

**Industry Government Working Group
on Live Cattle Exports**

**Report to Australian Government Minister for
Agriculture, Fisheries and Forestry**

26 August 2011

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Industry Government Working Group on Live Cattle Exports Report

**26 August 2011
Summary and Findings**

The Industry Government Working Group on Live Cattle Exports (IGWG) was tasked by the Minister for Agriculture, Fisheries and Forestry, Senator the Hon. Joe Ludwig, to report to him by 26 August 2011 on a timeframe and process for implementation of a new livestock export supply chain regulatory framework to all other (other than Indonesia) live cattle markets that meets the following four principles:

1. meets World Organisation for Animal Health (OIE) standards for animal welfare;
2. enables animals to be effectively traced or accounted for by exporters within a supply chain through to slaughter;
3. has appropriate reporting and accountability; and
4. is independently verified and audited.

This Report responds to this task.

The IGWG was also tasked to continue to monitor the implementation of the new regulatory framework for live cattle exports to Indonesia; monitor and assess the domestic impacts of the temporary suspension of the trade to Indonesia; consider any impacts or longer term adjustment responses for the live cattle export industry arising from the application of the new framework; and consider outcomes from the independent review into Australia's livestock export trade (Farmer Review). These terms of reference represent on-going or future activities, but are commented on where relevant to the requested task for the IGWG.

The IGWG took as a starting point for its considerations the livestock export supply chain regulatory framework that has been established for the trade in live cattle to Indonesia. Although the framework for Indonesia was only announced on 6 July 2011 and exports under the new arrangements have only occurred since 10 August 2011, the early evidence would suggest that exporters are able to put in place arrangements that fulfil the requirements to the satisfaction of the Australian regulator. Independent audit reports on supply chains to date suggest that supply chains are available that can meet the "Guidance on meeting OIE animal welfare standards" (the "Guidance on meeting OIE Code animal welfare outcomes" – Attachment D in this report – Is a modified version of the document prepared for the trade to Indonesia). Exporters have been able to put in place arrangements for control of the supply chain and for traceability of animals throughout the supply chain. This provides some evidence that implementation of the new regulatory framework is feasible, at least for Indonesia. A full assessment of its effectiveness would require more time to allow animals to be fully processed through the system and independent audit reports and end-of-consignment reports to be received.

The IGWG considered whether there might be features of other markets that may require some modification to the framework to enable it to be effective in achieving the Australian Government's objectives around animals being processed in a manner consistent with internationally accepted animal welfare standards. The IGWG concluded that the Indonesian framework would be appropriate for application across all markets for Australian cattle and buffalo for feeding and slaughter. It therefore proposes that a single regulatory framework be established for all live cattle and buffalo exports to all markets which is based on the framework for Indonesia. The main characteristics of the proposed framework are:

- regulation will be applied to Australian livestock exporters;
- animals must be exported only through approved supply chains that have been assessed by independent auditors as meeting OIE requirements;
- the exporter must provide evidence demonstrating supply chain control from point of unloading of the vessel to the point of slaughter;
- animals must be individually traced and linked to the consignment throughout the supply chain;
- independent audits must be undertaken and provided to the Department of Agriculture, Fisheries and Forestry (DAFF) for consideration before the first consignment into a new supply chain; additional performance audits for the first five consignments into a supply chain; and further audits to be on a risk/performance basis;
- exporters are to provide end of consignment/processing reports against each consignment; and
- Outcomes of audit reports will be published regularly.

The IGWG has proposed some modifications to the "regulatory approach" document and "Guidance on meeting OIE animal welfare standards" (now "Guidance on meeting OIE Code animal welfare outcomes") document developed for Indonesia. The main changes are as follows:

- the documents are now specific to cattle and buffalo (sheep and goats are covered in separate documents);
- additional information has been included in the regulatory approach document around expectations of the role and requirements of independent auditors; and
- there have been some modifications to reflect comments from stakeholders and experience in applying the guidance as well as to reflect some differences around the stunning of buffalo as compared to cattle.

The report addresses the importance of the live export trade in cattle for Australian farmers and for the domestic economy, particularly at a regional level. Trade in live animals also provides an important source of protein for many of Australia's trading partners and assists them in achieving their food security objectives. This analysis emphasises the importance of a transition to the new framework that minimises unnecessary disruption to supply chains.

It is proposed that there be a managed transition to the new framework for markets that receive the largest number of animals first with small markets being included over a longer period of time. Two key considerations for the transition should be:

- the likely parallel adoption of a new regulatory framework for sheep and goats, which affects some common markets and exporters; and
- Practical considerations around rolling out a substantial new approach to the live animal trade which will be unfamiliar to our trading partners and which will apply across a large numbers of markets and across different species of animals.

During the transitional period it will be important that industry works actively to prevent sales of animals to supply chains that fall well below OIE requirements.

Key findings of the IGWG are provided in the summary table below.

Summary Table: Key findings of the IGWG on Live Cattle Exports

Finding 1: The IGWG proposes that the regulatory framework in place for exports of livestock to Indonesia be applied to cattle and buffalo exports for feeding and slaughter to all markets, as modified in the attached proposed regulatory documents.

Details of the proposed framework are provided in Attachments C and D of this report.

Finding 2: The IGWG proposes that the schedule for transition to the new regulatory framework be based around:

- sequencing of markets based on size of the trade to those markets; and
- timing based on a combination of practical considerations (what's able to be done) and sensitivities to market considerations.

Finding 3: The IGWG proposes that in order to address immediate risks prior to the implementation of the new regulatory framework:

- industry actively prevent sales of animals through supply chains that involve facilities that are known to fall well below OIE requirements; and
- Australian officials increase their activities with key government officials in overseas markets.

1. Introduction

1.1 Role of the Industry Government Working Group

The Industry Government Working Group on Live Cattle Exports (IGWG) was tasked by the Federal Minister for Agriculture, Fisheries and Forestry, Senator the Hon. Joe Ludwig, to report to him by 26 August 2011 on a timeframe and process for implementation of a new livestock export supply chain regulatory framework to all other (other than Indonesia) live cattle markets that achieves the following four principles:

1. meets OIE standards for animal welfare;
2. enables animals to be effectively traced or accounted for by exporters within a supply chain through to slaughter;
3. has appropriate reporting and accountability; and
4. is independently verified and audited.

The IGWG was also tasked to continue to monitor the implementation of the new regulatory framework for live cattle exports to Indonesia; monitor and assess the domestic impacts of the temporary suspension of the trade to Indonesia; consider any impacts or longer term adjustment responses for the live cattle export industry arising from the application of the new framework; and consider outcomes from the independent review into Australia's livestock export trade (Farmer Review).

The terms of reference for the IGWG are contained at Attachment A.

The focus of this report is on the regulatory framework for export of cattle to markets other than Indonesia. However, comment is made in relation to other terms of reference for the IGWG as appropriate to this main focus.

The IGWG consisted of representatives of livestock industries, major live cattle exporters and Commonwealth, state and territory governments. A list of the members of the IGWG is at Attachment B.

1.2 Overview of Australia's Live Cattle and Buffalo Export Industries

The Australian live export industry is a valuable component of Australia's red meat industry, and supports approximately 10,000 jobs, many in rural and regional Australia. According to the Australian Bureau of Statistics, in 2010-11 live cattle exports accounted for 49 per cent (\$503 million) of Australian live animal exports in value terms.

Australia exports live cattle mainly to South-East Asia and the Middle East, in particular to Indonesia, Turkey, Egypt, Israel, Libya, Saudi Arabia, Malaysia, Japan, the Philippines, Jordan and Brunei Darussalam. Some of these countries rely on imports of Australian live cattle to supplement their domestic beef industries. For this purpose, Australian cattle are preferred due to their disease-free status and superior quality. For example, Australian cattle account for 20 to 30 per cent of Indonesian beef consumption.

The industry is relatively highly concentrated at the trade end – with most live cattle exports for feeding and slaughter being exported by six exporters and there are generally only a limited number of importers

in each country. Australia exports live cattle from a number of ports, mostly located in the north, including Darwin, Wyndham, Broome and Port Hedland.

The trade in live buffalo is small when compared to that in live cattle. In 2010-11 Australia exported 1,897 buffalo with 76 per cent of these exported to Indonesia and 19 per cent to Brunei Darussalam.

Domestically, the live animal export industry value chain is complex and relatively long, and can engage up to 30 separate business types. The businesses involved are often specific to the live export industry or generate the vast majority of their revenues from live export activity.

The live cattle export industries are concentrated in particular regions and, as a result, the value of the industry to these regional and rural communities is significant. In particular, the live cattle export industry is concentrated in northern Australia, especially in the northern areas of Western Australia, the Northern Territory and Queensland. Changes to trade patterns can have greater impacts in regional areas that specialise in supplying animals for live export.

While meat trade with many of our live export markets has been growing, there remains a strong and important place for the export of live animals. Rising affluence, especially in the Middle East and in parts of South East Asia, will likely see increasing consumption of meat products – with this trade being serviced by both imports of live animals and by boxed meat.

Limitations of supply of live animals from Australia could have important consequences for food security in some countries. A number of factors contribute to this reliance on imports from Australia, including Australia's preferable animal disease status in comparison to other import sources, the level of investment in supply chain arrangements for Australian livestock and the insufficient or variable local and regional supply of livestock.

While the regulatory framework developed here is limited to animals exported for feeding and slaughter, in some markets the supply of Australian livestock for breeding is an essential component of economic development of their animal industries. Australia's favourable animal health status relative to many countries means that breeding livestock from Australia are keenly sought.

Apart from Egypt and Indonesia, there is no current requirement for cattle being exported from Australia to be handled and slaughtered through supply chains that meet internationally accepted standards under the OIE. It is known that a wide variety of practices are used in other countries, some of which may not meet these standards. It is acknowledged that efforts have been made by industry and by the Australian Government to improve standards in these countries toward international benchmarks, but that the expectation of the Australian public is now that these benchmarks be achieved for Australian livestock being exported for feeding and slaughter overseas. In particular, there has been a strong reaction by the Australian public to evidence of poor animal welfare practices in overseas markets and this has established an imperative for a new approach to management of post-arrival animal welfare in markets for Australian livestock.

1.3 International Legal Considerations

In applying any new regulatory framework to the export of Australian live animals it is important that this be done in a manner which is consistent with Australia's international trade obligations. Export restrictions are generally not permitted under the World Trade Organization but there are some

exemptions to this general rule. Of relevance here are provisions that enable Australia to apply measures that are necessary to protect Australian public morals or the health of Australian animals. It is also important that Australia not discriminate in the application of these standards across countries, that it apply the least trade restrictive measures necessary to meet the required standards and it not apply measures that exceed those which are applicable domestically. With this in mind, it is important that the proposed framework be based around internationally agreed standards (as opposed to Australian standards) and that the measures applied do not exceed those that are in place in Australia. The IGWG has taken this into consideration in developing the proposed framework.

1.4 Indonesian suspension and resumption

The suspension of trade in feeder and slaughter livestock to Indonesia was lifted by the Minister for Agriculture, Fisheries and Forestry, Senator the Hon. Joe Ludwig on 6 July 2011 based on a new regulatory framework for feeder and slaughter livestock. Following this announcement, Indonesia issued import permits for feeder and slaughter cattle on 8 July 2011 for the September 2011 quarter.

There have been a significant number of requests for export since the lifting of the ban with the first shipment of 3,000 head departing for Indonesia on 10 August 2011. During the last three years an average of 280,000 head has been shipped across the last five months of the year (August-December). While it is not expected that this number will be replicated in the remainder of 2011, it is certainly now feasible that a large number of cattle - as many as 200,000 head - will be able to be exported before the end of 2011. This is consistent with indications coming from exporters and with trends to date. Nevertheless, the hiatus in cattle exports between 8 June and 10 August 2011 will mean that less cattle will be exported to Indonesia in 2011 than originally anticipated – and likely below the 500,000 head quota set by Indonesia.

The early evidence would suggest that exporters are able to put in place arrangements that fulfil the requirements of the new regulatory framework to the satisfaction of the Australian regulator. Independent audit reports on supply chains to date suggest that supply chains are available that can meet the “Guidance on meeting OIE animal welfare standards” established for the Indonesian trade. Exporters have also been able to, or are currently in the process of, putting in place arrangements for control of the supply chain and for traceability of animals throughout the supply chain. This provides some evidence that implementation of the new regulatory framework is feasible, at least for Indonesia. A full assessment of its effectiveness would require more time to allow animals to be fully processed through the system and independent audit reports and end-of-consignment/processing reports to be received.

2. Export Supply Chain Regulatory Framework

2.1 Overview

The terms of reference seeks that the Working Group establishes a proposed supply chain assurance scheme for live cattle exports that:

- a. meets OIE standards for animal welfare;
- b. enables animals to be effectively traced or accounted for by exporters within a supply chain through to slaughter;
- c. has appropriate reporting and accountability; and
- d. is independently verified and audited.

The proposed framework seeks to ensure that all Australian live cattle and buffalo exports are processed in supply chains that provide confidence that they will be handled and slaughtered in a manner consistent with the OIE requirements – as identified in the first principle above. The other three principles are directed at assurance that animals remain within the supply chain and that there is appropriate accountability and transparency around the process.

While the terms of reference for the IGWG only refers to cattle exports, the supply chain assurance regulatory framework and the animal welfare requirements of the OIE can be applied to cattle and buffalo exports. The IGWG felt it was therefore appropriate to apply the regulatory framework to both cattle and buffalo exports for feeding and slaughter.

The IGWG took as a starting point for its considerations the livestock export supply chain regulatory framework that has been established for the trade in live cattle to Indonesia. As discussed in Section 2 above, there is evidence that the implementation of this framework has so far proven feasible with respect to livestock exports to Indonesia.

The IGWG considered whether there might be features of other markets that may require some modification to the framework to enable it to be effective in achieving the Government's objectives around animals being processed in a manner consistent with OIE requirements. The IGWG concluded that the Indonesian framework would be appropriate for application across all markets for Australian cattle and buffalo for feeding and slaughter. It therefore proposes that a single regulatory framework be established for all live cattle and buffalo exports to all markets which is based on the framework for Indonesia, as per Finding 1 and as contained in Attachments C and D.

Finding 1: The IGWG proposes that the regulatory framework in place for exports of livestock to Indonesia be applied to cattle and buffalo exports for feeding and slaughter to all markets, as modified in the attached proposed regulatory documents.

Details of the proposed framework are provided in Attachments C and D of this report.

The main characteristics of the proposed framework are:

- regulation will be applied to Australian exporters;
- animals must be exported only through approved supply chains that have been assessed by independent auditors as meeting OIE requirements;
- the exporter must provide evidence demonstrating supply chain control from point of unloading of the vessel to the point of slaughter;
- animals must be individually traced and linked to the consignment throughout the supply chain;
- independent audits must be undertaken and provided to DAFF for consideration before the first consignment into a new supply chain, additional performance audits for the first five consignments into a supply chain; and further audits to be on a risk/performance basis;
- exporters are to provide end of consignment/processing reports against each consignment; and
- outcomes of audit reports will be published regularly.

The following sections discuss these arrangements in more detail with the full proposed framework.

2.2 Animal Welfare Requirements

Under the proposed framework, all elements of an export supply chain must meet, at a minimum, the animal welfare requirements established by all members of the OIE as described in the World Organisation for Animal Health Terrestrial Animal Health Code (2010). Guidance around the interpretation of the OIE animal welfare requirements, including performance indicators and targets, is provided at Attachment D - “Guidance on meeting OIE Code animal welfare outcomes”.

The guidance prepared by the IGWG is to assist Australian exporters of live animals, as well as the importers, transporters, feedlotters and processors of these animals, in meeting OIE animal welfare requirements. The guidance is also intended to assist independent third party auditors in undertaking their assessments of the supply chain. The guidance is structured to cover common stages in the journey of slaughter and feeder livestock from disembarkation to processing in the country of destination.

For each supply chain element from disembarkation to processing, the desired animal welfare outcomes have been identified, drawn from the OIE Code. To consistently meet these animal welfare outcomes, a performance checklist was developed drawing out the key performance indicators contributing to that animal welfare outcome.

Performance against these standards is to be independently audited. To this end, performance measures and targets have been proposed for each performance element. The targets proposed have been drawn from international practice and industry experience. It is anticipated that these will be refined with experience in using and auditing against these animal welfare standards.

The IGWG has proposed several changes to the guidance document that was prepared for exports to Indonesia to reflect comments from stakeholders and experience in applying the guidance. Importantly, the guidance is now specific to cattle and buffalo to all markets (sheep and goats are covered in a separate report). Also, some changes have been made to reflect differences around the stunning of buffalo as compared to cattle. Measures related to pregnant cattle have also been added which were not relevant in Indonesia where slaughter of pregnant cattle is banned.

2.3 Supply Chain Assurance

2.3.1 Regulation of exporters

As Australia cannot regulate entities in other sovereign nations it is important that any new regulatory framework is applied to Australian exporters. As such, the accountability for performance of the system, including any non-conformity in the supply chain, will be the responsibility of the Australian exporter. Remedies or compliance measures would be applied at a level and as appropriate to the non-conformity identified.

2.3.2 Approved supply chains

Exporters will be required to specify the supply chain to which they will be supplying animals. These supply chains will need to be audited by an independent auditor as defined by the Livestock Export Supply Chain regulatory Approach for Cattle and Buffalo (Attachment C) and “Guidance on meeting OIE Code animal welfare outcomes” (Attachment D).

2.3.3 Control of the supply chain

The exporter must obtain and provide evidence of supply chain control from the point of unloading of the vessel to the point of slaughter. This control does not necessitate ownership of the supply chain by the exporter, but could be achieved through commercial contracts with importers and other businesses involved in the supply chain. This is important in ensuring that there is a commitment by all parties that animals will remain within the approved supply chain and that other conditions around the export of animals are met.

2.3.4 Traceability of animals

Under the framework, all animals in an export consignment will be individually identifiable and able to be individually traced from the Australian registered premises through to the overseas abattoir. The system of identification is at the discretion of the exporter but must enable identification of individual animals; allow for the reconciliation of animals at each point of the supply chain; and be capable of providing reports on individual animals and for consignments as a whole.

2.3.5 Auditing and verification

The controlled supply chain assurance system must be audited by an independent, suitably qualified auditor. The audit is to assess if the supply chain meets the “Guidance on meeting OIE Code animal welfare outcomes” (as in Attachment D) and that appropriate control and traceability for animals exists.

The auditor must be independent, have no conflicts of interest and possess an appropriate level of competence and expertise (through qualifications and experience). The specific requirements of the independent auditor are explained in Attachment C. Additional information has been added to this document as compared with that developed for Indonesia to assist in the understanding of requirements for the industry and the independent auditors.

The rigor of the regulatory framework will be underpinned by this audit. The role of the independent auditor is to ensure full compliance of the exporter’s supply chain assurance system with the regulatory

framework. Prior to the first export of animals into a new exporter supply chain a formal independent audit report will assess and confirm (or otherwise) the compliance of the exporter's proposed supply chain with the regulatory requirements. From there, the system of independent auditing proposed is based on regular auditing of supply chains. This would include performance audits for the first five consignments into a supply chain. The frequency of further audits would be on a risk/performance basis.

2.3.6 Transparency and reporting

The regulator will receive reports from the exporter against each consignment to provide assurance of the effectiveness of control throughout the supply chain, animal traceability and the handling of animals in accordance with the "Guidance on meeting OIE Code animal welfare outcomes" for cattle and buffalo. This will include audit reports as well as an end-of-consignment/processing report for each consignment. Outcomes will be made publicly available taking into account any legitimate commercial sensitivities.

2.3.7 Variations to approved arrangements

When an exporter wishes to vary an approved exporter supply chain assurance system to use a facility that has not yet been independently audited and subsequently approved by DAFF, the exporter may seek approval from DAFF in writing. Approval will be considered based on evidence, including an independent audit report that provides assurance that the varied component/s of the supply chain meets the regulatory requirements.

In order to ensure animals can readily move to alternative facilities it is preferable, where possible, for the exporter to nominate the available approved facilities within a market at the Notice of Intent to export (NOI) submission stage. Multiple approved facilities can be nominated on the NOI as part of the exporter's supply chain and no further approval would be required to use these facilities. Assurance that the animals remained within approved facilities throughout the chain will be obtained by end of consignment/processing reporting and the independent audit function.

3. Implementation of the Regulatory Framework

3.1 International Trade Issues and Impacts

3.1.1 Bilateral trade relations

The Australian Government has no power to regulate in other sovereign nations. The Australian Government would be applying any new regulatory framework only to Australian exporters. However the new arrangements will clearly have an effect on supply chains in other countries. While there is no need for foreign governments to change their regulations, nor to do anything to facilitate the changed arrangements, it remains crucial for the Australian Government to work with overseas governments to raise awareness of what the Australian Government is pursuing and to seek their support. This is particularly important in those markets that are either key markets for Australian exports or depend on Australian imports for food security.

All countries presently receiving Australian livestock are members of the OIE, which promotes the efforts of its regional commissions to assist members to implement the OIE's animal welfare requirements within their territories. This provides an international platform through which Australia is already engaged with some of its trading partners and through which Australia could engender support for, as well as promote joint work.

Discussions with overseas posts and embassies of foreign governments in Australia have been underway since exports of live cattle to Indonesia were temporarily suspended. Government delegations have visited several key markets in the Middle East and South East Asia and met with relevant ministries (agriculture, trade, foreign affairs). There have also been visits undertaken as part of the independent review of the independent live export trade undertaken by Mr Bill Farmer, AO. Similarly, Australian industry has been working with exporters and importers to explain that changes in existing arrangements are expected to occur.

Trading partners who have a dependence on the import of Australian cattle for their food security or to meet economic development, religious or cultural requirements will be particularly sensitive to any real or perceived threats to the future of the trade. Many countries that have been consulted recently have indicated broad support for efforts to improve animal welfare, but there are others who will be sensitive to any new requirements that impact on their domestic industries and that may influence the way in which they are perceived by other members of the international community.

It will be important as part of any implementation strategy to engage closely with trading partners to ensure that the basis for the new arrangements is understood and that there is common commitment to achieving improved animal welfare outcomes that meet accepted international levels. It is important that the transition to new arrangements takes into account a reasonable timeframe for these discussions with trading partners to occur.

3.1.2 Capacity building

The IGWG recognises that improving animal welfare is a complex process that needs to be addressed through work at both the micro level (on the ground in markets, feedlots and abattoirs) and at the macro

level (through encouraging trading partners to adopt and implement international animal welfare standards through legislation and regulation).

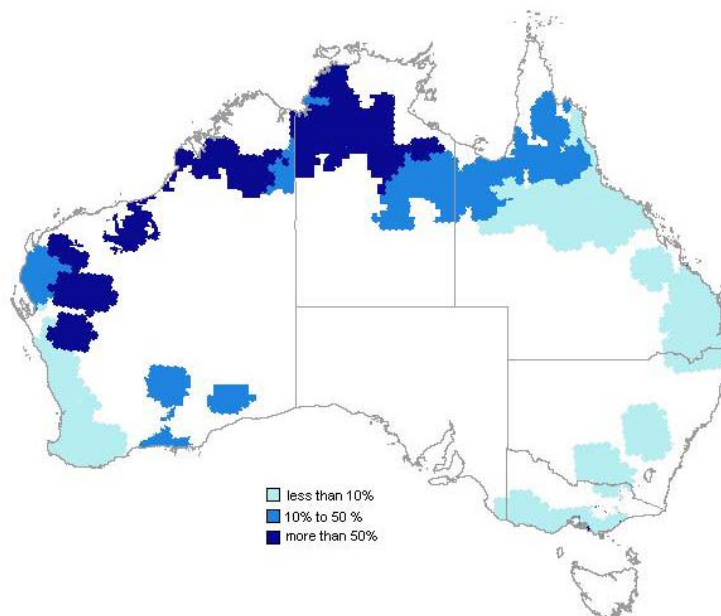
In order to achieve acceptable animal welfare outcomes in the supply chain arrangement in countries importing Australian livestock, the IGWG notes that improvements in supply chains could be accelerated by providing technical assistance and through capacity building projects for markets in the initial set up period. Any assistance provided should be considered on a case-by-case basis taking into account the size of the market, complexities associated with the supply chains, and economic status of the country to afford improvements. Consideration should be given to the appropriate role for the Australian Government and industry in these activities.

3.2 Domestic Issues and Impacts

A rapid implementation of a new regulatory framework could be disruptive to international trade and result in significant negative impacts on the Australian farm sector and related industries. It is possible that the proposed framework can be implemented in a way which minimises the disruption to established live animal markets while achieving the key principles being sought by the Australian Government.

The characteristics of the Australian cattle and buffalo export industries are explained in Attachment E. While the overall value of the trade, at more than \$500 million a year, is of itself significant for Australia, the regional importance of the trade is notable (as shown in Map 1). Around 93 per cent of live cattle exports for slaughter purposes are sourced from northern Australia (NT, WA and Queensland). In 2010-11, 66 per cent of live cattle were exported through northern ports. Of this, the largest proportions of animals were shipped through Darwin (59 per cent) and Broome (20 per cent).

Map 1: Percentage of total cash receipts from beef cattle for live export 2007-08 to 2009-10, farms with greater than 100 beef cattle



Source: ABARES AAGIS data

Because the live export industry is concentrated, the impact of any changes to livestock export standards, the cessation of exports to a particular market, or increases in the Australian price are felt most acutely in particular regions. There is a risk of adverse regional impacts as a result of changes to export conditions and volumes for the cattle industry. This was seen most recently with the suspension of trade to Indonesia. The limited availability of profitable alternative markets for cattle in northern Australia was a key reason for the significant impact that the suspension had on producers and support industries in the region. Some of the impacts have been discussed in a number of reports, including in a survey report by ABARES and report conducted of producers and businesses in northern Australia by Hydros Consulting, both of which are available publicly at www.liveexports.gov.au/news.

Market disruptions in other markets caused by the implementation of any new regulatory framework for cattle and buffalo are likely to be less than those caused by the Indonesian suspension, purely due to the relative dominance of exports to Indonesia. Cattle and buffalo producers and exporters depend on the Indonesian market more than any other, with Indonesia accounting for 65 per cent of cattle exports and 76 per cent of buffalo exports. Nevertheless, it is important that the industry has access to a range of markets to minimise the impact of disruptions to any one market in the future and taking account of the industry's long term goal of sustainability. A staged roll-out of the framework will provide exporters and importers with time to adapt to the framework and minimise disruptions to trade.

3.3 Transitioning to the new regulatory framework

A phased transition to the new regulatory framework will be necessary to take account of the number of markets and species. The IGWG proposes that transition be based around two key elements, as per Finding 2:

Finding 2: The IGWG proposes that the schedule for transition to the new regulatory framework be based around:

- sequencing of markets based on size of the trade to those markets; and
- timing based on a combination of practical considerations (what's able to be done) and sensitivities to market considerations.

This approach should be designed to give the Australian live export industry time to put in place compliant supply chain arrangements for each of the markets without unduly reducing the volume of trade, and meeting (to the extent possible) importing countries' needs. The timeline for introduction should also reflect the high priority placed on rapidly demonstrating acceptable animal welfare outcomes by the Australian Government.

It is proposed that all exports for all livestock species to 'new' markets will be subject to the new regulatory framework, and trade can only commence under the new framework. New markets are defined as those where no exports have occurred in the past five years or since the last significant change in the health protocol framework.

It is proposed that the date of effect of the new regulatory framework would apply to any export permits issued on or after that date (this would mean that notices of intention to export would need to be approved based on the new framework in advance of the deadline).

3.3.1 Sequencing - size of the market

The IGWG proposes that the new regulatory framework be rolled out in tranches that would cover larger markets (based on trade in live animals to those markets) in the first instance, with smaller markets being included after a period of time. The framework should be implemented to cover as large a proportion of total trade as possible in the first instance. By targeting several markets that make up the bulk of trade, the resources necessary to implement the framework (industry, exporters, and government including overseas posts, AQIS) can be managed. The decision on which countries will belong in which tranche could be based on trade thresholds from the 2010 calendar year. This also needs to take into consideration the likely parallel adoption of a new regulatory framework for sheep and goats which affects some common markets and exporters.

A further consideration is whether to apply the new framework to all species exported to a particular market if it is above the threshold for one species, or to apply the framework to exports of just that species. Applying the framework to a whole market may help manage representations made to overseas governments and importers. However, it may also divert effort in the short run away from the most significant areas requiring attention (due to the need to deal with supply chains handling small quantities of animals in particular markets).

3.3.2 Timing – practical considerations and sensitivity to the importing country’s requirements

The timing of implementation of the framework should take account of what is reasonably possible to expect in applying a substantial new approach to the live animal trade. The new approach will be unfamiliar to Australia’s trading partners and apply across a large number of markets and across different species of animals. Many of the exporters are supplying to multiple markets and will need a reasonable timeframe to put in place arrangements in each of those markets, including ensuring supply chains meet the OIE requirements.

The implementation date of the first tranche of countries should be also sensitive to importing country needs and cultural events. Hence, the timelines for adoption should take account of the Eid al-Adha (6-9 November 2011) which is the peak demand period for the Muslim countries. Similarly, the roll-out of further tranches will need to factor in 2012 Ramadan (20 July – 18 August 2012) and the 2012 Eid al-Adha (26-29 October 2012).

A mandatory timeframe for adherence to the new framework should not prevent exporters bringing supply chains in other markets into compliance with the framework in advance of the timelines on a voluntary basis.

3.4 Managing Immediate Risks

Given the time needed to implement the regulatory framework in all markets, early action will be needed to address any perceived immediate risks to animal welfare outcomes. While for sheep and goats there has been particular focus on the issue of private sales, for cattle the risk is more associated with supply chains that are well below the OIE requirements. It is important that industry actively manage these risks by avoiding sales to supply chains that are known to have these problems. Government officials have also been meeting with trading partners and raised awareness of government considerations around the live export trade and it is important that these discussions continue and increase.

Finding 3:

The IGWG proposes that in order to address immediate risks prior to the implementation of the new regulatory framework:

- industry actively prevent sales of animals through supply chains that involve facilities that are known to fall below OIE requirements; and
- Australian officials increase their activities with key government officials in overseas markets.

Industry Government Working Group on Live Cattle Exports

An Industry Government Working Group on Live Animal Exports was established following a meeting between the Commonwealth, Western Australia, Queensland and the Northern Territory agriculture ministers and members of the live animal export industry on 10 June 2011.

The Working Group consisted of industry representatives; the Commonwealth Chief Veterinary Officer; and representatives from the Australian, Western Australian, Queensland and Northern Territory Governments.

At the same meeting on the 10 June 2011, the Australian Government advised of safeguards that the government required to be implemented before trade to Indonesia could be resumed in full. These included:

- adherence to auditable acceptable welfare standards right through the supply chain to the point of slaughter
- full traceability
- full monitoring, auditing and compliance
- agreement with Indonesian authorities.

The role of the Working Group was to focus on operational issues that needed to be addressed to establish the safeguards the Government had requested. The Working Group was to also consider actions that could be taken to maintain and build a positive relationship with the Indonesian Government and industry. Finally, the Working Group has been considering the domestic and broader international industry issues arising from the temporary suspension of trade to Indonesia.

On 7 July 2011 the Australian Government announced it was lifting the suspension of live cattle exports to Indonesia and on 13 July 2011, the Minister for Agriculture, Fisheries and Forestry, Senator Joe Ludwig, announced the establishment of an Industry Government Working Group on Live Sheep and Goat Exports. As a result of these developments the role of the initial Industry Government Working Group on Live Animal Exports has been revised to include exports of cattle to all markets. Its name has been changed to reflect this.

Membership

The Working Group is chaired by the Secretary of the Department of Agriculture, Fisheries and Forestry, Dr Conall O'Connell, and consists of representatives of livestock industries, cattle exporters and Commonwealth, state and territory governments.

Terms of Reference

The Industry Government Working Group on Live Cattle Exports is to:

1. monitor and provide advice to governments and industry on the implementation of the new livestock export supply chain regulatory framework that has been put in place for live cattle exports to Indonesia.
2. continue to monitor and assess the domestic impacts on northern Australia's live cattle export industry as a result of the temporary suspension of the live cattle trade to Indonesia.
3. provide advice to the Minister for Agriculture, Fisheries and Forestry, Senator Joe Ludwig, by 26 August 2011 on a timeframe and process for implementation of a new livestock export supply chain regulatory framework to all other live cattle markets, that meets the following four principles:
 - a. meets OIE standards for animal welfare,
 - b. enables animals to be effectively traced or accounted for by exporters within a supply chain through to slaughter,
 - c. has appropriate reporting and accountability, and
 - d. is independently verified and audited.
4. consider any impacts or longer term adjustment responses for Australia's live cattle export industry, including access to international markets, arising from the application of the new livestock export supply chain regulatory framework.
5. consider the outcomes of the independent review into Australia's livestock export trade (Farmer Review) and any implications the review may have on the implementation of the livestock export supply chain assurance regulatory framework and other live cattle export issues.

Industry Government Working Group on Live Cattle Exports

Membership

Chair

Dr Conall O’Connell Secretary, Department of Agriculture, Fisheries and Forestry

Industry groups

Mr Peter Kane	Australian Livestock Exporters’ Council
Mr Lach MacKinnon	Australian Livestock Exporters’ Council
Mr Robert Sutton	LiveCorp
Mr David Inall	Cattle Council of Australia
Mr Jed Matz	Cattle Council of Australia
Dr Peter Barnard	Meat and Livestock Australia
Mr Michael Finucan	Meat and Livestock Australia
Mr David Crombie	GRM International
Mr Luke Bowen	Northern Territory Cattlemen’s Association
Mr Haydn Sale	Manager/joint owner Yougawalla

Exporters

Dr Richard Trivett Representing live exporters

State/ Territory Government

Mr Rob Delane	Department of Agriculture and Food, Western Australia
Mr Bruce Turner	Department of Employment, Economic Development and Industry, Queensland
Mr Rod Gobbey	Department of Resources-Primary Industry, Northern Territory

Commonwealth Government

Dr Mark Schipp	Australian Chief Veterinary Officer (acting)
Ms Rona Mellor	Department of Agriculture, Fisheries and Forestry
Mr Phillip Glyde	Department of Agriculture, Fisheries and Forestry
Mr James Flintoft	Department of Agriculture, Fisheries and Forestry
Mr Paul Morris	Department of Agriculture, Fisheries and Forestry

Livestock Export Supply Chain – Regulatory Approach Cattle and Buffalo

1. Purpose

The purpose of this document is to define some of the detail associated with the controlled supply chain assurance approach to apply to Australian cattle / buffalo exports for feeder/slaughter purposes to all markets. In particular the paper outlines:

- Roles and responsibilities of key participants in the supply chain
- Exporter assurance of the controlled supply chain
- Animal traceability requirements
- Auditing requirements
- Reporting requirements

References to “vessel” in this document may also include aircraft movements.

2. Roles and Responsibilities

The following table outlines the core responsibilities of the exporter and the regulator (Australian Government Department of Agriculture, Fisheries and Forestry - DAFF):

Responsible Entity : Exporter

Responsibilities

The export supply chain

- Implement and maintain processes throughout a controlled offshore supply chain to ensure that animals can be accounted for at all stages and the handling meets the “Guidance on meeting OIE Code outcomes” checklist for cattle and buffalo.
- Establish and maintain a process for independent verification and reporting along the supply chain.
- (Note that the onshore and voyage elements of the supply chain are regulated under existing arrangements)

Pre export in Australia and voyage:

- Ensure animals are prepared for the export voyage, completion of movement documentation and ensure permanent individual identification of animals.
- Ensure animals are managed in accordance with the Australian Standards for the Export of Livestock (ASEL).

Transport to and handling at the feedlot/holding facility:

- Ensure transport to the feedlot/holding facility is in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” checklist for cattle and buffalo
- Ensure animals are transported to the feedlot/holding facility within the controlled supply chain
- Implement and maintain processes to ensure that animals can be accounted for and are handled in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” checklist for cattle and buffalo

Transport to the abattoir/slaughter facility:

- Ensure transport to the abattoir/slaughter facility is in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” checklist for cattle and buffalo
- Ensure animals are transported to the abattoir/slaughter facility within the controlled supply chain
- Implement and maintain processes to ensure that animals can be accounted for and are handled in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” checklist for cattle and buffalo

At the abattoir/slaughter facility:

- Implement and maintain processes to ensure that animals can be accounted for and are handled in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” checklist for cattle and buffalo

Independent third party audit

- Ensure independent audit report is supplied to DAFF as required

Responsible Entity : DAFF**Responsibilities**

- Regulation of exporter in accordance with Australian legislation
- Receive and consider evidence of the verification of the exporter’s supply chain from the exporter and the independent third party auditor prior to deciding whether to grant permission to export
- Receive and consider evidence, including from an independent auditor, of any proposed variations to the exporter’s approved supply chain as nominated in the initial Notice of Intent to export (NOI).

3. Exporter Assurance of Controlled Supply Chain

The exporter must obtain and provide evidence of supply chain control from the point of unloading of the vessel to the point of slaughter.

The evidence must include documentation clearly outlining the relationship between the licensed exporter, importer, feedlot/holding facility operator and abattoir/slaughter facility operator and transporters in the overseas country and the control method.

The control process must be transparent and verifiable by an independent auditor.

For example, control may be achieved by:

- Vertical integration and ownership of premises
- Contracts between entities along the supply chain
- Other commercial methods

When an exporter wishes to vary an approved exporter supply chain assurance system (ESCAS) to use a facility that has not yet been independently audited and subsequently approved by DAFF, the exporter may seek approval from DAFF in writing. DAFF considers that such an application to vary an importer and

/or feedlot / holding facility whilst the animals are on board the ship or aircraft is high risk. DAFF approval of such a variation to a supply chain may not be achievable in accordance with an exporter's preferred commercial timeframes.

In order to ensure animals can readily move to alternative facilities within an approved supply chain it is advisable, where possible, for the exporter to nominate supply chains that include the range of possible facilities within a market at the NOI submission stage. Multiple facilities can be nominated on the NOI as part of the exporter's supply chain. Once approved by DAFF as part of the exporter supply chain no further approval would be required for movement between these facilities. Assurance that the animals remained within approved facilities throughout the chain will be obtained by the end of consignment/processing report and the independent audit function.

4. Animal Traceability

The controlled supply chain system will be underpinned by an animal traceability and tracking system.

Core Principles

The implementation of a traceability system must be based on the following core principles:

1. Identification of individual cattle / buffalo in a consignment, so that the animals are permanently linked to the consignment.
 - Linkage might be achieved through visual tags or through electronic identification devices.
 - An industry preference is for individual, electronic, animal identification.
 - In terms of the ability to track each and every animal in a consignment, the system implemented must have a low failure rate (e.g. through lost tags).
 - Currently not all livestock species exported from Australia have individual identification as normal practice
2. The exporter must have access to movement data, so that the locations of all animals in a consignment are known at any point in time and are able to be reported.
3. The exporter must be able to demonstrate that appropriate evidence exists for all animal transactions and movements that provide sufficient detail (company name, location address etc) to demonstrate that the animal movement has occurred within the supply chain specified by the exporter.
4. The system must be auditable, with the physical location of individual animals reconcilable against movement records.
5. Reconciliation reports must be available for each animal in the exporter's consignment and for a series of consignments completed by the exporter.

Traceability and assurance along the chain

In order to deliver a whole-of-chain traceability and assurance system that meets the overarching objectives of the exporter controlled supply chain, movement recording, reconciliation and verification processes must be implemented at each point along the chain, as shown below.

Export Depot/Registered Premises (Australia):

- As animals move from the export depot, verify/ensure that all cattle / buffalo are identified through mechanisms that will permanently link the animals to the consignment.
- The individual animal must be linked to the Export Certification (Health Certificate and Export Permit) number.

Port (Australia):

- Count animals onto the ship.
- Reconcile movements out of the export depot with movements onto the ship.
- Animals that do not board the ship or die in transit must be recorded and accounted for.
- Documentation, including individual National Vendor Declaration/Waybills (State/Territory requirement), Health Certificates, Export Permit, Packing List and vessel Load Plan will be available at the point of loading.
- The Packing List will link individual cattle / buffalo to both the exporter and the importer.
- The vessel load plan will provide a summary of the consignment and identify where consignments will be housed on the ship.

Ship (voyage from Australia to Destination Port):

- Ensure segregation of consignments while on board the ship, including animals moving into and out of sick pens (e.g. through the use of visual identifiers or paint markings).
- Record mortalities on the 'End of Voyage' report.

Destination Port:

- Count animals off the ship to individual feedlot/holding facility customers.
- Trucking dockets/records will be issued as animals are loaded on trucks. These dockets/records include the ship name, consignee name and number of head, and can sometimes be accompanied by a weigh docket.

Feedlot/Holding Facility Entry:

- Pass trucking dockets/records to the feedlot/holding facility on arrival of each truck. The feedlot/holding facility combines all trucking dockets/records for a consignment into a summarised total.
- Record individual animals when they arrive at the feedlot/holding facility.
- Ensure segregation of consignments by exporter.
- Record mortalities.

Feedlot/Holding Facility Exit:

- Record all animals as they are dispatched and record a movement from the feedlot/holding facility to the abattoir.
- Other evidence such as a feedlot/holding facility health certificate and trucking docket could be generated and delivered with the consignment to the abattoir/slaughter facility.

Abattoir/Slaughter Facility:

- Present evidence such as the trucking docket on arrival at the abattoir/slaughter facility.
- Ensure physical segregation of consignments at the abattoir/slaughter facility.
- As animals go to the slaughter box, register each animal as deceased.

Risk mitigation plan for a traceability system

A number of risks have been identified throughout the supply chain that could affect the integrity of the system. It is important that appropriate processes are implemented to mitigate these risks. The following table outlines the key risks and a proposed risk mitigation plan:

Risk: Segregation of cattle / buffalo

Location: On board the ship

Mitigation Plan: For larger ships, where there are mixed consignments and segregation via deck is not feasible due to cost implications, processes will need to be implemented to ensure segregation, including the management of animals into and out of sick pens.

Load plans will identify the specific location of animals on board the ship and will facilitate the effective segregation of animals.

The amendment of work instructions for stockmen on board ships to ensure the required segregation of mixed consignments will also be required.

Risk: Segregation of cattle / buffalo

Location: Feedlot/holding facility

Mitigation Plan: Animals arriving at the feedlot/holding facility will be segregated by the exporter. This is achieved through existing processes, which are based on customer payments for delivery.

Consignments will also be segregated to facilitate traceability.

Risk: Segregation of cattle / buffalo

Location: Abattoir/slaughter facility

Mitigation Plan: Animals arriving at an abattoir/slaughter facility will be segregated based on the consigning feedlot/holding facility. For many abattoirs/slaughter facilities it is probable that multiple feedlots will consign animals to that abattoir on a single day.

Management of animals in abattoirs/slaughter facilities will be necessary to ensure that trace back to an exporter's consignment is always possible.

Risk: Management of lost tags

Location: Whole-of-chain

Mitigation Plan: Management procedures need to be put in place to reconcile animals in consignments conducted by the exporter. This may mean management procedures to address issues such as lost tags, so that even if a tag is lost it remains possible to link individual animals back to a consignment.

Risk: Staff capabilities in meeting system requirements

Location: Whole-of-chain

Mitigation Plan: Staff within the supply chain in Australia and importing country will need to be trained so that they have the capability to implement the traceability system.

Risk: Equipment failure and technical support

Location: Feedlot/holding facility and abattoir

Mitigation Plan: It is important that appropriate processes are developed for the handling and usage of technical equipment.

Processes will need to be developed to ensure that there are back-up mechanisms in place in the event of equipment failure and that staff training programs are developed to ensure appropriate equipment usage and data management.

5. Auditing Requirements

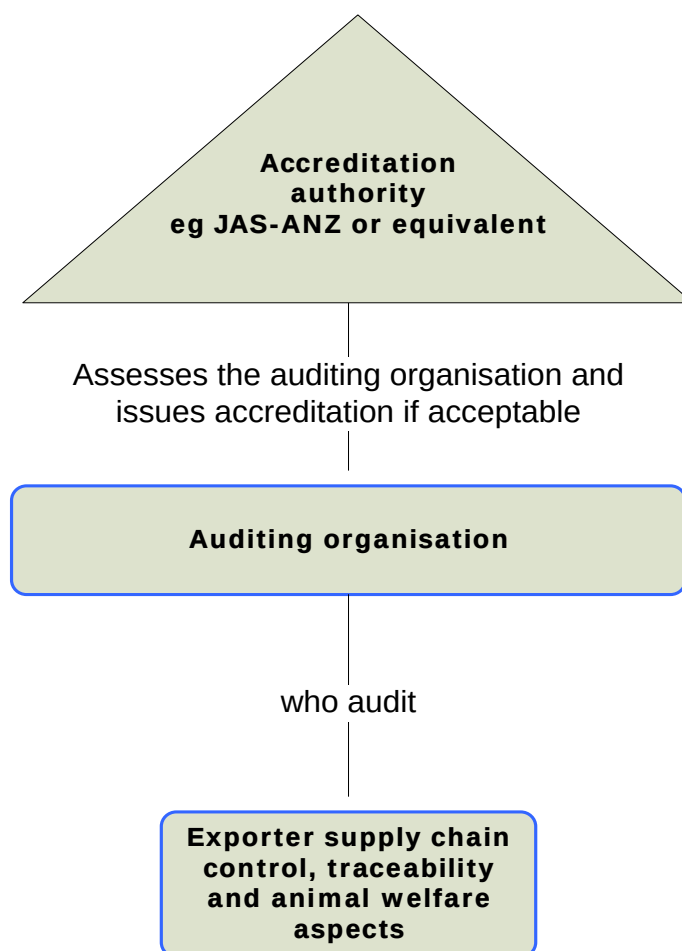
The Government requires the controlled supply chain assurance to be audited by an independent third party auditor. The audit is to assess if the supply chain meets the "Guidance on meeting OIE Code animal welfare outcomes" checklist for cattle and buffalo and that appropriate control and traceability of animals exists.

The exporter must procure the services of an auditor who is independent, has no conflicts of interest, and possesses an appropriate level of competence and expertise (through qualifications and experience). The audit conducted should be consistent with international auditing standards and guidelines, be transparent, be evidence based and be conducted in an impartial, ethical and professional manner. Results from audits will be provided to Government and will be made publicly available.

The three explicit requirements specified for an auditor are independence, no conflicts of interest, and possessing an appropriate level of competence and expertise. In assessing these three requirements, DAFF is requesting that evidence be provided by the exporter of current accreditation of the auditor by an appropriate authority such as the Joint Accreditation System – Australia and New Zealand (JAS -ANZ) or equivalent. This accreditation should be to an international standard (such as a standard of the International Standards Organisation) in a relevant area.

The basis of this requirement is that accreditation by such national bodies provide an endorsement of the auditor's "competence, credibility, independence and integrity in carrying out its conformity assessment activities" (www.jas-anz.org/). The following diagram demonstrates the relationship between the national accreditation body, the auditor and the auditor's role in checking that the exporter supply chain meets the "Guidance on meeting OIE Code animal welfare outcomes checklist for cattle and buffalo" and that appropriate control and traceability of animals exists.

A licensed exporter will be required to provide an initial independent audit report for a new supply chain as part of the NOI application process. The initial audit must cover the control, traceability and animal welfare aspects. For animal welfare aspects, the independent auditor would evaluate whether the supply chain complies with OIE requirements of animal welfare. The auditor will use the checklist titled "Guidance on meeting OIE Code animal welfare outcomes for cattle and buffalo" developed by the IGWG.



An additional performance independent audit report is required for the first five consignments exported into a supply chain. The performance audit must report on the performance of the control, traceability system and animal welfare aspects of the supply chain.

Following the receipt of five “performance” independent audit reports, the frequency of ongoing independent audit reports for a specific supply chain will be determined by the department on a risk/performance basis.

6. Reporting

The government will require reports from the exporter against each consignment to provide assurance of the effectiveness of control throughout the supply chain, animal traceability and the handling of animals in accordance with the “Guidance on meeting OIE Code animal welfare outcomes” for cattle and buffalo (Attachment D).

The final schedule of reporting will be risk based for each consignment or exporter and will cover the elements of the supply chain as necessary.

Guidance on Meeting OIE Code Animal Welfare Outcomes For Cattle and Buffalo

Version 2.2 20 August 2011

This guidance is intended to assist Australian exporters of live animals and the importers, transporters, feedlotters and processors of these animals meet OIE Code animal welfare outcomes.

The guidance is structured to cover common stages in the journey of slaughter or feeder livestock from disembarkation to processing in the country of destination.

The standards that follow are drawn from the World Organisation for Animal Health (OIE) Terrestrial Animal Health Code (2010).

For each supply chain element from disembarkation to processing the desired animal welfare **outcomes** have been identified, drawn from the OIE Code. To consistently meet these animal welfare outcomes a **performance checklist** was developed drawing out the key performance indicators contributing to that animal welfare outcome.

It is intended that performance against these standards be able to be independently audited. To this end **performance measures and targets** have been proposed for each performance element. The targets proposed have been drawn from international practice and industry experience. It is anticipated that these will be refined with experience in using and auditing against these animal welfare standards.

Further explanation of these terms is provided under “Definitions”.

This document will be refined in the light of practical application. If you have comments or suggestions in relation to this guidance please contact <OCVO@daff.gov.au>.

Note on versions:

Version series 1: Indonesia – incorporated into series 2 and 3

Version series 2: cattle and buffalo

Version series 3: sheep and goats

Further reading

1. OIE Terrestrial Animal Health Code, 19th Edition 2010. Chapter 7.2; Transport of Animals by Sea.
2. OIE Terrestrial Animal Health Code, 19th Edition 2010. Chapter 7.3; Transport of Animals by Land.
3. OIE Terrestrial Animal Health Code, 19th Edition 2010. Chapter 7.4; Transport of Animals by Air.
4. OIE Terrestrial Animal Health Code, 19th Edition 2010. Chapter 7.5; Slaughter of Animals.
5. National Animal Welfare Standards for Livestock Processing Establishments, 2009 prepared on behalf of the Australian Meat Industry Council (AMIC).
(<http://www.amic.org.au/sitemedia/w3svc116/uploads/documents/industry%20animal%20welfare%20standards.pdf>)
6. Grandin, T. (1998a) Objective scoring of animal handling and stunning practices at slaughter plants. Journal of American Veterinary Medical Association, 212, 36-39
7. Grandin, T. (1998b) The feasibility of using vocalization scoring as an indicator of poor welfare during slaughter. Applied Animal Behaviour Science, 56:121-128
8. Grandin, T. Auditing and scoring of vocalization of cattle and pigs at slaughter plants as an indicator of poor practices that are detrimental to animal welfare
(<http://www.grandin.com/auditing.scoring.poor.practices.html>)
9. Opinion of the Scientific Panel on Animal Health and Welfare on a request from the Commission related to welfare aspects of the main systems of stunning and killing the main commercial species of animals, The EFSA Journal (2004), 45, 1-29
www.efsa.europa.eu/en/scdocs/doc/45.pdf
10. Australian Standards for the Export of Livestock (Version 2.3) 2011
<http://www.daff.gov.au/animal-plant-health/welfare/export-trade/livestock-export-standards>

Definitions

OIE Guidelines

Recommendations developed by the World Organisation for Animal Health (OIE) to ensure the welfare of food animals.

The OIE Code's chapters on animal welfare provide recommendations to ensure the welfare of food animals through the slaughter process until they are dead. The OIE guidelines are written in such a way that they require interpretation in order to be verified effectively. This can be in the form of an industry standard which satisfies the requirements of OIE in an auditable format (verifiable with a clear welfare outcome). Standards contain the word 'must'.

Guidelines

Recommended practices that should be followed to achieve the desirable animal welfare outcome/objective.

In this context Guidelines provide advice on how a business operator could manage their normal operations in order to reliably meet a standard .

Audit

A systematic and functionally independent examination to determine whether activities and related results comply with planned objectives.

An audit provides an evaluation of the system and therefore provides a degree of assurance about day to day compliance.

Inspection

The examination of activities or facilities in order to verify that they conform to requirements.

An inspection usually provides a 'snap-shot' of performance on the inspection day.

Standard

Systematic control of activities to ensure that the needs and expectations of customers are met.

Contemporary animal welfare standards are commonly written with a 'welfare outcome'. These are less prescriptive standards and rely on the utilisation of performance criteria/indicators to determine if the outcome has been achieved.

Standard Operating procedure (SOP)

A written document or instruction detailing all steps and activities of a process or procedure.

SOPs are authorised documents that relate to the application of the standard.

Corrective action

Where non-compliance with the specified requirements is detected Corrective Action (CA) is undertaken by management. CA should immediately prevent poor animal welfare outcomes, return the process to compliant outcomes as soon as possible, and prevent future recurrence by addressing any underlying problem/s.

CA may involve a change of procedure and/or immediate repair to facilities, infrastructure or equipment. Assessment of its effectiveness commences immediately it is implemented.

Steps

The smaller actions that when put together form a procedure (part of the written SOP).

Each step is a component of a larger SOP. When steps are correctly performed and combined with other steps or activities the SOP is correctly performed. For example the SOP of placing an animal in a restraining box has several steps which must be performed correctly and in sequence to achieve the required animal welfare outcome.

Work Instruction (WI)

Detailed instructions that specify exactly what steps to follow to carry out an activity/task.

Occasionally the SOPs and WIs are used interchangeably, but generally a SOP will describe the steps of a process, while a WI describes how an actual task is performed (for example, the slaughter SOP would require further WIs on how to efficiently perform an effective sticking cut with an animal in upright or lateral recumbency). Work instructions are authorised documents that relate to the application of the standard.

Performance criteria/indicators/ measures

What must be achieved to meet the defined animal welfare outcome as defined in the standard.

Animal welfare standards are accompanied by performance indicators/criteria, designed to enable the business to determine whether the outcome has been achieved and to introduce consistency and objectivity into the assessment process. Performance criteria must be verifiable/measurable.

Performance checklist

A list of performance criteria/indicators that can be used in the audit process to assess compliance with a standard.

A checklist of behaviours and activities that must be correctly performed to meet the required animal welfare outcomes.

Feedlot

A facility where livestock are fattened for market

Distinguished from a farm by lack of access to pasture and from a holding facility by the provision of feed for the purposes of fattening for market.

Holding facility

An area where animals are held between different phases of their journey

May be a temporary facility wherein animals are detained between legs of a journey. Feed may be required for maintenance purposes, but is not provided for the purpose of fattening for market.

Animal Welfare Outcomes

	SUPPLY CHAIN ELEMENT	OIE OUTCOMES
1	Handling of Livestock OIE 7.5.1 and 7.5.2	Livestock are handled efficiently and in a way that minimises the risk of adverse animal health and welfare outcomes. • Suitable personnel to allow for handling of the livestock through the supply chain without undue stress and with a minimum of needless delay.
2	Land Transport of livestock OIE 7.5.2	Livestock are loaded, transported and unloaded appropriately to avoid pain and injury and minimise the risk of adverse animal health and welfare outcomes. • Loading / unloading facilities are suitable for loading / unloading of livestock from vessels/vehicles. • Loading / unloading of vehicles is performed in ways and using facilities that prevent livestock experiencing undue stress, disease or injury. • Animals that are unfit for further transport by road are identified, documented and removed. • Animals that are unfit for further transport are treated or humanely euthanized to prevent them experiencing needless suffering. • Vehicles are clean and suitable for transporting livestock of the type involved for the distance required without causing undue stress or injury. • Vehicles are operated to deliver the animals to the destination with a minimum of delay and without causing undue stress or injury and with no interim loading of additional stock. • Animals identified as injured, ill or otherwise distressed are treated appropriately. • Suitable personnel to allow for handling of the livestock through the supply chain without undue stress and with a minimum of needless delay.

3	Feedlot/holding Facility OIE 7.5.2	Facilities are designed and constructed to hold an appropriate number of livestock without compromising the welfare of the animals. • The design and operation of facilities and equipment in place at feedlots/holding facilities facilitates the natural 'flow' of animal movement without causing undue stress and excitation or otherwise compromising the welfare of the livestock. • Animals in the facility should maintain their normal social groupings and have sufficient space in their pens to exhibit normal behaviours without risk of injury. • The design and operation of facilities in place at feedlots/holding facilities allows for the removal of distressed, aggressive, sick or injured animals with a minimum of disruption to other livestock in the area. • Animals identified as injured, ill or otherwise distressed are treated appropriately.
4	Lairage OIE 7.5.3 and 7.5.4	Facilities are designed and constructed to hold and slaughter an appropriate number of livestock in relation to class and the throughput rate of the slaughterhouse without compromising the welfare of the animals. • Animals are moved into the feed-race to be restrained at a rate that ensures no animal experiences undue delay before it is humanely slaughtered. • Animals at the processing establishment awaiting slaughter, either in races, forcing pens or in the lairage, are protected from excessive or potentially disturbing noises, smells or other stimuli that may be a source of stress. • Animals that become distressed while awaiting slaughter are moved away from animals being prepared for slaughter so as not to cause them unnecessary stress and are treated in accordance with the general guidelines for handling and treating animals until they can be expeditiously slaughtered without undue further distress. • Restraint of animals to facilitate effective and efficient slaughtering is provided in a way and using facilities to not distress or injure the animal and that is adequate for the size and nature of the animals presented for slaughter. • Animals that cannot be effectively restrained using humane methods are not to be slaughtered • Stressed animals should be humanely killed immediately if necessary.

5	Slaughter with Stunning OIE 7.5.7 and 7.5.8	Where performed, stunning effectively and reliably renders the animal unconscious until it dies from blood loss. • Slaughtering of animals at processing establishments does not cause undue stress to the animals. • Where stunning is performed immediately following the neck cut (sticking) it effectively and reliably renders the animal unconscious until death supervenes from blood loss. • Where stunning is performed prior to sticking it immediately renders the animal unconscious until death supervenes from blood loss. • Stunning is to be performed on appropriately restrained animals using properly maintained equipment designed for the species and the purpose and operated in ways that provide for the required outcome. • Only competent¹ persons are authorised to use the stunning equipment. • Slaughter staff effectively sever blood vessels in the neck to expedite death from blood loss with the least possible delay after the animal has been effectively restrained for slaughter or stunned. • Absence of brain-stem reflexes consistent with the animal being dead is to be confirmed prior to the commencement of hanging and/or dressing procedures.
6	Slaughter without Stunning OIE 7.5.9	Animals are restrained humanely and slaughtered competently to minimise any suffering involved. • Slaughtering of animals at processing establishments does not cause undue stress to the animals. • Livestock are restrained humanely, not tripped, thrown, dropped or suspended by their limbs whilst conscious. • Where stunning is not performed prior to slaughter, the neck cut ('sticking') is to be performed as a single cut with a freshly sharpened knife. • Slaughter staff effectively sever blood vessels in the neck to expedite death from blood loss with the least possible delay after the animal has been effectively restrained for slaughter. • Where stunning is not performed immediately following the neck cut (sticking) the animal is not to be disturbed and the wound edges not allowed to touch or be touched until the animal loses consciousness. • Absence of brain-stem reflexes consistent with the animal being dead is to be confirmed prior to any movement of the carcase or the commencement of dressing procedures.

¹ As determined by the relevant regulatory authority

Animal Welfare Performance Targets and Measurements

Supply Chain Element 1 - Handling of Livestock					
OUTCOME: Livestock are handled efficiently and in a way that minimises the risk of adverse animal health and welfare outcomes.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	

1.1 Movement of livestock is carried out calmly and effectively.	Are staff observed to be working in accordance with Standard Operating Procedures for the relevant facility? Does this SOP incorporate low stress animal movement using natural behaviour? Observe management - what occurs when staff do not follow Standard Operating Procedures - Is control exercised and correction made to prevent recurrence? Are animals slipping² in races and on ramps? Target – less than 3% Are animals falling³ during loading unloading and movement? Target – less than 1%				
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² Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

³ Falling is any body contact with the floor, excluding feet and/or legs

1.2	Staff do not try to make animals move (by moving into the flight zone) if they have nowhere to go.	Are staff observed to be working in accordance with Standard Operating Procedure for the relevant facility? Are animals handled without being forced needlessly to 'crowd' in races, pens etc by deliberate human activity? Target - animals are only forced against others to move towards an exit.				
1.3	If animals are already moving in the correct direction, they are never hit or have unnecessary pressure put on them	Are stock moving in the correct direction allowed to move without being hit or having pressure needlessly applied to them? Are supervisory staff applying corrective measures?				
1.4	Livestock are not isolated unless necessary.	If livestock are observed to be isolated can staff provide a justifiable reason for the isolation? Are supervisory staff applying corrective measures?				
1.5	Livestock are not left individually restrained during break times or delays.	Does observation show that no animal is left individually restrained during a break period or delay?				

1.6 All individual livestock are observed for signs of lameness, illness and injury during loading, unloading and when in facilities.	Are staff aware of the facility's Standard Operating Procedures for inspecting animals? Are supervisory staff applying corrective measures? Are animals inspected during loading, unloading and when in facilities (refer to Supply Chain Elements 2, 3, and 4)? What action is taken if lame or injured animals are detected?				
1.7 Livestock are never forced to walk over the top of other animals.	Are staff aware of and observed to be working in accordance with the facility's Standard Operating Procedures for handling animals? Are livestock moved without animals forced to walk over the top of others?				
1.8 Animals are handled to avoid harm, distress or injury.	Are animals handled without being tripped, dropped or thrown? Is appropriate manual lifting used? Where animals are manually handled does this occur without grasping or lifting only by their wool, hair, feet, neck, ears, tails, head, horns or limbs?				

1.9 Downer animals (animals that cannot walk or stand) are identified and provided with special handling and management.	Are downer animals identified and provided with special handling and management? Are facilities available to care for, or to segregate weak, ill or injured animals? Are weak, injured, or ill animals appropriately documented? Are facilities and equipment available to humanely dispose of animals on site or transport them for emergency slaughter?				
1.10 Livestock are not subjected to procedures that cause pain and suffering.	Ask and Observe: Are livestock handled without being subjected to painful procedures (including tendon cutting, whipping, tail twisting, use of nose twitches, pressure on eyes, ears or external genitalia)? Are livestock moved without the use of goads or other aids which cause pain and suffering (including large sticks, sticks with sharp ends, lengths of metal piping, fencing wire or heavy leather belts)?				
1.11 Electric prodders are not carried or routinely used (only used in emergency).	Are electric prodders not being carried or used routinely?				

Supply Chain Element 2 – Land Transport of Livestock					
OUTCOME: Livestock are loaded, transported and unloaded appropriately to avoid pain and injury and minimise the risk of adverse animal health and welfare outcomes.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	
2.1 Vessel discharge ramp with non slip flooring.	Does the vessel discharge ramp have adequate non slip flooring? Take a measurement of slips and falls on the vessel discharge ramp. No more than 3 out of 100 animals are observed to slip⁴. No more than 1 out of 100 animals are observed to fall⁵. Does corrective action occur if slippages and falls exceed limits?				
2.2 Vessel discharge ramp sides sufficiently high to prevent escape.	Are ramps high enough to prevent escape? Target - No animals escape during discharge from the vessel. If any animals escape, are corrective actions taken immediately?				

⁴ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

⁵ Falling is any body contact with the floor, excluding feet and/or legs

2.3 Livestock are unloaded from vessel by competent stock handlers in a manner that avoids injury and minimises stress.	Are staff observed to be working in accordance with Standard Operating Procedures? Are all animals unloaded without being injured? Target – no animals injured during unloading. If any animals are injured, are corrective actions taken immediately?				
2.4 Loading and unloading facilities do not have any faults or flaws that will cause injury to the animals.	Are loading/unloading facilities observed free from any sharp protrusions, faults or flaws that could cause injury or allow escape? If defects as above are noted, are corrective actions taken immediately?				

2.5 The vehicles are suitable for transporting livestock of the class involved and for the distance required.	Inspect 50% of vehicles used in 30 minutes of a loading / unloading / disembarkation period. On inspection do all vehicles have flooring that will minimise slipping? On inspection are all the livestock crates of sufficient height for the animals being transported and in accordance with Standard Operating Procedures? On inspection are livestock densities appropriate for the vehicle inspected and in accordance with Standard Operating Procedures?				
2.6 Livestock vehicles are free from faults or flaws that will allow escape or cause injury.	Are vehicles observed free from any sharp protrusions, faults or flaws that could cause injury or allow escape? Are vehicles inspected prior to livestock loading? If defects as above are noted, are corrective actions taken immediately?				
2.7 Discharge ceases if angle of discharge ramp causes livestock to fall or slip during discharge.	Does discharge cease when ramps angle is associated with excessive falls or slips?				

2.8 Livestock are loaded and unloaded from vehicles in a calm and efficient manner.	Are staff observed to be working in accordance with Standard Operating Procedures? Are livestock unloaded without needless use of noise and goads?				
2.9 Livestock that are unfit for loading, unloading or transport are identified and documented and either treated or humanely disposed of.	Are suitable facilities available to care for, or to segregate weak, ill or injured animals? Are weak, injured, ill and humanely disposed of animals appropriately documented? Are facilities and equipment available to humanely dispose of animals on site?				

Supply Chain Element 3 – Feedlot/holding Facility					
OUTCOME: Facilities are designed, maintained and operated to hold and feed an appropriate number of livestock without compromising their welfare.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	
3.1 Livestock are loaded and unloaded from vehicle in a calm and efficient manner.	Are staff observed to be working in accordance with Standard Operating Procedures?				
3.2 The number of livestock unloaded does not exceed the capacity of pens and races available.	Are livestock held in raceways only to assist movement through the feedlot/holding facility? Target - no animals held in raceways.				
3.3 Holding pens provide enough space for the animals to stand up, lie down and turn around.	Do penned livestock have sufficient space to stand up, lie down and turn around?				
3.4 The loading and unloading facilities are free of faults or flaws which will cause injury to the animals.	Are loading/unloading facilities observed free from any sharp protrusions, faults or flaws that could cause injury or allow escape? If defects as above are noted, are corrective actions taken immediately?				

3.5 Loading/unloading ramps are not slippery or excessively steep.	Do the loading and unloading ramps have non slip flooring? Observe at least 2 vehicles unloading or 20 animals, preferably 5 trucks and 50 animals. Are less than 3% of animals observed to slip⁶? Are less than 1% of animals observed to fall⁷? If slippages and falls exceed limits, are corrective actions taken immediately?				
3.6 Pens, races and gates are free from protrusions and sharp edges that can injure animals.	Are facilities free from sharp protrusions that can injure animals? If protrusions and sharp edges are noted, are corrective actions taken immediately?				

⁶ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

⁷ Falling is any body contact with the floor, excluding feet and/or legs

3.7 The design and flooring of passageways and races allows for calm and effective animal movement.	Are races and passageways suitable for the species involved and with minimal abrupt corners? Observe at least 50 animals being moved and record vocalisations (any audible vocal sound). Target – less than 3% vocalisation. Flooring does not hamper animal movement Target – less than 3% animals baulk or try to turn around because of flooring Are less than 3% of animals observed to slip⁸? Are less than 1% of animals observed to fall⁹?				
3.8 Lighting is conducive to animal movement.	Observe at least 50 animals being moved. Lighting provides even, uniform light without dark shadows so as not to hamper animal movement. Target – less than 3% animals baulk or try to turn around because of lighting.				

⁸ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

⁹ Falling is any body contact with the floor, excluding feet and/or legs

3.9 Feedlot/holding facility design and lighting enables animals to be inspected.	Does feedlot/holding facility design enable animals to be inspected? Is lighting sufficient for inspecting livestock?				
3.10 Clean water is available for all animals.	Is clean water available in all pens where livestock are held? Are livestock observed to be able to access drinkable water?				
3.11 Feed of sufficient quantity and quality is available to all animals.	Are management aware of feedlot/holding facility Standard Operating Procedures for feed quality and quantity requirements? Are facilities for providing feed available and operational? Are livestock observed to be able to access feed?				
3.12 The feedlot/holding facility is designed so that animals are protected from exposure to adverse weather conditions.	OBSERVE – Do animals in the feedlot/holding facility have free access to shade and/or shelter? ASK - Is protection from adverse weather provided in other ways?				

3.13 Animals are inspected twice daily and records are kept.	Are staff aware of the facility's Standard Operating Procedures for inspecting animals? Ask at least two feedlot/holding facility staff what the daily inspection routine is. Target – confirmation from staff inspection occurs at least twice daily. Does the feedlot have a documented system for recording inspection and monitoring performance? Does the feedlot review the performance of the animals in the feedlot?				
3.14 Animals are inspected and drafted on arrival at the facility.	Are staff aware of the facility's Standard Operating Procedures for inspecting animals? Are animals inspected and drafted on arrival at the facility? If no animals arriving, ask at least two feedlot/holding facility staff what the arrival inspection routine is. Target – to observe at least one vehicle inspected on arrival or confirmation from staff inspection occurs on arrival at the facility.				

3.15 Sick or injured animals are humanely disposed of or segregated and treated appropriately.	Are staff aware of the facility's Standard Operating Procedures for treating sick and injured animals? Are facilities available to care for, or to segregate weak, ill or injured animals? Can animals be humanely disposed of on-site? Does the feedlot have a documented system recording management of sick or injured animals?				
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Supply Chain Element 4 – Lairage					
OUTCOME: Facilities are designed, maintained and operated to hold and slaughter an appropriate number of livestock in relation to class and the throughput rate of the slaughterhouse without compromising their welfare.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	
4.1 Livestock are loaded and unloaded from vehicles in a calm and efficient manner.	Are staff observed to be working in accordance with Standard Operating Procedures?				
4.2 The number of livestock unloaded does not exceed the capacity of pens and races available.	Are livestock held in raceways only to assist movement through the lairage? Target - no animals held in raceways				
4.3 Holding pens provide enough space for the animals to stand up, lie down and turn around.	Do penned livestock have sufficient space to stand up, lie down and turn around?				
4.4 The loading and unloading facilities are free of faults or flaws which will cause injury to the animals.	Are loading/unloading facilities observed free from any sharp protrusions, faults or flaws that could cause injury or allow escape? If defects as above are noted, are corrective actions taken immediately?				

4.5 Loading/unloading ramps are not slippery or excessively steep.	Do the loading and unloading ramps have adequate non slip flooring? Observe at least 2 vehicles unloading or 20 animals. Are less than 3% of animals observed to slip¹⁰? Are less than 1% of animals observed to fall¹¹? If slippages and falls exceed limits, are corrective actions taken immediately?				
4.6 Pens, races and gates are free from protrusions and sharp edges that can injure animals.	Are facilities free from sharp protrusions that can injure animals? If defects as above are noted, are corrective actions taken immediately?				

¹⁰ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

¹¹ Falling is any body contact with the floor, excluding feet and/or legs

4.7 The design and flooring of passageways and races allows for calm and effective animal movement.	Are races and passageways suitable for the species involved and with minimal abrupt corners? Observe at least 10 animals or 20% of daily slaughter (whichever is the lesser) and record vocalisations (any audible vocal sound). Target - less than 3% vocalise Flooring does not hamper animal movement? Target – less than 3% animals baulk or try to turn around because of flooring Are less than 3% of animals observed to slip¹²? Are less than 1% of animals observed to fall¹³?				
4.8 Lighting is conducive to animal movement.	Observe at least 10 animals or 20% of daily slaughter being moved. Lighting provides even, uniform light without dark shadows so as not to hamper animal movement. Target – less than 3% animals baulk or try to turn around because of lighting.				

¹² Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

¹³ Falling is any body contact with the floor, excluding feet and/or legs

4.9	Lairage design and lighting enables animals to be inspected.	Does lairage design enable animals to be inspected? Is lighting sufficient for inspecting livestock?				
4.10	Clean water is available for all animals in holding pens.	Is clean water available in all pens where livestock are held? Are livestock observed to be able to access drinkable water?				
4.11	Feed is provided to animals held in excess of 12 hours.	For animals held in excess of 12 hours: Are facilities for providing feed available and operational? Are animals observed to be able to access feed?				
4.12	Animals are inspected on arrival at the facility.	Are staff aware of the facility's Standard Operating Procedures for inspecting animals? Are animals inspected on arrival at the facility? If no animals arriving, ask at least two lairage staff what the arrival inspection routine is. Target – to observe at least one vehicle inspected on arrival or confirmation from staff inspection occurs on arrival at the facility.				

4.13 Animals held in excess of 12 hours are inspected twice daily.	For animals held in excess of 12 hours, are staff aware of the facility's Standard Operating Procedures for inspecting animals? Ask at least two lairage staff what the daily inspection routine is. Target – confirmation from staff inspection occurs at least twice daily.				
4.14 Sick or injured animals are humanely disposed of or segregated and treated appropriately.	Are staff aware of the facility's Standard Operating Procedures for treating sick and injured animals? Are weak, ill or injured animals humanely disposed of on-site or treated appropriately?				
4.15 The lairage is designed so that animals are protected from exposure to adverse weather conditions.	OBSERVE – Do animals in the lairage have free access to shade and/or shelter? ASK - Is protection from adverse weather provided in other ways?				

Supply Chain Element 5 – Slaughter with Stunning					
OUTCOME: Where performed, stunning effectively and reliably renders the animal unconscious to prevent suffering until it dies from blood loss.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	
5.1 Slaughter of livestock is carried out calmly and effectively.	Are staff aware of and observed to be working in accordance with Standard Operating Procedures for the facility?				
5.2 A back-up procedure (to stunning) is in place.	Stunning equipment is in working order and well maintained. In the case of failure of the primary stunning equipment, is an alternative procedure in place and appropriate for the facilities and staff procedures to allow for processing to continue without adverse animal welfare outcomes? Is it documented and was it seen in action?				

5.3 The approach to, and floor of the restraining area is not slippery.	Does the approach to and floor of the restraining area have non slip flooring? Observe 10 animals or 20% of daily slaughter (whichever is the lesser) Target – less than 3% of animals slip¹⁴ and less than 1% fall¹⁵.				
5.4 Animals are presented for slaughter without being unduly stressed.	Are animals presented for slaughter without being unduly stressed? Observe 10 animals or 20% of the daily slaughter (whichever is the lesser) Target – less than 3% of animals vocalise prior to restraint The approach to and restraining area are designed so that animals approaching the restraining area are not seeing moving humans or equipment up ahead. The approach to and restraining device are designed to avoid excessive clanging and banging of metal objects.				

¹⁴ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

¹⁵ Falling is any body contact with the floor, excluding feet and/or legs

5.5 The method of restraint employed is appropriate for the size and class of livestock being stunned.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is the method of restraint employed appropriate for the size and class of livestock being stunned?				
5.6 Restraining equipment is free from obstructions and sharp edges.	Is restraining equipment free from obstructions and sharp edges? If defects as above are noted, are corrective actions taken immediately?				

5.7 The method of restraint employed is working effectively.	Are staff aware of the facility's Standard Operating Procedures for restraining animals prior to slaughter? Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are animals able to physically enter the restraining area easily? Are they effectively restrained, without tripping, falling or losing balance and cannot escape? Restraining or other methods enable the effective and accurate positioning of the stun apparatus? Target – less than 5% of animals vocalise from the time when the restraint takes hold. Target – all animals are effectively restrained.				
5.8 Knife sharpening equipment is in working order and well maintained.	Examine the equipment and observe the operator using the equipment correctly at least once during the checking period. Target – facilities for maintaining sharp knives are maintained and used.				

5.9 Knives are sharpened before beginning the slaughter operation and between animals.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are knives sharpened before beginning the slaughter operation and between animals? Target – all knives are always sharp for the act of slaughter.				
5.10 The appropriate charge/pressure/electrical setting is selected for the animal	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are manufacturer's instructions available on site? Is the appropriate charge/pressure/electrical setting selected for each animal? Does the electrical stunning apparatus incorporate a device that monitors and displays voltage (true RMS¹⁶) and the applied current (true RMS) and has the device been calibrated at least annually? For head only electrical stunning are the following minimum current levels attained within 1 second of applying the electrodes and maintained for at least between 1 and 3 seconds, consistent with the manufacturer's instructions? Cattle 1.5 Amps				

¹⁶ Root Mean Square voltage

5.11 Where pre-stick stunning is used, stunning occurs without delay once the animal has been restrained.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is stunning carried out without delay once animal has been restrained?				
5.12 Where post-stick stunning is used, stunning occurs immediately after severing of the throat.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is stunning carried out immediately after the animal's throat has been severed? Target – stunning takes place immediately after the throat cut is made.				

5.13 The stunning equipment is correctly applied.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). For percussive stunning - Is the stun gun held at the correct position and angle to the animals' heads in accordance with Standard Operating Procedures? For cattle – the device is applied perpendicular to the middle of the forehead above the eyes at the level of the ears. Non penetrating percussive stunning is not suitable for buffaloes. For head only electrical stunning: • as in the SOP, do the electrodes span the brain, • are the electrodes kept clean, and • is good contact with the skin maintained for at least between 1 and 3 seconds, consistent with the manufacturer's instructions? Target –all stuns are applied in accordance with SOPs, OIE Article 7.5.7 and the manufacturer's directions.				
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5.14 For pre-stick stunning, livestock are stunned in an upright position.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are livestock stunned in an upright position before slaughter? Target – all livestock are stunned in an upright position. If an animal does go down, is it able to be stunned and released effectively? If not, is it allowed up?				
5.15 The stun results in immediate collapse and unconsciousness of the animal.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Does the stun result in immediate collapse and unconsciousness of animals? Target – 95% all animals are effectively stunned with a single stun.				
5.16 If the initial stun is ineffective, a re-stun is applied immediately.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser): Is a re-stun immediately applied if the initial stun is ineffective? Target – a successful re-stun is applied without delay as required.				
5.17 Knife used for slaughter is long and sharp enough to sever both carotid arteries.	Sight and confirm - is the knife used for slaughter long enough to sever both carotid arteries and produce pulsatile bleeding?				

5.18 The cut produces massive pulsatile bleeding from both carotid arteries.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Do the cuts produce massive pulsatile bleeding from both carotid arteries? Is the head positioned after the cut so that bleeding is unhindered? Target – cut produces massive pulsatile bleeding from both carotid arteries for all animals.				
5.19 The time between stunning and sticking is no longer than 20 seconds.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is the time between stunning and sticking less than 20 seconds? (OIE Terrestrial Animal Health Code, Article 7.5.7.5)				

5.20 Death, indicated by cessation of pulsatile bleeding, lack of corneal reflex and lack of rhythmic breathing, is assured before performing any other procedures.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are signs of death - cessation of pulsatile bleeding, lack of corneal reflex and lack of rhythmic breathing - checked before any other procedures are performed? Do any animals show any signs of consciousness when dressing commences? Target – no animal shows signs of consciousness when dressing commences. If any animal shows signs of consciousness when dressing commences does dressing stop immediately and a re-stun is applied?				
5.21 Animals must not have water thrown on them or be otherwise disturbed prior to confirmed death.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Target – No animals have water thrown on them or are otherwise disturbed except as is necessary for re-stunning before death. Target – the initial assessment of whether animals are dead confirms that the animals are dead in at least 95% of cases.				

5.22 WHERE ALLOWED: Pregnant females are handled separately to other stock and if slaughtered foetuses are not rescued.	Slaughtering of pregnant females in the final 10% of their gestation is prevented? Is the uterus removed intact and left for at least 5 minutes before any further incision is made to retrieve the foetus? No attempt is made to revive the foetus after removal from the uterus?				
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Supply Chain Element 6 – Slaughter without Stunning					
OUTCOME: Animals are restrained humanely and slaughtered competently to minimise any suffering involved.					
Performance checklist	Performance measure and target	Acceptable			Corrective actions / Comments
		Yes	No	N/A	
6.1 Slaughter of livestock is carried out calmly and effectively.	Are staff aware of and observed to be working in accordance with Standard Operating Procedures for the facility?				
6.2 The approach to, and floor of the restraining area is not slippery.	Does the approach to and floor of the restraining area have non slip flooring? Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Target – less than 3% of animals slip ¹⁷ and less than 1% fall ¹⁸ .				

¹⁷ Slipping is any loss of footing as a result of flooring, e.g. not due to behavioural contact with another animal

¹⁸ Falling is any body contact with the floor, excluding feet and/or legs

6.3 The method of restraint employed is appropriate for the size and class of livestock being slaughtered.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is the method of restraint employed appropriate for the size and class of livestock being slaughtered? Are they effectively restrained, without tripping, falling or losing balance and cannot escape?				
6.4 Animals are presented for slaughter without being unduly stressed.	Are animals presented for slaughter without being unduly stressed? Observe 10 animals or 20% of the daily slaughter (whichever is the lesser). Target – less than 3% of animals vocalise prior to restraint The approach to and restraining area are designed so that animals approaching the restraining area are not seeing moving humans or equipment up ahead. The approach to and restraining device are designed to avoid excessive clanging and banging of metal objects.				
6.5 The restraining equipment is free from obstructions and sharp edges.	Is restraining equipment or area free from obstructions and sharp edges? If defects as above are noted, are corrective actions taken immediately?				

6.6 The head is restrained for as short a time as possible prior to sticking, and in no case for longer than 10 seconds.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Has the slaughterman effectively stuck the animal within 10 seconds of the head being restrained? Target – all animals are effectively stuck within 10 seconds of head restraint.				
6.7 The head is restrained in a manner which facilitates sticking.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is the head restrained in a manner which facilitates sticking and allows rapid bleed-out? Target – heads are all restrained to enable slaughterman to perform effective sticking.				
6.8 The head of the animal is kept in extension to prevent the edges of the wounds touching until the animal is dead.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are heads extended sufficiently to prevent the cut edges of the wound from touching? Are wound edges touched by the animal, other animals, equipment or slaughterman? Target - heads are held extended until pulsatile flow ceases.				

6.9 The method of restraint employed is working effectively.	Are staff aware of the facility's Standard Operating Procedures for restraining animals prior to slaughter? Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are animals able to physically enter the restraining area easily? Are they effectively restrained, without tripping, falling or losing balance and cannot escape? Target – less than 5% of animals vocalise from the time when the restraint takes hold. Target – all animals are restrained to allow effective sticking.				
6.10 Knives are sharpened before beginning the slaughter operation and between animals.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are knives sharpened before restraining the animal and beginning the slaughter operation? Are knives sharpened between animals? Target – all knives are always sharp for the act of slaughter.				

6.11 Knife used for slaughter is long and sharp enough to sever both carotid arteries.	Sight and confirm - is the knife used for slaughter long enough to sever both carotid arteries and produce pulsatile bleeding?				
6.12 The throat is cut using a single ¹⁹ , deep, uninterrupted fast stroke of the knife.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Is the throat cut using a single, deep, uninterrupted fast stroke of the knife? Target – all animals are slaughtered with a single uninterrupted, fast deep stroke of the knife.				
6.13 The cut produces massive pulsatile bleeding from both carotid arteries.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Do the cuts produce massive pulsatile bleeding from both carotid arteries? Target – cut produces massive pulsatile bleeding from both carotid arteries for all animals.				

¹⁹ Single – blade does not leave wound until act is complete

6.14 Death, indicated by cessation of pulsatile bleeding and lack of corneal reflex and lack of rhythmic breathing, is assured before performing any other procedures.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Are signs of death, indicated by cessation of pulsatile bleeding, lack of corneal reflex, and lack of rhythmic breathing, checked before any other procedures are performed? Do any animals show any signs of consciousness when dressing commences? Target – no animal shows signs of consciousness when dressing commences. If any animal shows signs of consciousness when dressing commences does dressing stop immediately?				
6.15 Animals must not have water thrown on them or be otherwise disturbed prior to confirmed death.	Observe 10 animals or 20% of daily slaughter (whichever is the lesser). Target – No animals have water thrown on them or are otherwise disturbed before death. Target – the initial assessment of whether animals are dead confirms that the animals are dead in at least 95% of cases.				

6.16 WHERE ALLOWED: Pregnant females are handled separately to other stock and if slaughtered foetuses are not rescued.	Slaughtering of pregnant females in the final 10% of their gestation is prevented? Is the uterus removed intact and left for at least 5 minutes before any further incision is made to retrieve the foetus? No attempt is made to revive the foetus after removal from the uterus?				
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Characteristics of the Australian Live Cattle and Buffalo Export Industries

1. Industry overview

The Australian live cattle export industry was worth \$660 million in 2010-11. Of this, export of live cattle for slaughter purposes totalled \$503 million. Around 93 per cent of live cattle exports for slaughter purposes are sourced from northern Australia (NT, WA and Queensland).

Exports of live cattle (for slaughter) accounted for 9 per cent of total Australian cattle turnoff and 8 per cent of the total value of cattle production in 2009–10. This compares with slaughter for meat production of 8.4 million cattle and calves valued at \$6,718 million (see tables 1a & b).

In 2010-11, Australia exported 731,463 head of cattle for feeder/slaughter purposes, of which 457,837 (63 per cent) went to Indonesia (table 2). The total value of cattle exports in 2010-11 was \$503 million. Australia has exported slaughter & feeder cattle to Indonesia since 1990.

In 2010, the Indonesian Government reduced the availability of import permits and imposed a 350kg weight limit on live cattle imports. These restrictions resulted in the number of slaughter & feeder cattle exported to Indonesia falling by 35 per cent in 2010 compared with 2009. In 2011 Indonesia also imposed a quota of 500,000 head. However, this quota is unlikely to be met due to the suspension of trade by Australia from 8 June to 6 July.

Other important destinations for cattle exports in 2010-11 included Turkey and Israel (table 2).

Table 1a Australian cattle industry turnoff, 2009-10, '000 head

	Cattle slaughter 000 head	Calves slaughter 000 head	Live export² 000 head	Total 000 head	live export as per cent of total turnoff¹ %
NSW	1,672	267	3	1,942	0
Vic	1,390	442	30	1,862	2
Qld	3,398	138	162	3,698	4
SA	366	4	-	370	0
WA	447	3	351	801	44
Tas	188	53	-	240	0
NT	-	1	324	325	100
ACT	-	-	-	-	0
Total	7,461	907	871	9,239	9

Source: ABS

¹ Live exports as a proportion of total turnoff does not take into account interstate livestock transfers because data is currently unavailable.

² Live export data is recorded at point of export.

Table 1b Australian cattle industry turnoff, 2009-10

Total cattle		Live export ² \$m	Live export as per cent of total cattle industry GVP ¹ %
NSW	1488	4	0
Vic	1276	24	2
Qld	3229	108	3
SA	308	-	0
WA	537	215	40
Tas	143	-	0
NT	285	199	70
ACT	2	-	0
Aust	7268	550	8

Source: ABS

¹ Live exports as a proportion of total turnoff does not take into account interstate livestock transfers because data is currently unavailable.

² Live export data is recorded at point of export.

Table 2 Australian live beef cattle exports (excluding breeding cattle) no. head

	2007-08	2008-09	2009-10	2010-11	% of total (2010-11)
Indonesia	546,906	699,859	699,586	457,837	63
Turkey			168	100,935	14
Israel	58,980	27,710	36,430	50,416	7
Malaysia	24,211	19,456	4,600	19,721	3
Libya	21,150	25,496	19,269		0
Saudi Arabia	10,271	23,031	7,668	19,508	3
Egypt			33,351	23,090	3
Japan	20,244	17,191	15,479	12,389	2
Philippines	15,480	10,318	14,427	15,647	2
Jordan	891	9,965	27,542	9,328	1
Russian Federation				9,014	1
Brunei Darussalam	5,955	3,668	3,423	4,008	1
Bahrain		6,206	2,391	1,260	0
Mauritius	2,370	900	800	1,200	0
China	47		2,811	2,000	0
Qatar		399	791	2,370	0
Kuwait	750	481	1,345	890	0
Other	851	0	544	1,850	0
Total	708,106	844,680	870,625	731,463	

Source: ABS

2. Live buffalo exports

The trade in live buffalo is small when compared to that in live cattle. In 2010-11 Australia exported 1,897 buffalo (table 3). Most live buffalo exported are transported by sea – with 97 per cent of buffalo exported transported by sea in 2010-11, with the remainder transported by air. The Northern Territory dominates Australian live buffalo exports. Around 97 per cent of all buffalo exports were shipped from the port of Darwin in 2010-11. Indonesia is the largest market for exported buffalo from Australia, accounting for 76 per cent of the total volume exported in 2010-11. Brunei Darussalam is the next largest market.

In 2010-11, Australia exported just under 10 tonnes of buffalo meat, valued at \$37,210 with all of this being exported to Papua New Guinea. In previous years, Australia has shipped small volumes of buffalo meat to countries such as Canada, the United States, Japan and various south-east Asian countries.

Table 3 Australian live beef cattle exports (excluding breeding cattle) no. head

	2007-08	2008-09	2009-10	2010-11	% of total (2010-11)
Brunei Darussalam	56	250	327	362	19
Indonesia	1,634	3,396	3,334	1,450	76
Japan*	20	-	9	8	0
Malaysia	-	280	-	-	0
New Zealand*	26	19	-	-	0
Qatar*	-	-	-	50	3
Sabah	140	268	76	27	1
Total	1,876	4,213	3,746	1,897	

Source: AQIS

* Exports to these destinations are by air

3. Regional importance of live exports

In 2008-09 there were 4,331 cattle producers of all sizes in the northern Australia live export region, and 79,390 for Australia as a whole (source: ABS). 35 per cent of the Australian meat cattle herd in this year was located the northern Australia live export region.

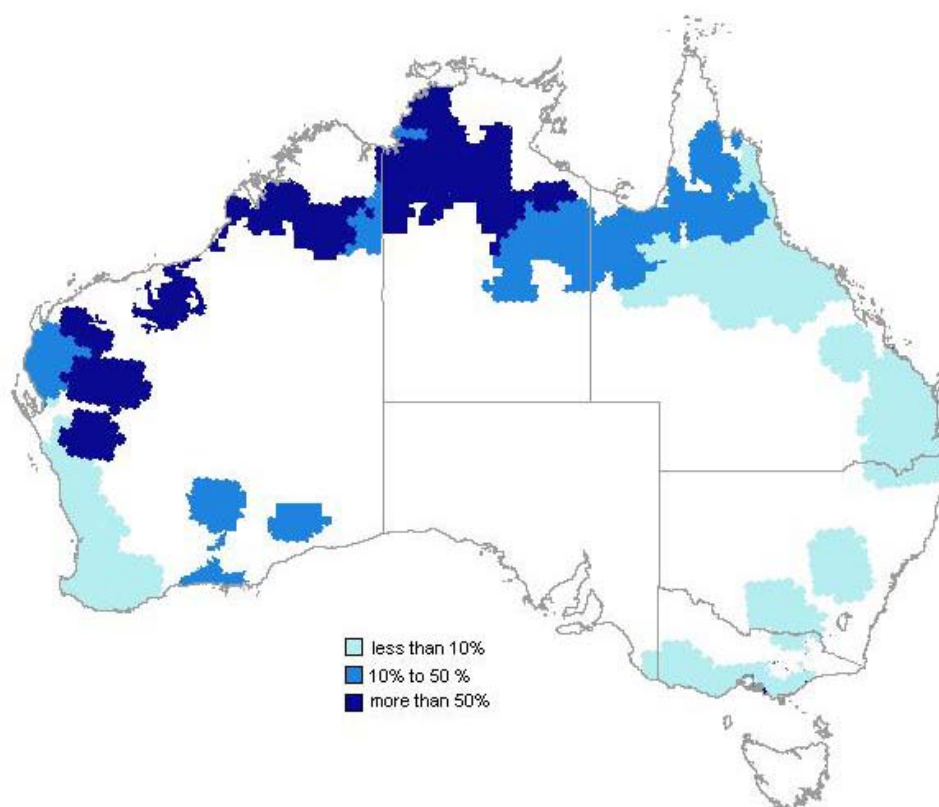
In 2010-11 66 per cent of live cattle (feeder/slaughter) were exported through northern ports. Of this, the largest proportions of animals were shipped through Darwin (59 per cent) and Broome (20 per cent) (see table 4a). Indonesia was the most important market, accounting for 87 per cent of exports.

In 2010-11 34 per cent of live cattle (feeder/slaughter) were exported through southern ports. Of this, 82 per cent were shipped from Fremantle. Turkey was the most important market, accounting for 41 per cent of exports, followed by Israel (20 per cent) and Indonesia (15 per cent) (see table 4b).

Data from ABARES Australian Agricultural and Grazing Industries Survey (AAGIS) indicates that the importance of live cattle exports to farm business incomes varies according to region and type of cattle exported (Map 1). Using averages over the period 2007-08 to 2009-10, the survey data indicates that live beef cattle exports contributed most to farm receipts in northern Western Australia and the Northern Territory. On average, live beef cattle exports accounted for more than 50 per cent of total cash receipts by farms over this period. Live beef cattle exports also make a significant contribution to total cash receipts for farms in the north of Queensland and south east Western Australia.

The live animal trade has wider benefits for a range of agriculture industries and services in the Australian economy, such as feed and other input producers / traders, veterinary specialists, transport industries, feedlot consultants, and commodity trading firms. The interrelated nature of agriculture and services is particularly important in regional areas where they comprise a high proportion of local economic activity.

Map 2: Percentage of total cash receipts from beef cattle for live export 2007-08 to 2009-10, farms with greater than 100 beef cattle



Source: ABARES AAGIS data

Diagram 1: Australian Slaughter Cattle Industry: 2010-11

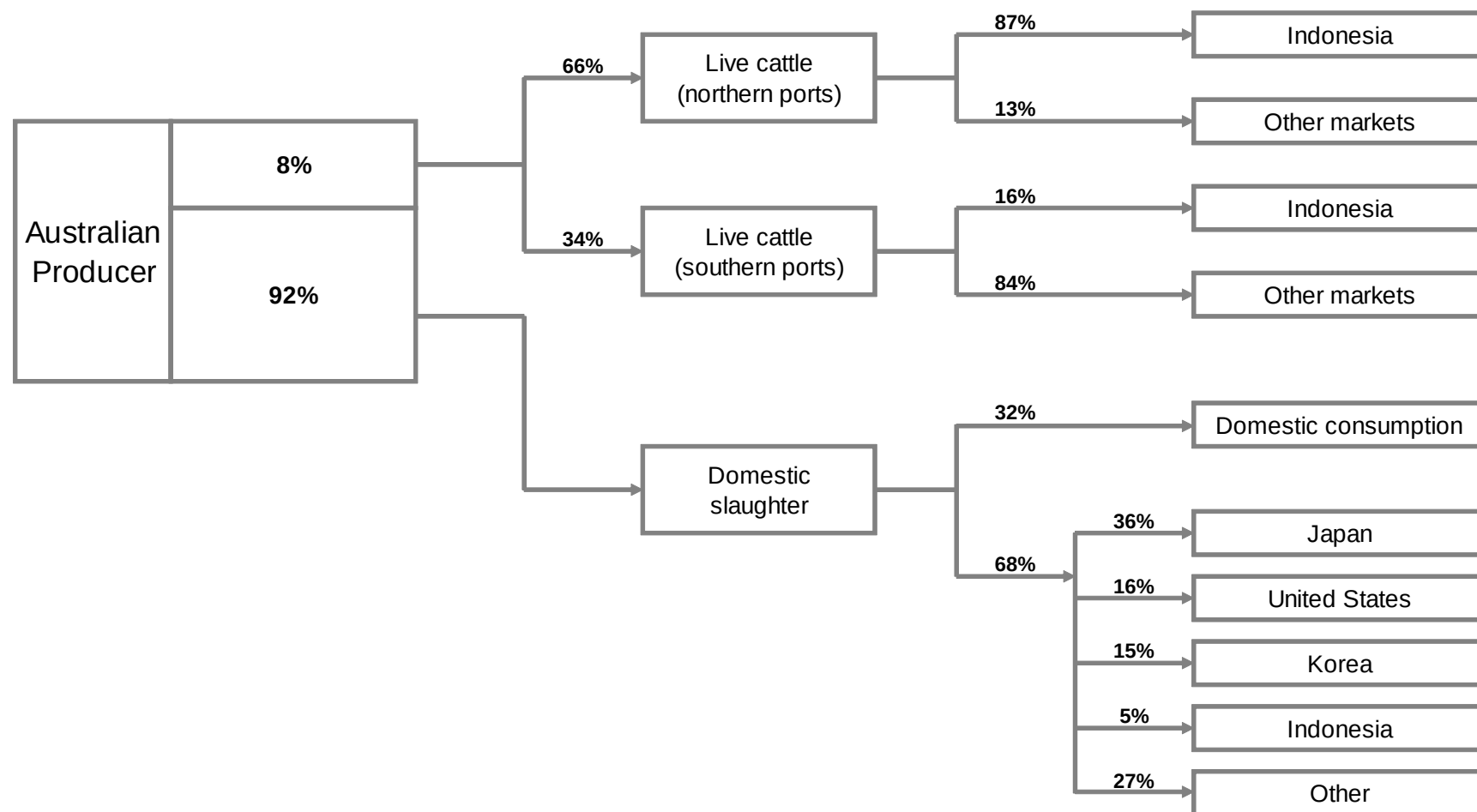


Table 4a. Live cattle (for feeder/slaughter) from Northern region, by port & destination, 2010-11, no. head

Port of loading	Broome	Darwin	Innisfail	Karumba	Other NT	Townsville	Wyndham	Market Total	% share
Indonesia	72,830	258,063	2,388	12,145	2,790	33,064	36,407	417,687	87
Egypt	9,340					13,750		23,090	5
Malaysia	6,940	9,152		2,969				19,061	4
Philippines	5,500	10,147						15,647	3
Brunei Darussalam		4,008						4,008	1
India		1,850						1,850	0
Port Total	94,610	283,220	2,388	15,114	2,790	46,814	36,407	481,343	100
% share: north	20%	59%	0%	3%	1%	10%	8%	100%	

Source: ABS

Table 4b. Live cattle (for feeder/slaughter) from Southern region, by port & destination, 2010-11, no. head

Port of loading	Brisbane	Fremantle	Geraldton	Portland	Other WA	Market Total	% share
Turkey		85,211		15,724		100,935	41
Israel		50,416				50,416	20
Indonesia		33,760	3,460		2,930	40,150	15
Saudi Arabia		19,508				19,508	8
Japan	12,389					12,389	5
Jordan		9,328				9,328	4
Russian Fed.		1,405		7,609		9,014	4
Qatar		1,950		420		2,370	1
China				2,000		2,000	1
Bahrain		1,260				1,260	1
Mauritius		1,200				1,200	0
Kuwait		399		491		890	0
Malaysia		660				660	0
Port Total	12,389	205,097	3,460	26,244	2,930	247,190	100
% share: south	5%	82%	1%	10%	1%	100%	

Source: ABS