating market access is technically complex and sometimes can take years to finalise.

CURRENT SENSITIVITIES

s. 22(1)(a)(ii)

North American beef imports (refer BPB BAD02)

- The department is productively engaging with US agencies to progress the final stages of assessment of the US's expanded market access request to cover beef derived from cattle born and raised in Canada and Mexico.

s. 22(1)(a)(ii)

- Beef is both the US and s. 22(1)(a)(ii) top priority request for animal market access
- The department is also engaging with domestic stakeholders to work through implications of expanded market access requests.

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

s. 22(1)(a)(ii)

Back Pocket Brief Number: BAD BPB02

North American Fresh Beef Imports

Senate Estimates – February 2025

Topic: **North American Fresh Beef Imports**
Group: Biosecurity, Operations and Compliance Group
Division: Biosecurity Animal

Key Points:

- The department is completing the final stages of two reviews for fresh beef import access to Australia. These reviews are for beef imports s. 22(1)(a)(ii) and expanded access for the United States (US) to include imports of beef derived from cattle originating from Canada or Mexico.

s. 22(1)(a)(ii)

- Since 2017, the US have had tradable conditions in place for beef from cattle born, raised and slaughtered in the US. However, the US has not commenced trade and is seeking expanded access for cattle originating in Canada or Mexico.
- In 2024, a draft report was released which recommended that the import of beef from the US derived from cattle legally imported from Canada or Mexico be allowed. Technical engagement with the US continues to finalise the report.
- The department has remained in regular contact with key domestic stakeholders throughout these assessment processes.

Key Issues:

US Beef Imports

s. 33(a)(iii)

- s. 33(a)(iii),s. 47E(d)

the department has committed significant technical resources into conducting the biosecurity risk assessment and related evaluations which are required to respond to this request.

- In March 2024, a draft report was released which considered the biosecurity risk from bovines born and raised in Canada or Mexico and legally imported and slaughtered in the US.
- The draft report found that the USDA protocols for the import of bovines from Canada and Mexico apply rigorous control measures which will address Australia's biosecurity concerns and recommended that the import of beef from the US derived from cattle legally imported from Canada or Mexico be allowed.
- In the stakeholder consultation process on expanded access, a number of technical concerns were raised. These concerns primarily related to the biosecurity risk of cattle from Mexico.
- In late January 2025, the US updated its protocols for trade with Mexico to include requirements that specify cattle for export must be born and raised in Mexico or the US and originate from regions in Mexico authorised by the USDA (APHIS) for the export of live cattle to the US.
- The department is currently preparing draft health certification that addresses how the US will keep Australia informed if any of the underlying information which underpins the risk assessment changes. These are key biosecurity requirements for the department and are the remaining technical issues to agree, in order to finalise the report. s. 33(a)(iii),s. 47E(d)

- Throughout this assessment the department has been in regular discussions with key domestic stakeholders including Cattle Australia, the Red Meat Advisory Council, Australian Meat Industry Council and Meat & Livestock Australia. The domestic industry recognises the importance of the US relationship and as an export market. The Australian Meat Industry Council and Meat & Livestock Australia have recently confirmed their support for completion of the assessment however, certain industry groups reiterate their concerns about Australia's biosecurity requirements being met.
- Following the 2017 Beef Review, the department conducted a competent authority evaluation of the US. Tradeable conditions were established which required the US to ensure beef was only sourced from cattle born, raised and slaughtered in the US. However, the US did not utilise the available access and instead sought expanded access to cover beef derived from cattle originating from Canada or Mexico.

- Access has been a long-standing interest for the US since trade was suspended in 2003 following cases of bovine spongiform encephalopathy (BSE).

s. 22(1)(a)(ii)

Consultation:

Area	Title and position
Animal Biosecurity	Dr Rochelle Prattley, A/g Assistant Secretary

Cleared through:	Luke Osborne, Assistant Secretary, Animal Strategy and Coordination
Final clearance: Position: Date:	Dr Narelle Clegg A/g First Assistant Secretary, Biosecurity Animal Division 10/02/2025

s. 22(1)(a)(ii)

From: Ag Media <Media@aff.gov.au>
Sent: Thursday, 24 July 2025 3:44 PM
To: s. 22(1)(a)(ii)
Cc: Ag Media; Wellington, Michelle
Subject: s. 22(1)(a)(ii) TPs [SEC=OFFICIAL]

Hi s. 22(1)(a)(ii),

As requested, please find some s. 22(1)(a)(ii)-focussed TPs for your review.

- The Department of Agriculture, Fisheries and Forestry has today published its final review report for expanded market access for fresh beef imports from the United States (US).
- While the US has been able to export US origin beef to Australia since 2019, this expanded access will now include products sourced from cattle born in Canada or Mexico, which are legally imported and slaughtered in the US.

s. 22(1)(a)(ii)

- Both the s. 22(1)(a)(ii) the US Beef Reviews were based on rigorous science and risk-based import assessments and evaluations by the department and Food Standards Australia New Zealand.
- This rigorous process ensures we can continue Australia's long history of effective biosecurity and food safety measures to protect our industries, people, and the environment.
- All imports from the US s. 22(1)(a)(ii) will be subject to robust control measures to meet Australia's strict biosecurity requirements.
- The US introduced more robust movement controls in late 2024 and early 2025, which means that all cattle, from Canada and Mexico, can be identified and traced to the farm and through the supply chain.
- The department is satisfied that these strengthened controls effectively manage biosecurity risks – especially for animal diseases.
- The department has assessed the s. 22(1)(a)(ii) US Beef market access requests over many years.
- The North American cattle supply chain is complex and involves the movement of thousands of cattle between the US and Mexico, and the US and Canada, each year.
- Because of the complexities this presents, the department undertook a detailed assessment to ensure that biosecurity and food safety requirements could be met.

s. 22(1)(a)(ii)
Media | s. 22(1)(a)(ii) | s. 22(1)(a)(ii)
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