Rebecca Evans AC / AM
Y Dirprwy Weinidog Ffermio a Bwyd
Deputy Minister for Farming and Food

Llywodraeth Cymru
Welsh Government

Eich cyf/Your ref
Ein cyf/Our ref SF/RE/2257/15

Alun Ffred Jones AM,
Chair of Environment and
Sustainability Committee,
National Assembly for Wales,
Cardiff Bay

16 September 2015

Dear Alun Ffred,

I am writing to let you know that the Annual Review of Controls on Imports of Animal Products: 1 April 2012 – 31 March 2014 has been published and laid in Table Office in accordance with Section 10a of the Animal Health Act 1981.

The review of controls on imports of animal products into Great Britain details the steps being taken by Government and others to protect the UK from importing animal disease. The scope of the report has been extended to include imports of live animals from countries outside the European Union (EU), known as third countries. This report and future editions will also seek to provide a clearer assessment of the effectiveness of import controls.

The Review will be available bilingually online.

Yours,
Rebecca

Rebecca Evans AC / AM
Y Dirprwy Weinidog Ffermio a Bwyd
Deputy Minister for Farming and Food

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A description of the UK system of controls on imports of live animals and products of animal origin and evaluation of its performance

April 2012 – March 2014

September 2015

www.defra.gov.uk

Department of Agriculture and Rural Development
www.dardni.gov.uk

Llywodraeth Cymru
Welsh Government

The Scottish Government

Department for Environment Food & Rural Affairs

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Presented to Parliament pursuant to section 10A of the Animal Health Act 1981(as amended by the Animal Health Act 2002)

September 2015

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Contents

Executive Summary

We are pleased to present our eleventh Annual Report which describes the steps being taken by Government and others to prevent the introduction of animal disease into the UK. The regulatory landscape for import controls is complex and it continually needs to adjust to reflect changing global disease risks and an ever expanding pattern of international trade.

This report explains how the system of import controls and other safeguard measures work; it describes the legal basis for the controls and identifies the key agencies across central and local government that are involved in this work. Our intention is that future reports will not repeat this information and will focus on specific outcomes.

Achievements

- **Food and Veterinary Office mission to evaluate the UK import controls**

  Auditors from the Food and Veterinary Office of the European Commission concluded that the UK has an effective control system on imports and transits in compliance with the requirements of EU legislation. Their findings support those of the audits carried out of our Border Inspection Posts (BIPs)[1] by the Animal Health and Veterinary Laboratories Agency (now The Animal and Plant Health Agency).

  The effectiveness of the controls and the adequacy of the BIP facilities are ensured by:

  – the close cooperation between the different competent authorities

  – a targeted training programme linked to the continuous review of procedures and instructions

  – the verification system in place and an evolving audit system which considers the effectiveness of the controls.

- **Risk Assessment – understanding the risk**

  Defra continued to monitor the international disease situation and produced 53 Preliminary Outbreak Assessments on a range of global outbreaks. Defra communicated the new outbreaks to the BIPs and Border Force to ensure that all regulatory and anti-smuggling controls at the border were responsive to new or changing animal health risks and to ensure that they focused on the most high risk routes and goods. The report includes a case study of our response to an outbreak of *Highly Pathogenic Avian Influenza* in Israel.

- **Biosecurity (England)**

  Ministerial Monthly Biosecurity meetings have been held to enable timely escalation of potential biosecurity risks and provide strategic oversight and direction. A new risk assessment methodology enabled animal and plant health risks to be assessed together, in terms of likelihood and impacts.

- **Defra and Border Force 'Enforcement Strategy'[2]**

  Defra and Border Force have produced a refreshed 'Enforcement Strategy' which defines shared objectives to minimise the risk posed by illegally imported products of animal origin to the lowest possible level. The objective of the strategy is continually to improve the ability to carry out effective analysis and to develop a better reporting-mechanism

[1] The approved UK points of entry for live animals and products of animal origin. List of UK BIPs is provided in Annex B
[2] Finalised in October 2014

for intelligence leading to more effective, and risk based interventions to detect illegal imports.

- **Strategic Review of Communication**

  This review was completed in 2014 following a period of engagement with key stakeholders and the first phase was to consolidate and centralise web guidance as it moved onto Gov.uk.

Overall effectiveness of import controls

- **Commercial trade**

  Physical checks were carried out on all consignments of live animals and a prescribed percentage of products. The amount of enforcement action taken at BIPs has remained at a consistently low level concerning imports of products of animal origin. The number of consignments of animal products imported in 2013/14 was only slightly higher compared to 2012/13 (up by 0.9%). In the case of live animals the number of imports in 2013/14 fell by 31% compared to the previous year.

  For third country imports of animals and animal products compliance with our import rules remained very high. During 2012/13 only 1.3% of all consignments of animal products were rejected and 1.4% during 2013/14. In 2012/13 0.9% consignments of live animals were rejected and 1% in 2013/14.

  If an animal product presented a public or animal health risk, destruction of the consignment remained the most common enforcement action. For live animals most consignments were re-exported.

- **Personal imports**

  A close working relationship with Border Force ensured effective and risk based interventions. Between 2011/12 and 2012/13 at airports and ports the number of seizures of illegally imported product increased by 8%; and between 2012/2013 and 2013/14 by 23%.

  Most illegal imports detected by Border Force were for small amounts and continued to be typically gifts by travellers visiting family or seizures from tourists, business people and students travelling to the UK for the first time. Most did not involve deliberately smuggled goods but were from passengers who, in spite of publicity campaigns, were not aware of current EU prohibitions in place.

Chapter 1 Introduction and scope of the Report

1.1 This is the eleventh review of the United Kingdom (UK) import controls in accordance with section 10A[3] of the Animal Health Act 1981 (as amended by the Animal Health Act 2002). The most recent review (covering April 2011 – March 2012 can be found at: gov.uk/government/uploads/system/uploads/attachment_data/file/211243/pb13879-animal-import-controls-201307.pdf.

1.2 This report exceptionally covers two financial years April 2012 – March 2014. This follows a review of the structure and content of recent reports with the aim of providing a more complete view of the steps being taken by Government and others to protect the UK from importing animal disease. We have extended the scope of the report to include imports of live animals from countries outside the European Union (EU), known as third countries. This report and future editions will also seek to provide a clearer assessment of the effectiveness of our import controls.

1.3 We plan to use this extended report as a reference document, that sets out the legal basis for import controls and the roles and responsibilities of the main governmental organisations involved. Future reports submitted to Parliament under the Animal Health Act should be shorter but focused on specific outcomes and policy and operational developments.

1.4 This review has been prepared by the Department for Environment, Food and Rural Affairs (Defra) with contributions from the Food Standard Agency (FSA), the Agriculture/ Rural Affairs Departments in the Devolved Governments, Animal Health and Veterinary Laboratories Agency (AHVLA)[4] and Border Force.

1.5 The report gives details of:

- the competent authorities involved in the import controls (Chapter 2)
- how these competent authorities and other bodies work together to ensure the exchange of information and feedback of all relevant results of official import controls (Chapters 3&7)
- how the UK monitors and verifies compliance with the EU and national law (Chapter 4)
- how the UK enforces these controls to prevent or reduce the risk of disease being imported into the UK (Chapters 5&6)
- actions taken to improve performance of control activities (Chapter 7)
- the performance of the import controls system by means of an overall assessment (Executive Summary).

1.6 Whilst care has been taken to ensure that the web links contained in this report are correct at the time of publication, changes may occur.

1.7 For further information on the imports annual review reports please contact:
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Imports and EU Trade Team, Plant and Animal Health, Defra
Tel: 020 7238 5413
Email: Paul.Dray@defra.gsi.gov.uk

[3] legislation.gov.uk/ukpga/1981/22/section/10A
[4] now The Animal and Plant Health Agency, launched on 1 October 2014)

Chapter 2 Roles and responsibilities of the UK competent and enforcement authorities for import controls

2.1 Trade in live animals and products of animal origin represent a significant contribution to the UK economy but they can also result in the introduction of animal diseases to the UK that can threaten human and animal health. Diseases like *Foot and Mouth Disease* (FMD) and *Highly Pathogenic Avian Influenza* (HPAI) can be brought into the UK *via* animals and animal-related products (particularly those containing meat or milk). Such diseases can have a devastating effect on our farming livestock and the environment. Animal-related products may also present a risk to human health from diseases, residues, or contaminants (e.g. from fish, honey, and untreated animal hides). The impacts can also be economic: the FMD outbreak in 2001 is estimated to have cost the government £3 billion relating to agriculture and the food chain.

2.2 Therefore the objectives of the UK import controls system are:

- to develop and apply policies that balance the benefits of importing animals and animal products into the UK with the need to minimise the risk that disease will be brought into the country *via* those animals or products
- to develop and apply policies concerning the EU-wide veterinary checks regime that implements the rules for importing animals and animal products from outside the EU
- to undertake risk-based checks for illegal imports of animal products
- to raise public awareness of the rules for personal imports.

2.3 The principal authorities involved in official import controls are Defra, the FSA, and the Agriculture/Rural Affairs Departments in the Devolved Governments. Import controls at points of entry are carried out by AHVLA (GB), Port Health Authorities and Border Force (GB) and DARD (NI). Inland Local Authorities and HMRC are also involved in customs clearance related activity.

2.4 **Defra**[5] is a central competent authority responsible for managing the animal disease risks associated with imports of live animals and products of animal origin. The Department does this by ensuring that the harmonised EU import rules for animals and animal products are fully complied with by importers, and that our enforcement bodies carry out checks required by EU legislation at approved points of entry. Although Defra only works directly in England, it works closely with the Devolved Governments in Wales, Scotland and Northern Ireland, and generally leads on negotiations in the EU and internationally. The Devolved Governments are responsible for the preparation of parallel legislation and enforcement within their countries.

[5] gov.uk/government/organisations/department-for-environment-food-rural-affairs

2.5 The **FSA**[6] is the central competent authority for food safety and has a statutory function to protect public health and consumers' other interests in relation to food and drink. The Agency is therefore responsible for public health policy on import controls of products of animal origin. The FSA ensure that imported food is safe to eat and risk based controls are carried out at UK borders and inland. The Agency provides importers and Port Health Officers with policy guidance and is responsible for the preparation of legislation on public health issues relating to food and the implementation of EU safeguard measures (including the sampling of imported fishery products for veterinary residues).

2.6 **Border Force**[7] is responsible for the delivery of customs anti-smuggling controls[8] at GB points of entry[9] (except in areas designed as BIPs) to combat illegal imports. This includes detection and seizure of illegal products of animal origin in freight, personal imports, and post. Border Force takes account of new disease notifications particularly those relating to serious outbreaks to inform its targeting activities and deployments, and to assess whether any increased levels of anti-smuggling checks are required.

2.7 **AHVLA** (now The Animal and Plant Health Agency) is an executive agency working on behalf of Defra, Scottish Government, and Welsh Government. The agency's purpose is to support a healthy and sustainable farming industry across GB and safeguard society from animal-related threats. The agency is responsible for supervision, monitoring, and administration of the veterinary checks regimes for live animals and certain products of animal origin at BIPs.

2.8 **Port Health Authorities (PHA)**[10] **and Local Authorities** are the official control delivery partners of Defra and the FSA. They are responsible[11] for veterinary and food safety checks on imported products of animal origin, which arrive at designated Border Inspection Post (BIP) facilities located at certain UK ports and airports. The checks are carried out by veterinarians and Port Health Officers (specialist Environmental Health Officers), who are normally employed by the local authority or PHA. Local Authorities also play a vital role in identifying and controlling products of animal origin that has been illegally imported into the UK and placed on the market inland in retail, catering, market stalls, or similar premises.

2.9 **HMRC's**[12] customs declaration processes for non-EU imports ensure that all products of animal origin have been issued with a valid Common Veterinary Entry Document[13] before the consignment is customs cleared in the UK.[14]

6 food.gov.uk/the-website-of-the-food-standards-agency
7 gov.uk/government/organisations/border-force
8 The Trade in Animal and Related Products Regulations 2011 provide the legal basis for these activities
9 DARD has responsibility in NI, both at BIPs and other points of entry
10 gov.uk/port-health-authorities-monitoring-of-food-imports and porthealthassociation.co.uk/
11 under the Public Health (Control of diseases) Act 1984, c 22
12 Her Majesty's Revenue and Customs hmrc.gov.uk/
13 gov.uk/overseas-veterinary-certificates-and-border-inspection-posts
14 DARD performs these activities in NI

2.10 In Northern Ireland (NI), **the Department of Agriculture and Rural Development (DARD)** is responsible for border enforcement and publicity. BIPs[15] are under the direct supervision of DARD. Responsibility for fishery products has been devolved to District Councils;[16] the responsibility for all other products of animal origin and live animals imports remains with DARD. Belfast PHA carries out checks of fish and fishery products. Official Veterinarians employed by DARD carry out checks on live animals and products of animal origin (other than fishery products) at BIPs. The Belfast BIPs are not approved for live animals. DARD Veterinary Service Portal Inspection Branch is responsible for the detection of illegal products of animal origin (personal imports) at all entry points into NI. The branch has a permanent presence in all major ports and airports in NI. DARD also:

- carries out regular checks at the small ports and marinas around NI
- introduced a detector dog for the detection of illegal personal imports at NI airports
- is able to support other enforcement bodies and regularly provides backup to bodies such as HM Immigration, Border Force and FSANI.

2.11 Further information on the management and organisation of the control systems for imports of live animals and products of animal origin is available in the UK Multi-Annual National Control Plan[17] (as required by Regulation 882/2004) and the UK Country Profile.[18]

2.12 The division of responsibility for official controls on imports of live animals and products of animal origin is summarised below.

Competent Authorities: Legislation, Policy and Co-ordination				
Defra	**FSA**	**Welsh Government**	**Scottish Government**	**DARD Northern Ireland**
Regional Level: Enforcement (Import checks, anti-smuggling checks, monitoring and surveillance)				
AHVLA	**DARD Northern Ireland (Veterinary Service)**	**PHAs**	**Local Authorities**	**Border Force**

2.13 Further information on the ways these Departments and agencies work together is in Chapter 7.

[15] Belfast Port BIP and Belfast International Airport BIP
[16] the equivalent of Local Authorities
[17] food.gov.uk/enforcement/regulation/europeleg/feedandfood/ncpuk
[18] ec.europa.eu/food/fvo/controlsystems_en.cfm?co_id=GB

Chapter 3 Risk assessment

3.1 Defra monitors any major, notifiable, or new and emerging animal disease outbreaks worldwide. This early warning system is used to assess the risk that diseases might be introduced to the UK through trade in animals or animal-related products (legal or illegal), through movement of wildlife, or through movement of animals such as insects and wild birds which may carry a disease. Defra uses these outbreak assessments to help decide how to manage or reduce the risks.

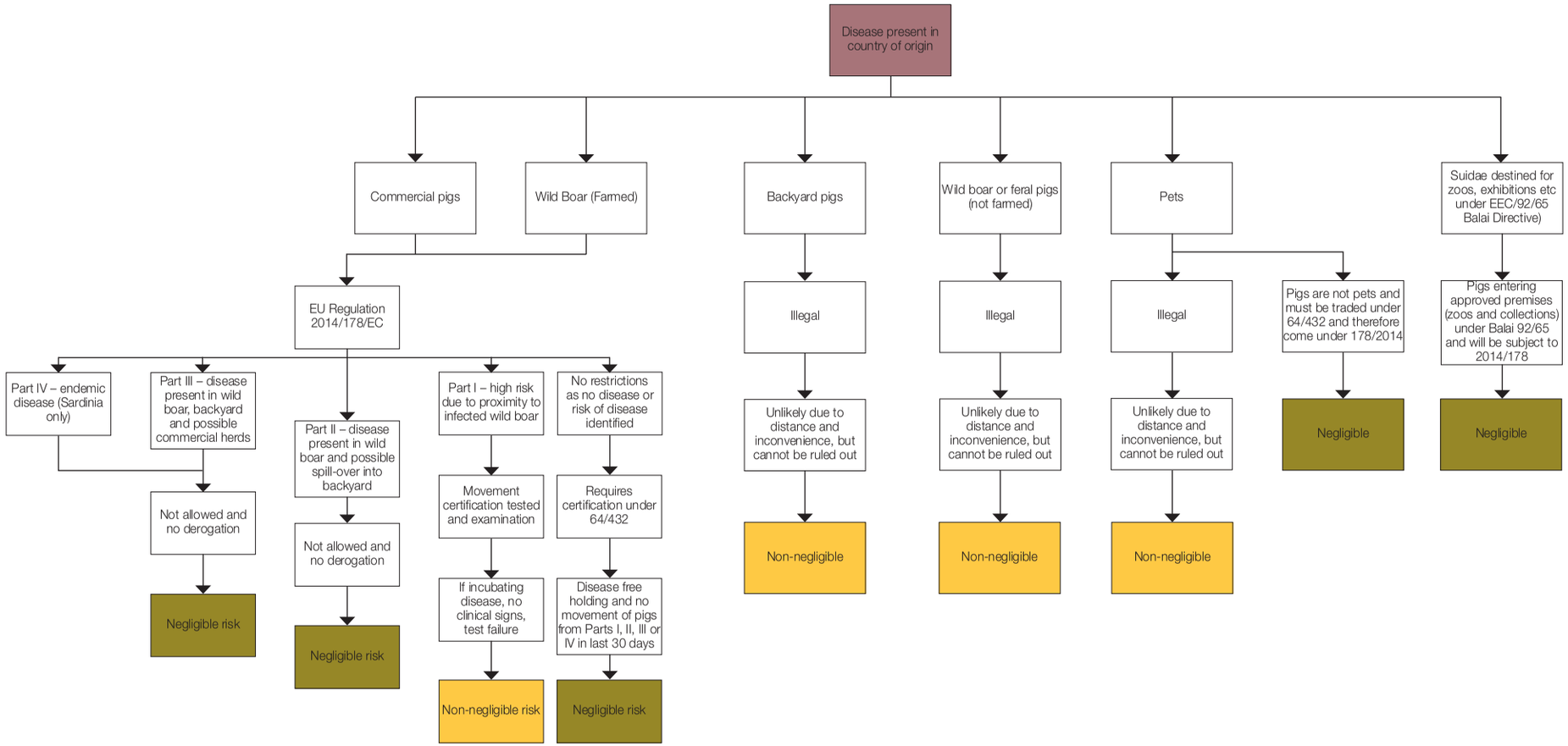
3.2 When Defra becomes aware of a new animal disease outbreak in another country it may carry out a preliminary outbreak assessment. Priority is given to disease outbreaks reported in an EU Member State, a country on the border of the EU, or one of the UK's third country trading partners. Defra works with Border Force and other delivery partners to ensure that their enforcement and targeting activities take account of current risk(s) and in line with agreed organisational operational priority frameworks. For example, during 2013/14 Defra reported on the HPAI in Italy (EU), Australia (third country) and FMD in Russia (border to the EU).

3.3 Daily monitoring of disease outbreaks is carried out by AHVLA scientific experts who may carry out rapid risk assessments on an *ad hoc* basis on behalf of Defra. These risk assessments use official (Government) reports as well as EU disease notifications, but unofficial sources of information (industry or internet reports) also feed into general surveillance for unusual events. The assessments are available on gov.uk/government/collections/animal-diseases-international-monitoring. An example of the preliminary outbreak assessment for FMD in Russia is provided in Annex C.

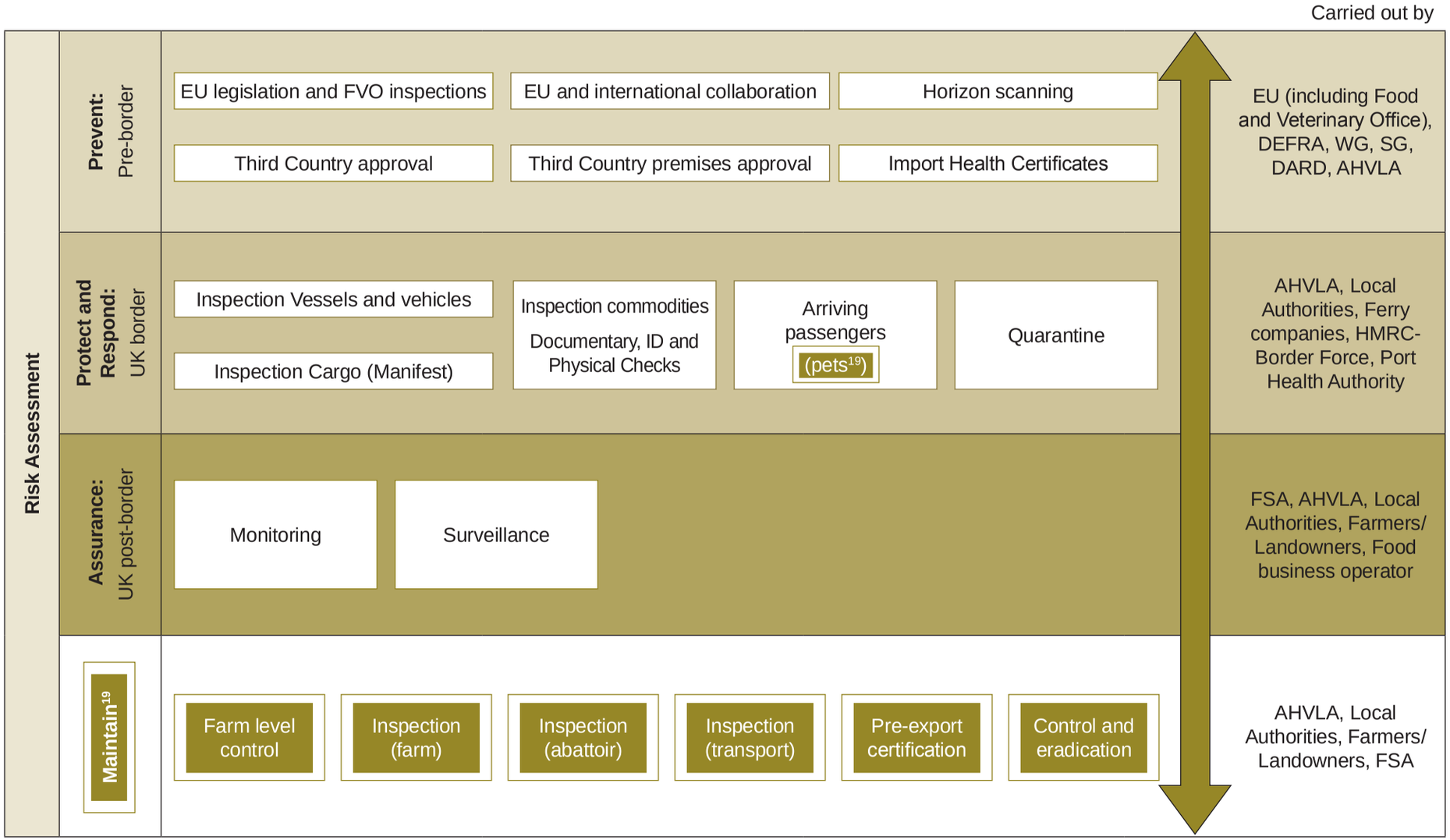
3.4 Between 1 April 2012 and 31 March 2014 Defra conducted and published 53 Preliminary Outbreak Assessments on outbreak of diseases such as FMD, HPAI, *Equine Infectious Anaemia*, *Rabies* and *African Swine Fever* (ASF). Further information can be found at: gov.uk/government/collections/animal-diseases-international-monitoring.

3.5 Below is a typical risk pathway – in this case for imports of live suidae (pigs) from countries where ASF is present. While the EU trade rules cover most of our concerns about importing live animals, products, and other routes of disease transmission, this pathway shows that there are still certain routes that are not covered by legislation (eg routes that are illegal or the movement of wild animals or pigs mistakenly moved as pets). In this case the UK authorities may need to consider whether to take additional precautionary measures to mitigate these risks.

Risk of introduction of ASF into UK through trade or movement of live suidae



3.6 The diagram below illustrates the division of responsibility and activities involved in the risk assessment process.



[19] Shaded areas are outside the scope of this report

Chapter 4 PREVENT: Pre-border controls

EU legislation

4.1 Commission Regulation 882/2004[20] on official controls provides basic criteria for the organisation and operation of the UK's import control system. This includes:

- a risk based approach – Article 3
- the designation of competent authorities for all imports activities – Article 4(1)
- co-ordination and co-operation between and within competent authorities (communication with Customs) – Article 4(3) and 4(5)
- how the competent authorities are to be audited, including controls by the Commission – Article 4(6)
- standards required of staff, laboratories, and what analytical methods may be used for official controls – Articles 6 and 12
- documented and verification procedures for carrying out official controls – Article 8
- a requirement to draw up reports on the official controls – Article 9
- import conditions – Articles 47-50
- a system to train officials and keep them updated (detection of needs, evaluation of the effectiveness of training performed) – Article 51
- measures in case of non-compliance – Article 54.

4.2 The objectives of the UK official import controls are in line with the aims of the relevant EU legislation:

- veterinary checks on live animals and products of animal origin from third countries are carried out in accordance with Council Directive 91/496,[21] Council Directive 97/78,[22] and national legislation
- the facilities to inspect live animals and products of animal origin have been constructed, equipped, maintained, and operated in line with the requirements set down in Council Directive 91/496 and Commission Decision 2001/812[23]
- the verification checks carried out by the officials responsible for the Border Inspection Posts comply with the requirements of article 8 of Regulation 882/2004.

The most important pieces of EU based legislation are given in Annex A.

20 eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:165:0001:0141:EN:PDF
21 eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:31991L0496
22 europa.eu/legislation_summaries/food_safety/veterinary_checks_and_food_hygiene/l12059b_en.htm
23 eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:32001D0812

Third Countries and premises approval (including Import Health Certification)

4.3 Defra currently considers that there would be a negligible risk of exotic disease introduction from an affected country through legal imports because of the system of approval and certification laid down in EU law for countries approved for export to the EU. Nevertheless illegal imports (especially smuggling) still remain a major concern. The volume of trade and practicalities dictate a risk-based approach.

4.4 Animals and their products imported to the EU from third countries must be produced to animal and public health standards at least equivalent to those in the EU. They may only be imported from countries approved by the EU and in case of food, from approved establishments. All consignments must be accompanied by the appropriate animal and/or public health certification and then entered on the EU's Trade Control and Expert System (TRACES);[24] this provides robust tracking and audit. Animals and their products are traded freely within the EU and responsibility for health and safety lies with the exporting Member State. There are no border controls for Intra-community trade and EU rules permit non-discriminatory checks for compliance purposes only.

4.5 In order for third countries to be approved to export to the EU, particular account is taken amongst other things[25] of:

- its disease status and the health status of livestock and other domestic animals
- its rules on prevention and control of diseases, including its rules on its imports from other countries
- the organisation of the competent veterinary authorities and inspection services.

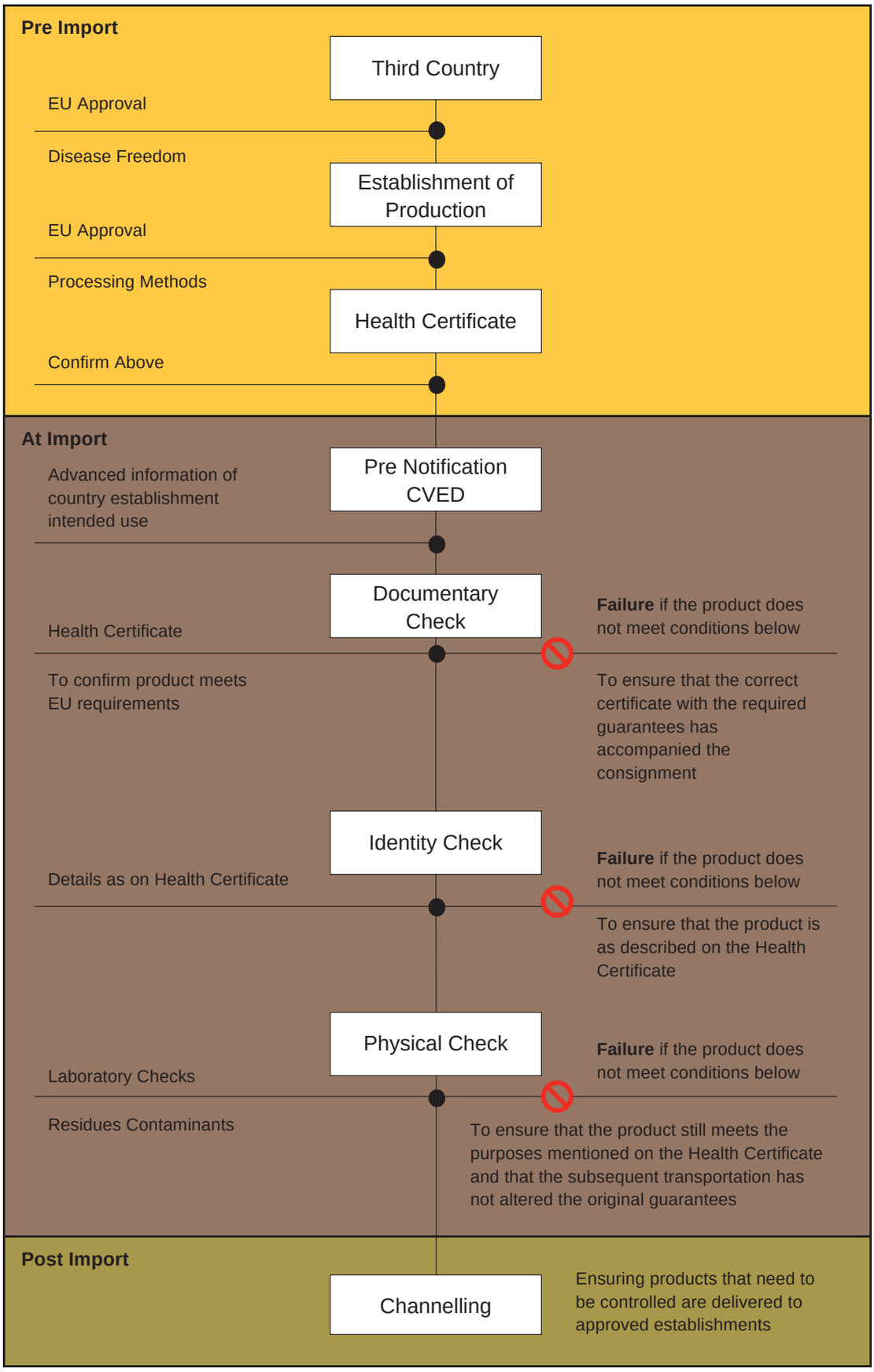
4.6 Approvals may cover all or part of a non-EU country according to the animal and public health situation and the nature of the products for which approval is sought.

4.7 The competent authorities of third countries have to provide to the European Commission appropriate guarantees about animal health and hygiene standards. The Commission must then assess the information provided. Where a request for approval providing guarantees is received by the Commission a preliminary questionnaire relating to the animals/products in question will be sent to the national authorities. This is designed to assess whether EU requirements can be met and to gather information prior to a possible on-the-spot inspection by the Food Veterinary Office (FVO) of the European Commission. The latest programme of the FVO third countries inspections can be found at: ec.europa.eu/food/fvo/inspectprog/index_en.htm.

[24] A web-based veterinarian management tool controlling the imports and exports of live animals and animal products from the EU. The network is run by the EC. ec.europa.eu/food/animal/diseases/traces/index_en.htm

[25] This applies to animals (Council Directive 2004/68/EC) and products for human consumption (Council Directive 2002/99/EC)

4.8 The diagram below illustrates control points in the import of products of animal origin process.



Food Veterinary Office (FVO)[26] BIP inspections

4.9 Article 45 of Regulation 882/2004 requires the Commission to carry out controls in the Member States to verify that official controls take place in accordance with the respective multi-annual national control plans and in accordance with EU law. To meet its obligation the Commission's FVO carry out regular assessments and inspections of the UK BIPs facilities to ensure that they are operating to the required standards and there is a consistent approach across the EU. During the reporting period there were three import controls FVO missions to the UK (details below) providing recommendations to the UK competent authorities to further improve their BIPs control system in place.

Inspection Number	Title	Links to Report/Summary of the actions taken
2013-6985 August 2013	Evaluate the proposed BIP at London Gateway Seaport	ec.europa.eu/food/fvo/rep_details_en.cfm?rep_id=3179 The main findings of the audit were that competent authorities have been assigned who have made a sufficient number of suitably qualified and experienced staff available to start performing import controls. The BIP facilities, equipment and procedures satisfied the legal requirements for the requested approval categories of products.
2012-6582 October 2012	Evaluate the follow-up action taken by the competent authorities with regard to the import/transit control system and BIPs	ec.europa.eu/food/fvo/rep_details_en.cfm?rep_id=3003 The FVO audit concluded that the UK has an effective control system on imports and transits in compliance with the requirements of EU legislation. The effectiveness of the controls and the adequacy of the BIP facilities are ensured by: • the close cooperation between different competent authorities • an effective and targeted training programme and continuous review of procedures and instructions; and • the verification system in place and an evolving internal audit system. The main finding was for the UK to further develop the internal audit system with respect to the import/transit controls to ensure that the requirements of Article 4 (6) of Regulation 882/2004 are satisfied. A review of the audit system in place for product BIPs took place in 2013. A revised system was created and implemented in 2013 for product BIPs to improve the audits. A similar review will shortly be underway for live animal BIPs.
2012-6606 June 2012	Evaluate the proposed BIP at Edinburgh airport	ec.europa.eu/food/fvo/rep_details_en.cfm?rep_id=2920 On the basis of the evaluation carried out, the proposed BIP at Edinburgh airport is recommended for listing in Commission Decision 2009/821/EC with the approval category live animals – other animals.

EU and international collaboration

4.10 The vast majority of the import rules are established at European Union (EU) level. Where the information provided by the third country competent authorities is considered satisfactory, and the FVO inspection leads to a favourable recommendation, the European Commission will propose amendments to EU rules to approve imports from a non-EU country for voting by the Standing Committee on Plants, Animals, Food and Feed (PAFF Committee)[27] – comprising representatives of the Chief Veterinary Officers of the Member States. In the event of an outbreak or change to the epidemiological situation, additional "safeguard" measures will also be determined by the PAFF Committee. The conditions may include banning/restricting imports from the affected

[26] FVO is the audit service of the Commission's Health and Consumers Directorate General ec.europa.eu/food/fvo/index_en.cfm

[27] formerly known as the Standing Committee on the Food Chain and Animal Health ("SCoFCAH") – ec.europa.eu/dgs/health_food-safety/dgs_consultations/regulatory_committees_en.htm

area whilst allowing imports from non-affected areas to continue providing suitable controls are in place ("regionalisation").

4.11 The UK is heavily involved in the process of negotiating and agreeing EU policy and law as it applies to imports from third countries and to intra-Community trade. The UK aims to maximize influence at EU and international level (e.g. in OIE). This is done through the two main forums:

- **PAFF Committee** – developing UK negotiating positions (employing risk analysis) to take to Brussels discussions on the evolving portfolio of EU import rules
- **Commission's Veterinary Checks Group (VCG)** – taking part in the meetings to assist the Commission in defining policy and preparing draft legislative proposals; give expert views on all aspects of import controls legislation, its implementation and development; exchange information, experience and good practice on import controls covered by EU legislation; and provide guidance in developing a harmonised approach for both Member States and stakeholders. The UK successfully negotiated with the EU and other Member States the text of the guidance on composite products which is available at: ec.europa.eu/food/food/biosafety/hygienelegislation/guide_en.htm and ec.europa.eu/food/food/biosafety/hygienelegislation/docs/guide_composite_products__en.pdf.

4.12 The UK is proactively influencing the World Trade Organisation[28] international standards for animal health by working with the European Commission and other Member States to provide coordinated EU input to the standard setting body – the World Organisation for Animal Health (OIE).[29] In addition, the UK provides veterinary and scientific expertise to the OIE through OIE Reference Experts and Laboratories, drafting groups and OIE Specialist Commissions.

[28] wto.org/english/thewto_e/whatis_e/what_we_do_e.htm
[29] oie.int/

Case Study – outbreak of Highly Pathogenic Avian Influenza in Israel

On 8/9 March 2012, the Israeli competent authorities notified the European Commission of two outbreaks of Highly Pathogenic Avian Influenza (HPAI). At the same time they also notified the OIE.[30] As Israel was no longer free of HPAI, the veterinary authorities suspended exports of poultry and poultry products from its whole territory.

The Israeli competent authorities implemented measures to control the spread of disease. The European Commission evaluated and agreed the measures that had been put in place. Further evaluation also took place.

At the Standing Committee on Plant, Animals, Food and Feed (PAFF Committee) meeting on 7/8 May 2012 the European Commission presented a proposal to restrict imports into the EU of affected commodities from Israel. This included regionalisation of the country thus banning imports from the affected area of:

- live poultry and ratites (including day old chicks and hatching eggs)
- specified pathogen free eggs
- meat of poultry, ratites, and feathered wild game.

In addition, import conditions for meat products (processed/cooked meat) from the affected areas in Israel were amended so that only meat that had been heat treated to a minimum of 70°C throughout the meat were eligible for import. Imports of the above commodities from the areas not affected by the outbreak were then able to resume.

The relevant EU legislation[31] was amended accordingly.

Later that same year Israel reported that it had successfully controlled the outbreak so it was agreed that imports of meat products from the affected area with no minimum heat treatment could be resumed. The EU legislation[32] was amended again.

Early in 2014, following a request by the competent authorities in Israel, a further proposal was presented to Member States at PAFF Committee. It was reported that meat from affected species produced during the period of restriction was no longer circulating on the market. It was therefore agreed that the regionalisation that had been established in 2012 could be revoked and import from the whole country could resume. In June 2014 an FVO mission[33] to Israel took place in order to evaluate the animal health controls in place for poultry and poultry products intended for export to the European Union. Further information can be found at ec.europa.eu/food/fvo/audit_reports/index.cfm.

Defra communicated the outbreak and associated risks of poultry meat and eggs to the BIPs and Border Force in early March 2012. This highlighted the increased risk of poultry meat from the region. Once regionalisation was in place and after it was lifted, Border Force and BIPs were also informed.

30 oie.int/wahis_2/public/wahid.php/Reviewreport/Review/viewsummary?fupser=&dothis=&reportid=11725

31 Commission Regulation 532/2012 amending Annex II to Decision 2007/777/EC and Annex I to Regulation No 798/2008 as regards entries for Israel in the lists of third countries or parts thereof with respect to highly pathogenic avian influenza eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32012R0532&from=EN

32 Commission Decision 2012/479/EU amending Decision 2007/777/EC as regards the entries for Israel in the lists of third countries from which certain meat products may be introduced into the Union eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32012D0479&from=EN

33 audit ref: 2014-7087 ec.europa.eu/food/fvo/audit_reports/details.cfm?rep_id=3331

Chapter 5 PROTECT AND RESPOND: UK border controls

PROTECT: COMMERCIAL TRADE

5.1 Imported live animals and products of animal origin present a high level of risks as they can transmit serious human and animal diseases. The veterinary border control is a key factor to ensure that the live animals and products of animal origin entering to the UK are safe and meeting the specific import conditions laid down in the Community legislation. Therefore they are subject to specific controls at their point of entry at the Border Inspection Posts (BIPs)[34] where they undergo veterinary checks by an Official Veterinary Surgeons (OVS).[35]

5.2 BIPs control activities include:

- the checking of manifests to confirm that live animals and products of animal origin have been correctly notified;
- 100% documentary checks to ensure that any required health certification and pre-notification documents are present and correctly completed;
- 100% identity checks to ensure the animals or goods are the same as those described on the accompanying paperwork; and
- physical checks include sampling and laboratory testing to ensure that the shipment does not pose a threat to animal or human health.
- the implementing of the National Monitoring Plan to detect residues, pathogenic organisms or other substances dangerous to humans, animals or the environment based on the current sampling levels or the throughput of products of animal origin at that particular BIP.

5.3 For products of animal origin OVS and Official Fish Inspectors have powers to carry out any checks they deem to be appropriate in cases where they suspect that veterinary legislation has not been complied with or where there is some other doubt about the consignment or its destination. There may be occasions where it will be necessary to request, for a limited period, a higher level of checks on products from certain third countries (eg as a result of an outbreak of disease). In these circumstances, each BIP registered as eligible to handle the product in question will be notified by Defra in writing of any temporary increase on the level of analysis required.

5.4 Physical checks should be undertaken on packages taken throughout the consignment – this may require a full or partial turnout of containers. Sampling procedures are laid down in Annex II to Commission Regulation 136/2004.[36] BIPs should submit samples to:

- public analysts appointed by the local authority for food analysis
- Public Health England Food, Water and Environmental Microbiology laboratories for food examination
- where appropriate, other laboratories accredited for specific analytical techniques.

[34] Ports and airports in the UK which have a BIP have specialist facilities and trained staff that deal with high-risk food imports such as meat, dairy and fishery products

[35] employed by the relevant Port Health Authority

[36] eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:021:0011:0023:en:PDF

5.5 Physical checks are carried out according to the perceived risk level of specific products and their origin. The percentage of consignment checking is set by law Council Directive 97/78/EC requires 100% documentary and identity checks on imported animal products and Commission Decision 94/360/EC lays down the levels of physical checks. Council Directive 91/496/EEC requires that all imported animals are checked on entry to the EU.

5.6 Animals and products of animal origin must be certified by recognised authorities in the originating countries. These countries are approved on an EU-wide basis. Further checks on the products may also be carried out at the final destination.

5.7 A consignment of live animals or products of animal origin can only enter into the UK, if it has satisfactorily undergone the specific checks and a Common Veterinary Entry Document has been issued. Each consignment must:

- come from an approved country
- be accompanied by agreed animal and/or public health certification
- come from an approved establishment
- enter the EU at an approved BIP where checks are carried out to ensure that the consignment meets import conditions.

5.8 EU legislation[37] recommends that advance notification[38] is provided to the BIP for the consignments of products of animal origin and live animals before their physical arrival on EU territory:

- in ports – at least on the previous working day, except for ferries where it is recommended that advance notification takes place just before arrival
- in airports – four hours before the arrival of the plane for long haul flights and from take-off at the previous airport for short haul flights[39]
- for road and rail BIPs – twelve hours before arrival
- for live animals – at least one working day.

5.9 The National Monitoring Plan reflects current levels of sampling of throughput of products of animal origin. This is in order to ensure that no predictive element can be made as to what products may or may not be sampled at any BIP. The National Monitoring Plan is implemented in accordance with European legislation.[40]

5.10 All imported animal products for human consumption must be accompanied by animal and public health certification unless they are personal consignments or licenced products for taste testing. EU legislation allows taking appropriate safeguard action, which may include a ban on imports of products of animal origin of susceptible species from all or parts of a country, if there is an outbreak of disease likely to present a risk to human or animal health.

5.11 Information regarding non-compliant products and the onward movement of third country products from BIPs is passed to control authorities in other Member States using the TRACES computer system. When a serious or repeated infringement of EU harmonised veterinary legislation is identified and confirmed by the European

[37] Article 3(3) of Directive 97/78/EC and Article 2(1) of Regulation 136/200411
[38] requested in the first part of the CVED
[39] as in Commission Regulation 2454/199312
[40] Article 8(1) of EC Directive No 97/78/EC

Commission a programme of reinforced checks will apply to consignments of the same establishment of origin in the third country for which the notification is made.

5.12 Safeguard measures on certain imported foods may apply to all or part of a third country, suspend imports of all or particular products or set special conditions and requirements for particular products. These measures, whether national or EU, are implemented in England by Emergency Declarations made under Regulation 29 of The Trade in Animals and Related Products Regulations 2011 and the equivalent provisions in Welsh, Scottish and Northern Ireland law. Failure to comply with the provisions of a declaration is an offence. During the reporting period:

- No safeguard measures were introduced by the UK for animal health reasons.
- Nine declarations were implemented by the FSA for public health reasons. These declarations were implemented due to emerging public health risks. For example, the risk of aflatoxins contamination from certain third countries and food originating or consigned from Japan which may have contained radioactivity above maximum permitted levels in the European Union.

RESPOND: SUMMARY OF IMPORT CONTROLS OF LIVE ANIMALS AND PRODUCTS OF ANIMAL ORIGIN

5.13 Physical checks were carried out on all consignments of live animals and a set percentage of products of animal origin laid down in Commission Decision 94/360 (1-10%, 20% or 50% depending on the product).

5.14 The level and nature of import controls are laid down in EU legislation. Therefore there were no significant changes in the level of controls concerning imports of products of animal origin. The number of consignments of animal products imported in 2013/14 was slightly higher at 58,724 compared with 58,186 in 2012/13. In the case of live animal imports the number of consignments fell from 13,545 in 2012/13 to 9,385 in 2013/14. This was mainly due to the decrease in the number of cats and dogs recorded as commercial imports.

5.15 For third country imports of animals and products of animal origin compliance remained very high. For animal products the 2013/14 figures are similar to the 2012/13 figures with 1.4% of consignments being rejected. 243 consignments were rejected in 2013/14 compared with 260 consignments in 2012/13. The major non-compliances were documentary errors, in particular absence of a health certificate or an invalid health certificate. This is likely to be because a lack of understanding or knowledge of the EU rules in the third country exporting authority. For live animals 117 consignments were rejected in 2013/14 compared with 95 in 2012/13.

5.16 If the consignment presented a public or animal health risk, it was destroyed. Otherwise the decision to re-export or destroy was made by the importer and destruction for animal products remained the most common enforcement action. For live animals most consignments were re-exported.

5.17 Information regarding non-compliant products and the onward movement of third country products from BIPs was passed to control authorities in other Member States using the TRACES computer system.

5.18 Tables below show details of consignments checked and non-compliances found.

Products of Animal Origin

Year	Certificates			Rejects		Reject conclusion		
	Total No	Number controlled	% controlled	No	% of total	Re-exported	Transformed	Destroyed
2012-13	58,186	58,186	100.0%	814	1.40%	260	4	536
2013-14	58,724	58,724	100.0%	754	1.28%	243	3	503

Live Animals

Year	Certificates			Rejects		Reject conclusion		
	Total No	Number controlled	% controlled	No	% of total	Re-exported	Slaughter	Euthanasia[41]
2012-13	13,545	13,545	100.0%	117	0.86%	109	0	7
2013-14	9,385	9,385	100.0%	95	1.01%	87	0	8

5.19 A programme of reinforced checks is set in motion[42] when a Member State notifies the Commission of a serious or repeated infringement of Union harmonised veterinary legislation. If confirmed by the Commission services, a programme of reinforced checks will be applicable to consignments of the same establishment of origin in the third country for which the notification is made. For example a notification related to microbiological contamination would result from hygiene failures and it would be reasonable for all products coming from the same establishment to undergo reinforced checks.

5.20 The FSA monitor the EU Rapid Alert System for Food and Feed (RASFF)[43] which is an effective tool to ensure the cross-border follow of information to swiftly react when risks to public health are detected in the food chain. Vital information exchanged through RASFF can lead to products being recalled from the market. Following the analysis of the RASFF notifications[44] FSA requests the UK Local Authorities to accordingly update their local and port health sampling programme.[45]

5.21 Within the scope of this programme, local and Port Health Authorities undertake products sampling in accordance with national enforcement priorities. Sampling results are reported to the FSA through the UK Food Surveillance System[46] and are used to:

- identify public health risks, intelligence on ongoing enforcement issues and a source for nationwide reporting
- inform and prepare for FVO inspections
- influence future priorities and provide a national overview of inland and port health sampling results. In turn, this ensures a national and coordinated approach to imported foods and the implications for the food chain.

RESPOND: Summary of Germplasm import controls

5.22 Germinal product import controls are governed by a range of established EU and domestic regulations (specific to the livestock sector). This will be amended by the forthcoming EU Animal Health Regulation which seeks to provide an overarching regulatory structure for animal health.

41 Fish and Gastropoda.
42 in accordance with Article 24 of Council Directive 97/78/EC
43 ec.europa.eu/food/safety/rasff/portal/index_en.htm
44 ec.europa.eu/food/safety/rasff/how_does_rasff_work/notifications_process/index_en.htm
45 which the FSA has commissioned through the National co-ordinated risk based food sampling programme food.gov.uk/enforcement/monitoring/samplingresources/samplingandsurveillance
46 food.gov.uk/enforcement/monitoring/fss

5.23 There have been no significant developments in the regulations regarding the import and trade of germinal product since 2007. There have, however, been developments in technology and trade in the artificial breeding sector. The proposed EU Animal Health Regulation provides a timely opportunity to review the changing risks.

5.24 Germinal products entering the UK from a third country must do so via a BIP and must abide by certain conditions, specific to commodity to enter. 100% of consignments are checked by Official Veterinarians on arrival and only permitted to transit if checks are compliant with regulations.

5.25 Germinal product being traded or moved within the EU must be notified on TRACES and certified as compliant to health conditions by an Official Veterinarian at the point of origin. They need to come from an approved centre or in the case of embryos, an approved collection team. Consignments are risk assessed and documentary checks are carried out. Movements between Member States are not required to be checked on arrival, but high risk consignments may face post-import checks from AHVLA staff.

5.26 During the reporting period the AHVLA germinal product operational team have relocated and are now based at the Centre for International Trade in Carlisle. The team coordinates inspections of semen collections centres and stores, and embryo collection teams. They also process and assess TRACES certificates[47] for consignments of germinal products, details are provided below.

Year	TRACES Certificates issued			Rejects		Reject conclusion		
	Total No	Number controlled	% controlled	No	% of total	Re-exported	Transformed	Destroyed
2012-13	374	374	100.0%	5	1.34%	3	0	2
2013-14	383	383	100.0%	0	0.00%	0	0	0

5.27 Overall controls have remained relatively static over the reporting period. Non-compliant consignments are either re-exported or destroyed. Issues arising with paperwork checks from other EU Member States are raised with the competent authority responsible for providing the health certification.

Associated work – Authorisation and licencing of Animal By-Products not intended for human consumption

5.28 Animal by-products (ABPs) are entire bodies or parts of animals, products of animal origin or other products obtained from animals that are not intended for human consumption. They must be used, handled, stored, transported, identified and disposed of in accordance with strict regulations designed to prevent and minimise risks to public and animal health arising from those products, and in particular to protect the safety of the food and feed chain.

5.29 The requirements for trade and importation of ABPs and derived products not intended for human consumption are laid down and implemented by Commission Regulations 1069/2009[48] and 142/2011.[49]

5.30 The trade and import of ABPs not for human consumption is mainly harmonised with specific commercial documentation or model health certificates/declarations in place; especially with regards ABPs which are intended for feed use. The Regulations also requires that certain commodities are authorised by the competent authority prior to importation from a non EU country or movement to another Member State can occur.

[47] This data is part of statistics referring to products of animal origin included in table on page 19
[48] eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:300:0001:0033:EN:PDF
[49] eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:054:0001:0254:EN:PDF

5.31 However, due to the vast array of ABPs and amount of uses it has throughout industry and around the world not all of these can be covered by current EU harmonised legislation. To facilitate trade Regulations 1069/2009 and 142/2011 do permit competent authorities to authorise imports of animal by-products and lay down their own national rules where harmonised conditions are not in place where they see fit. The two main national legislations are:

- The Trade in Animals and Related Products Regulations 2011, which states at Part 3 15(5) that, if there are no legislative requirements relating to the consignment, the official veterinary surgeon must not issue a Common Veterinary Entry Document (CVED) unless importation has been authorised in writing under this paragraph by the Secretary of State, who may only grant an authorisation if satisfied that the consignment does not pose a risk to human or animal health, or to the animal health status of the UK.
- The Importation of Animal Products and Poultry Products Order 1980 states at Article 4 that the landing in GB of an animal product or poultry product from a place outside GB in hereby prohibited except under the authority of a licence in writing issued by the appropriate Minister and in accordance with the conditions of that licence.

5.32 AHVLA deal with general enquiries regarding the import of animal by-products and are also able to issue agreed licences and authorisations on Defra's behalf. DARD performs these activities in NI.

5.33 Examples of ABPs not intended for human consumption authorised for imports include:

- processed blood products for the manufacture of medical devices
- avian blood for DNA extraction
- fish maws for the manufacture of isinglass
- intestines for the manufacture of strings for musical instruments
- frozen day old chicks for feed for raptors and reptiles
- health supplements for pet animals
- porcine tissue for research and diagnostic purposes.

Authorisations and licences issued for the import of ABPs not intended for human consumption (April 2012 – March 2014)			
England	Wales	Scotland	NI
1,303	0	1	114

PROTECT: PERSONAL IMPORTS[50]

Import rules for personal consignments of products of animal origin from non-EU countries

5.34 Commission Regulation 206/2009[51] lays down the import rules for personal consignments of products of animal origin from non- EU countries. The regulation applies to personal consignments of a non-commercial nature which form part of

[50] gov.uk/personal-food-plant-and-animal-product-imports
[51] eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32009R0206

travellers' luggage, or are sent as small consignments to private persons, or are ordered remotely and delivered to the customer. In England these are enforced nationally by the Trade in Animals and Related Products (TARP) Regulations.[52] Scotland, Wales and Northern Ireland have their own but very similar regulations.

5.35 Border Force delivers risk-based anti-smuggling controls to combat illegal imports of products of animal origin at points of entry into GB from non-EU countries. This includes imports which breach the concessions amounts applicable to goods carried in travellers' baggage for personal consumption and personal consignments sent by post to private individuals, as well as freight. Anti-smuggling activity and tactics are reviewed on a regular basis to ensure Border Force remain focused on responding to the most serious disease outbreaks and that the levels of resources deployed are proportionate to latest risk assessments and in line with organisational operational priorities. DARD is responsible for controls in Northern Ireland.

5.36 Frontline Border Force staff are employed as multi-functional anti-smuggling staff, with a responsibility to tackle a range of risks at the border, including dealing with illegal imports of products of animal origin.

5.37 Border Force staff are deployed on a mobile and flexible basis to cover all points of entry. At major ports and airports they are supported by the use of x-ray technology and detector dogs specifically trained to detect products of animal origin. Detector dogs are flexibly deployed in Customs Channels and baggage reclaim areas in accordance with latest risk assessments. Detector dogs also work in freight sheds, car halls and lorry lanes. Dogs are particularly successful in identifying products of animal origin concealed in baggage and have proven effective in quickly reviewing large numbers of passengers and their baggage. The number of dogs available for deployment can fluctuate depending on the need to replace dogs through retirements and ill-health and numbers of dogs and handlers in training.

5.38 Although passenger import of products of animal origin from most non-EU countries is illegal, this is a risk pathway where passengers intentionally or unintentionally break the rules.

RESPOND: SUMMARY OF ILLEGAL IMPORTS CONTROLS OF PRODUCTS OF ANIMAL ORIGIN

5.39 The number of seizures of illegally imported products of animal origin made by Border Force is set out in Annex D. Between 2011/12 and 2012/13 at airports and ports the number of seizures of illegally imported product increased by 8%; and between 2012/2013 and 2013/14 it increased by 23%. Anecdotal evidence suggests that there is a higher level of public awareness of the restrictions than when responsibility for these checks first passed to HM Customs in April 2003 following the 2001 *Foot and Mouth* outbreak.

5.40 The primary threat comes from illicit meat (including bush meat) and dairy products, and this is potentially driven by an increasing demand from ethnic food outlets to supply a variety of specialist and traditional produce. As an example of Border Force checks, in May 2014, officers at Tilbury docks examined a container that had recently arrived from Nigeria. Upon examination, approximately 34kg of animal skins and 26kg of red meat products were discovered.

[52] legislation.gov.uk/uksi/2011/1197/contents/made

5.41 During this reporting period most illegal imports detected by Border Force were for small amounts and continued to be typically gifts by travellers visiting family (or returning from visiting family abroad) or seizures from tourists, business people and students travelling to the UK for the first time with foodstuffs for a special occasion or simply as ‘a taste of home’. Most did not involve deliberately smuggled goods but were from passengers who, in spite of government publicity campaigns, were simply not aware of the current rules and prohibitions in place for products of animal origin imports.

5.42 The greatest number of seizures was from passengers returning from Southern and Eastern Asia, Near and Middle East and Eastern Europe. Cultural and sporting events (including celebrations as well as student terms) represent times when the level of seizures might be expected to increase. These have varied in size and product type, from unpackaged raw meat and fresh cheese to milk drinks and stock cubes. Most seizures continued to be less than 20 kgs and follow the typical pattern of small family groups, business people and students travelling to the UK.

Chapter 6 ASSURANCE: UK post-border controls

INLAND IMPORT CONTROLS: MONITORING AND SURVEILLANCE

FSA – Enforcement and Intelligence

6.1 The level, focus and frequency of the FSA inland import controls[53] are risk based and informed by specific factors. These include:

- EU safeguard measures
- Rapid Alert System for Food and Feed (RASFF) notifications
- local intelligence or priorities.

This may include historical port health sampling results from the National Coordinated Food and Feed Risk Based Sampling programme.

6.2 The FSA Incidents Branch is the UK contact point for RASFF[54] notifications – a key tool to ensure the cross-border flow of information to swiftly react when risks to public health are detected in the food chain. The EU RASFF system is used by the FSA to inform and prompt for action to be taken by the European Commission or other Member States.

6.3 Food Alerts provide the FSA with information to communicate to Local Authorities and consumers about problems associated with feed and food and, in some cases, provide details of specific action to be taken. The different categories of alerts and information notices issued are as follows:

- **Food Alerts for Action** – are issued when an incident requires enforcement action from Local Authorities
- **Product Withdrawal Information Notices and Product Recall Information Notices** – bring an incident to the attention of Local Authorities
- **Allergy Alerts** – are issued when foods have to be withdrawn or recalled and there is a risk to consumers, because the label is missing or incorrect or there is a risk of severe allergic response.

6.4 Between 1 April 2012 and 31 March 2014, the UK issued 57 ‘alert’ and ‘information’ notifications through the EU RASFF system. This includes cases where food products from non-EU countries breach public and animal health safety requirements and were rejected. The EC has a standard operating procedure in place to alert non-EU countries of problems affecting food. RASFF automatically alerts Port Health Authorities and Local Authorities at ports and airports to assist them in targeting their checks on incoming consignments of imported food.

[53] following border controls
[54] ec.europa.eu/food/safety/rasff/index_en.htm

Local Authorities Implications

6.5 All importers should be identified and registered as Food/Feed Business Operators. They should be included in the food/feed intervention programme for the local authority. Establishments that are the first destination after import should be identified and recorded. These may include establishments used for storage, processing, and/or handling, buying or selling products of animal origin.

6.6 Procedures relating to import control work should be developed in line with The Framework Agreement on Local Authority Enforcement, the Food Law Code of Practice (and Practice Guidance) and the associated Defra guidance documents. Authorised officers should consider imported food that is offered for sale by food businesses as a routine component of food hygiene and standards inspections. They should also investigate and take appropriate actions relating to (suspect) illegal imports, imports that may pose a risk to public or animal health and imports that fail to meet food safety requirements.

6.7 There are intelligence sharing protocols in place, for Border Force to pass on seizure details destined for commercial establishments to FSA, who analyse the information. This intelligence is passed on to the relevant local authority where appropriate. The results of the local authority investigations are passed back to Border Force and FSA to inform future targeting and Defra for statistical purposes.

AHVLA – Enforcement

6.8 For animal health purposes there is a distinct difference in how EU movements (commonly referred to as intra EU trade) and imports from third countries are treated.

6.9 There are a wide range of harmonised animal and public health requirements which each Member State must adhere to. For live animals there is normally a requirement that each consignment is accompanied with a health certificate validated by an Official Veterinarian in the originating country.

6.10 Free trade movement means that consignments from other Member States travel straight to their destination address without veterinary checks. In most cases (other than equine health attestations) a health certificate is entered onto EU's Trade Control and Expert System (TRACES) 24 hours prior to dispatch.

6.11 Part of the AHVLA role is to check a proportion of online documentation and where appropriate animals at destination. This involves carrying out routine post import surveillance and sampling on animals and animal products as part of international disease monitoring to prevent the risk of import and spread of disease into and throughout the UK.

Chapter 7 Reducing the risk

WORKING TOGETHER – CO-ORDINATION AND CO-OPERATION

7.1 Defra assesses and manages the risks posed by imported live animals and products of animal origin by working together with Devolved Governments, other Government departments, agencies, industry and the public to reduce risk of disease crossing the border.

7.2 There was also close liaison between the central Government Departments and the local and Port Health Authorities (PHAs) that are involved in carrying out controls. This is facilitated through the enforcement representative bodies.

7.3 The FSA have worked closely with Local Authorities, Defra, Border Force and HMRC colleagues to carry out analysis, inform risks and identify trends on illegally imported products of animal origin. This has allowed improved local liaison arrangements at borders, particularly in developing any localised intelligence that might help the targeting process for Border Force controls and for checks by PHAs at BIPs. At a national level, Border Force will also carefully consider any requests for additional activity from Defra or partner agencies as part of routine tasking and co-ordination processes.

7.4 Number of stakeholder meetings were held according to specified frequencies or *ad hoc* as follows:

- '*Keeping In Touch'* – fortnightly meetings held between the competent authorities and the delivery agency responsible for operational delivery of the vet checks controls to discuss issues relating to import controls and resolve problems.
- Bi-annual meetings with the Association of Port Authorities – on operational issues.
- Quarterly meetings with the Major Ports Liaison Group – to consider specific issues of import controls including achieving a consistent approach to enforcement.

Organisation

7.5 During 2013 Defra worked with Food and Environment Research Agency (Fera), Centre for Environment, Fisheries and Aquaculture Science (Cefas) and AHVLA to assess possible future opportunities for closer working to increase collaboration and partnerships across the scientific community, share best practice, increase co-ordination in response to incidents and emergencies, and improve efficiency. As a result a combined Animal and Plant Health Agency has been launched on 1 October 2014 in a bid to better equip the government to prevent the spread of animal and plant diseases. Further information can be found at: gov.uk/government/organisations/animal-and-plant-health-agency.

Legislation

7.6 Following publication of the Smarter Rules for Safer Food package of proposals in May 2013 the Imports and EU Trade Team have worked closely with Defra and FSA colleagues leading on the new animal health law and official controls regulation. This was to ensure that the UK interests were realised and represented during Council Working Group meetings. In particular, the key issues of charging and use of official veterinarians for controls would both have implications for import controls system. The

proposal is being taken by the incoming Luxembourg Presidency who are hoping to resolve these outstanding issues. The final text will not go to Council until September 2015 at the earliest.

Procedures

7.7 During 2014, Defra and Border Force worked together to develop a refreshed "Enforcement Strategy". This defines shared objectives to reduce the risk posed by illegally imported products of animal origin to the lowest possible level. The Enforcement Strategy was finalised in October 2014 (outside the period covered by this report). The objective of the strategy is to continually improve the ability to carry out effective analysis and reporting. This is to ensure a better reporting-mechanism for intelligence and for management information. This document is planned to be kept under regular review in order to respond to changes in risk or other relevant information. The Enforcement Strategy is supported by a Delivery Agreement and implementation work is progressing against both.

7.8 Defra updated the BIP Manual[55] to take account of changes to EU legislation and incorporate instructions from the OVS notes issued in the previous year. gov.uk/government/uploads/system/uploads/attachment_data/file/209894/pb13707-bip-manual-130701.pdf and defra.gov.uk/animal-trade/imports-non-eu/enforcement-guidance/. This ensures that the Official Veterinarians responsible for carrying out inspections at the border have all the necessary information and guidance to allow them to carry out this work.

Training programmes

7.9 **BIPs courses** – 107 UK's Official Veterinary Surgeons and Official Fish Inspectors responsible for carrying out import checks at BIPs attended four BIP workshops[56] organised by AHVLA. Some training requirements were identified during BIPs audits e.g. new and changed legislation, areas of controls where issues were arising because of inconsistent application of the veterinary checks rules. Pre-training questionnaires were sent out prior to the training day and these provided valuable information on the level of knowledge of attendees and future training events were then planned to address any deficiencies noted. Participants were encouraged to attend once every two years and cascade the information to colleagues.

7.10 **The FSA** – provides a range of imported food training courses for inland and Port Health Authorities. During reporting period the FSA coordinated and delivered:

- 46 courses to 648 officers (607 different or unique officers). These courses covered enforcement of imported food controls, sampling for contaminants in imported food, training targeted for smaller ports and training on investigation and enforcement skills.
- 6 workshops covering two themes: imported food fraud and imported food controls at airports. As part of these workshops, the use of TRACES was explored. As a result of workshop discussions and wider collaborative working, all UK Designated Points of Entry are now using TRACES to record consignments of high-risk food. This has enabled the FSA to have access to real-time data and has removed a significant administrative burden on port health authorities for complying with the

[55] The BIP Manual provides guidance on implementation of legislation concerning checks on products of animal origin imported from third countries. It covers both EU legislation and national rules applicable at BIPs and sets out the division of responsibilities and the procedures for the enforcement authorities carrying out veterinary checks

[56] 19 June 2012, 14 November 2012, 18 June 2013 and 4 November 2013

requirement to submit to the FSA quarterly reports of such consignments. The UK is one of only two Member States using TRACES to record its imports of high-risk food.

7.11 **European Commission's Better Training for Safer Food (BTSF)** – 24 UK representatives attended BIPs training courses organised through the BTSF programme.[57] These workshops aim to improve knowledge on the legislative requirements and spread best control practices amongst Member States' border control personnel. The BIPs BTSF learning materials were cascaded to staff involved in official controls through in-house courses.

Safety, quality and information campaigns

7.12 Border Force is leading responsibility for publicity within ports and airports. Border Force have worked closely with Defra to raise public awareness about current products of animal origin import rules through a coordinated communications and marketing strategy:

- a leaflet summarising the rules for personal imports of products of animal origin "*Bringing food products into the UK*" was made available to travellers at ports and airports and on the gov.uk[58] website
- posters remained available to travellers and Liquid Crystal Display (TV screens) continues to provide messages to travellers at various ports and airports.

7.13 During reporting period the FSA:

- issued a total of 73 formal notices to Local Authorities and Port Health Authorities in the UK to provide guidance on enforcement issues involving public and animal health. The central register of enforcement-related correspondence is available at: food.gov.uk/enforcement/enforcework/centralref/enf-england
- maintained a dedicated homepage for imported food food.gov.uk/enforcement/enforcework/enforce_authorities. This is a comprehensive source of information on imported food controls that is continuously updated
- in December 2013 issued a Resource Pack[59] for delivery of official controls at points of entry. This pack provides an overview of official controls at points of entry, outlines the role inland authorities have in monitoring imported food, includes practical guidance and steers enforcement behaviours.

BIPs audit programme

7.14 In the UK the primary means of verification of effectiveness of official import controls is based on the implementation and assessment of an effective BIP auditing system by AHVLA for verification of compliance with the required procedural and facility requirements.

7.15 During reporting period the audits carried out included:

- full assessment of the procedures
- followed by BIP staff in delivery of the official import controls

[57] BTSF programme is a European Commission initiative that organises training in the areas of European food and feed law, plant and animal health, and welfare regulations ec.europa.eu/food/training_strategy/index_en.htm and ec.europa.eu/chafea/food/index.html
[58] gov.uk/government/publications/bringing-food-products-into-the-uk
[59] food.gov.uk/enforcement/enforcework/enforce_authorities/resourcepack

- assessment of the suitability of the facilities for carrying out the required controls
- assessment of the effectiveness of the verification checks by the local enforcement authority. The verification checks are essential as a first step in ensuring that the facilities are in compliance with the legislation and that veterinary checks are carried out in accordance with the instructions in the BIP Manual.

7.16 All audit reports were assessed on a six monthly basis by AHVLA. A summary of the outcome of the audits and action taken on audit findings were compiled and circulated to Defra and the Scottish Government. This also included identification of training needs and recommendations for policy consideration/action. These reports were reviewed and signed off by the senior veterinary Portfolio Manager for Imports and EU Trade team.

7.17 Risk based audits and liaison visits (informal visits to BIPs between formal audits) at product BIPs were carried out by the AHVLA as follows:

- **Product BIPs** – all high and medium throughput BIPs received one audit for procedures and one for facilities per year. All low throughput BIPs received one audit visit a year and both facilities and procedures were audited at this visit.
- **Live animal BIPs** – were scheduled to be audited once every two years by a senior veterinarian of AHVLA.

7.18 Live animal BIPs were audited using the same check-lists that are used for the local verification checks. In the case of audits of products of animal origin BIPs, the AHVLA used different checklists and report templates than the ones used by the BIP in verification checks. The audit reported “compliant”, “minor deficiencies” or “major deficiencies”. The audit assessed the correctness of the supervision by comparing the audit findings with the relevant supervision reports. One of the main outcomes of the audit system was the identification of training needs based on overall assessment of audit results at the national level as well as assessment at the individual BIP level.

Biosecurity (England)

7.19 Defra’s biosecurity interests cover animal, plant, and aquatic animal health and invasive non-native species, including products of animal origin. The Department has assessed our approaches to the risks and issues related to biosecurity across the continuum of activities on biosecurity – pre-border, at the border and within the UK.

7.20 Commencing in June 2013, ministerial Monthly Biosecurity meetings were held during the reporting period to enable timely escalation of potential biosecurity risks and provide strategic oversight and direction. A new risk assessment methodology enabled animal and plant health risks to be assessed together, in terms of likelihood and impacts.

7.21 As part of wider work on biosecurity, Defra wants to enhance awareness of, and compliance with, UK biosecurity rules relating to plant and animal imports, backed by effective enforcement to tackle non-compliance. During 2014/15, a strategic relationship with Border Force was deepened to further improve joint working. This was done through agreed current tasking and co-ordination activity, and in line with operational priorities and information sharing, to better target enforcement at the border.

Strategic Review of Communication

7.22 In May 2013 a project was commissioned to review Defra's communications with importer and enforcement bodies regarding the importation of live animals and products of animal origin. The review was completed in 2014 following a period of engagement with key stakeholders and the first phase was to consolidate and centralise web guidance as it moved onto Gov.uk. Further recommendations are being adopted in order to improve, clarify and enhance communications both internally between Defra, AHVLA and the FSA and for the benefit of external stakeholders. The project also challenged external stakeholders to create collaborative communications solutions where government is no longer best placed to do so.

New developments

7.23 Composite products are foodstuffs intended for human consumption that contain both processed products of animal origin and products of plant origin. The European Commission reviewed the rules for composite products in 2012. A new certificate is in place that provides for animal and public health conditions for the importation from third countries of certain composite products containing processed meat, dairy products, eggs and fishery products. Composite products containing:

- processed meat
- half or more of its substance of any other processed product of animal origin
- less than half of its substance of processed milk where the final product does not meet certain requirements eg it is not shelf stable at ambient temperature

are subject to veterinary checks at the BIP. The processed product of animal origin has to come from an approved country and where appropriate come from an approved establishment.

Annex A European Union Legislation

EU legislation	Subject
Council Directive 64/432/EEC on animal health problems affecting intra-Community trade in bovine animals and swine (1)	Bovine animals and swine
Council Directive 88/407/EEC laying down the animal health requirements applicable to intra-Community trade in and imports of semen of domestic animals of the bovine species (2)	Bovine semen
Council Directive 89/556/EEC on animal health conditions governing intra-Community trade in and importation from third countries of embryos of domestic animals of the bovine species (3)	Fresh bovine embryos
Council Directive 90/429/EEC laying down the animal health requirements applicable to intra-Community trade in and imports of semen of domestic animals of the porcine species (4)	Porcine semen
Council Directive 91/68/EEC on animal health conditions governing intra-Community trade in ovine and caprine animals (5)	Sheep and goats
Council Directive 92/65/EEC laying down animal health requirements governing trade in and imports into the Community of animals, semen, ova and embryos not subject to animal health requirements laid down in specific Community rules referred to in Annex A (I) (1) to Directive 90/425/EEC (6)	Other animals and products specified in the Directive
Council Directive 92/118/EEC laying down animal health and public health requirements governing trade in and imports into the Community of products not subject to the said requirements laid down in specific Community rules referred to in Annex A (I) to Directive 89/662/EEC and, as regards pathogens, to Directive 90/425/EEC (7)	Miscellaneous products
Council Directive 96/23/EC on measures to monitor certain substances and residues thereof in live animals and animal products and repealing Directives 85/358/EEC and 86/469/EEC and Decisions 89/187/EEC and 91/664/EEC (8)	Residues
Regulation (EC) No 178/2002 laying down the general principles and requirements of food law, establishing the European Food Safety Authority and laying down the procedures in matters of food safety (9)	Animal products for human consumption
Council Directive 2002/99/EC laying down the animal health rules governing the production, processing, distribution and introduction of products of animal origin for human consumption (10)	Animal products for human consumption
Council Directive 2004/68/EC laying down animal health rules for the importation into and transit through the Community of certain live ungulate animals (11)	Certain live ungulate animals including bovine, ovine, caprine, porcine
Commission Regulation (EC) No 136/2004 laying down procedures for veterinary checks at Community border inspection posts on products imported from third countries (12)	Hay and Straw
Regulation (EC) No 852/2004 of the European Parliament and of the Council on the hygiene of foodstuffs (13)	Animal products for human consumption
Regulation (EC) No 853/2004 of the European Parliament and of the Council laying down specific hygiene rules for food of animal origin (14)	Animal products for human consumption

EU legislation	Subject
Regulation (EC) No. 854/2004 of the European Parliament and the Council laying down specific hygiene rules for the organisation of official controls on products of animal origin intended for human consumption (15)	Animal products for human consumption
Regulation (EC) No 882/2004 of the European Parliament and of the Council on official controls performed to ensure the verification of compliance with feed and food law, animal health and animal welfare rules (16)	Official controls on feed, food, animal health and animal welfare
Council Regulation (EC) No. 183/2005 laying down requirements for feed hygiene (17)	Animal feed
Commission Decision 2007/275 concerning lists of animals and products to be subject to controls at border inspection posts under Council Directives 91/496/EEC and 97/78/EC (18)	Composite products
Council Directive 2006/88/EC on animal health requirements for aquaculture animals and products thereof, and on the prevention and control of certain diseases in aquatic animals (19)	Aquatic animals
Council Directive 2009/156/EC on animal health conditions governing the movement and importation from third countries of equidae (20)	Equidae
Council Directive 2009/158/EC on animal health conditions governing intra-Community trade in, and imports from third countries of, poultry and hatching eggs (21)	Poultry and hatching eggs
Regulation (EC) No 767/2009 of the European Parliament and of the Council of 13 July 2009 on the placing on the market and use of feed (22)	Animal feed
Council Regulation (EC) No 1069/2009 laying down the health rules as regards animal by-products and derived products not intended for human consumption (23)	Animal by-products

Annex B UK Border Inspection Posts

UK BIPs for products of animal origin

BIP	Approved for carrying out checks on
Belfast Airport	Packaged animal products not intended for human consumption which are imported under ambient and chilled temperatures.
Belfast Port	Frozen animal products for human consumption. Frozen animal products not intended for human consumption.
Bristol Port	Animal products for human consumption at frozen and ambient temperatures only. Animal products not intended for human consumption which are imported under ambient temperatures.
East Midlands	Packaged chilled animal products for human consumption. Packaged Animal products for human consumption imported at ambient temperatures Packaged animal products not intended for human consumption imported at ambient temperatures.
Falmouth	All products for human consumption.
Felixstowe	All animal products for human consumption. Animal products not intended for human consumption at frozen and ambient temperatures only.
Gatwick Airport	Packaged animal products for human consumption. Packaged animal products not intended for human consumption.
Glasgow Airport	Suspended.
Grimsby-Immingham	Frozen animal products for human consumption.
Heathrow	Packaged animal products for human consumption. Packaged animal products not intended for human consumption.
Hull	All animal products for human consumption. Animal products not intended for human consumption at ambient temperatures.
Invergordon	Processed animal proteins only.
Liverpool	All packaged animal products for human consumption. All packaged animal products not intended for human consumption.
Manchester Airport	Packaged animal products for human consumption. Packaged animal products not intended for human consumption.
Peterhead	Frozen packaged fishery products only.
Southampton	All animal products for human consumption. All animal products not intended for human consumption.
Stansted Airport	Packaged animal products for human consumption imported at ambient temperatures. Packaged animals products not intended for human consumption imported at ambient temperatures.
Thamesport	All packaged animal products for human consumption. All packaged animal products not intended for human consumption.
Tilbury	All animal products for human consumption. Animal products not intended for human consumption at frozen and ambient temperatures only.

UK BIPs for live animals

Border Inspection Post		Live Animals			Remarks
Name	**Type**	**Ungulates[60]**	**Registered Equidae[61]**	**Other Animals[62]**	
Gatwick	Airport			Yes	
Heathrow	Airport	Yes	Yes	Yes	
Manchester	Airport			Yes	Fish, Reptiles, invertebrates and amphibians only
Stansted	Airport	Yes	Yes		
Prestwick	Airport	Yes	Yes		
Edinburgh	Airport			Yes	Dogs, cats, ferrets, lagomorphs, amphibians, reptiles, tropical ornamental animals and rodents

60 Ungulates include cattle, swine, sheep and goats, deer, alpaca, llama and other wild and domestic cloven hoofed animals and solipeds.
61 As defined in Directive 90/426/EEC on health conditions governing the movement of equidae and their import from third countries.
62 Not a Border Inspection Post for any species of animals specified in the Rabies (Importation of Dogs, Cats and Other Mammals) Order 1974, as amended by the Rabies (Importation of Dogs, Cats and Other Mammals (Amendment) Order 1994.

Annex C International Disease Monitoring – Preliminary outbreak assessments

Department of Environment,
Food and Rural Affairs Veterinary Science Team
International Disease Monitoring

Reference: VITT/1200 FMD in Russia
Date: 21 June 2013

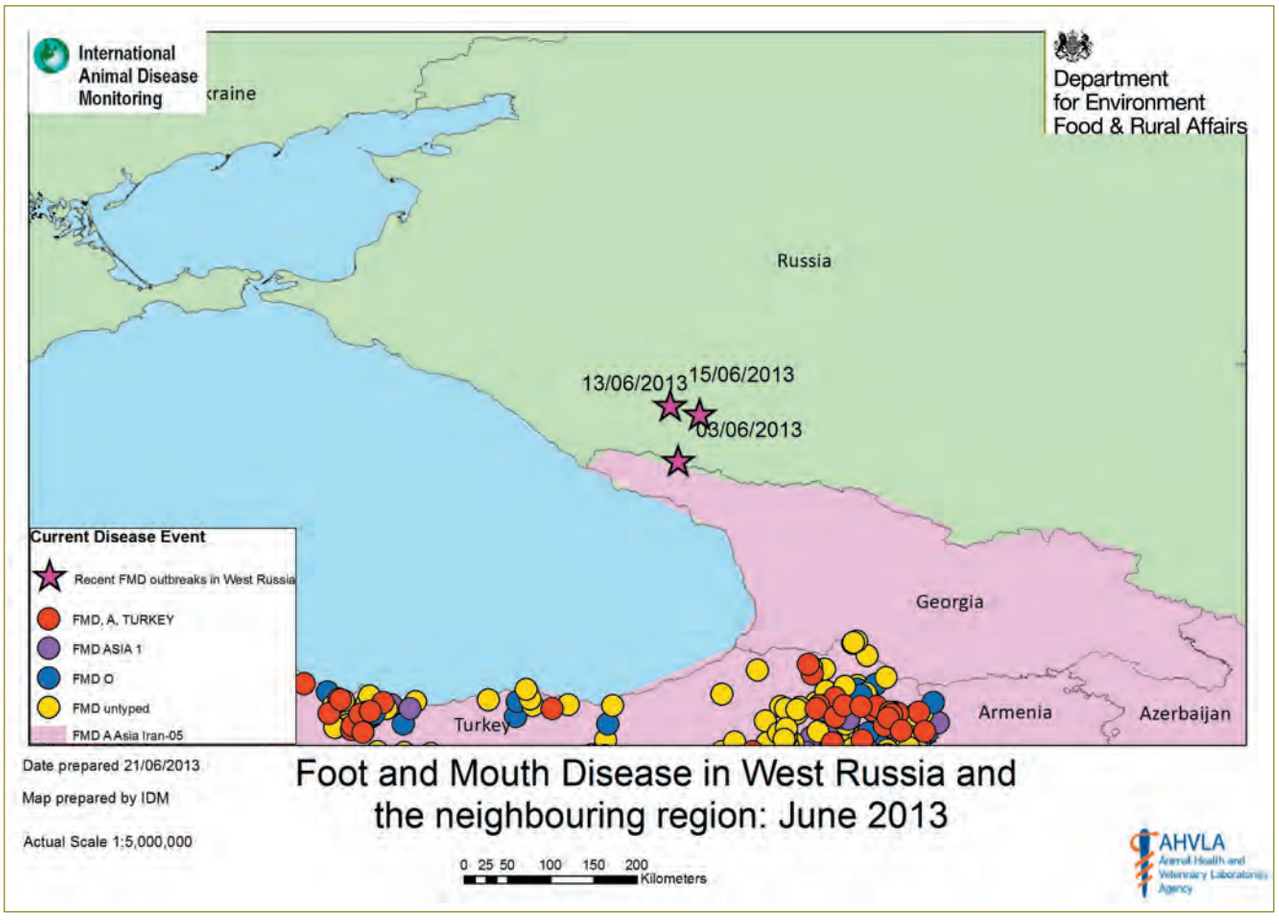
Foot and Mouth Disease in Russia

Preliminary Outbreak Assessment

Note: Defra's International Disease Monitoring (IDM) monitors outbreaks of high impact diseases around the world. Foot and Mouth Disease (FMD) is among those diseases of major concern.

1. Disease Report

Russia reported three outbreaks of FMD A in cattle in Karachay-Cherkessia and Krasnodar regions (OIE, 2013). The first outbreak on 3 June was a few km from the border with Georgia while the other two outbreaks reported on the 18 June were approximately 60 km from the Georgian border in a buffer zone, where FMD vaccination is being carried out. According to the disease report, the source of infection for the original outbreak could have been contact with infected wild cloven hoof animals. Disease control measures and restriction zones are in place.



2. Situation Assessment

There has been little official information about specific disease outbreaks from the neighbouring countries of Armenia, Azerbaijan and Georgia. Nevertheless, the World Reference Laboratory for FMD (WRLFMD), Pirbright Institute and the FAO/EUFMD (a European Commission funded regional body to support member countries in Europe to control FMD) have reported recently that these three countries share the same geographical distribution of FMD virus strains, namely FMD A, O and Asia-1, as other countries in the Middle East and West Eurasia (EUFMD, 2013). The WRLFMD reports that recent strain sequencing from Turkey, Iran and Iraq have confirmed the presence of FMD A Asia Iran-05 being the common FMD A virus for the region (WRLFMD, 2013).

Elsewhere in East Russia, Kazakhstan and China, several outbreaks FMD A have been reported over the last few months, but the strain from these outbreaks has been typed as FMD A Asia Sea-97 (WRLFMD, 2013). Serotyping from the recent West Russia outbreaks will confirm whether these are due to introductions from the Middle East, or a “jump” from a geographically distinct area. This may have implications for control if vaccination is being used widely.

Although Russia is not approved for the export of live ruminants or products of animal origin from FMD susceptible species, the illegal introduction of products cannot be ruled out, but is very difficult to estimate. However it should also be noted that this region of Russia has a low level of biosecurity in livestock and regular wildlife contacts, as evidence by the spread and establishment of African Swine fever, and therefore control measures need to be implemented in a timely manner to avoid further spread.

3. Conclusions

The risk of introduction of FMD through legal trade from Russia is considered negligible (ie “so rare it does not merit consideration”).

Nevertheless, these latest outbreaks do not change our risk level for introduction of FMD from any affected area into the EU, which is constantly low (ie “rare but does occur”) because of the possibility of illegal trade in affected products, movement of wildlife and contaminated equipment or articles.

We will continue to monitor the situation.

4. Authors

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5. References

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http://www.fao.org/fileadmin/user_upload/eufmd/docs/FMD_monthly_reports/April2013Final.pdf
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WRLFMD (2013) Quarterly Report January – March 2013.
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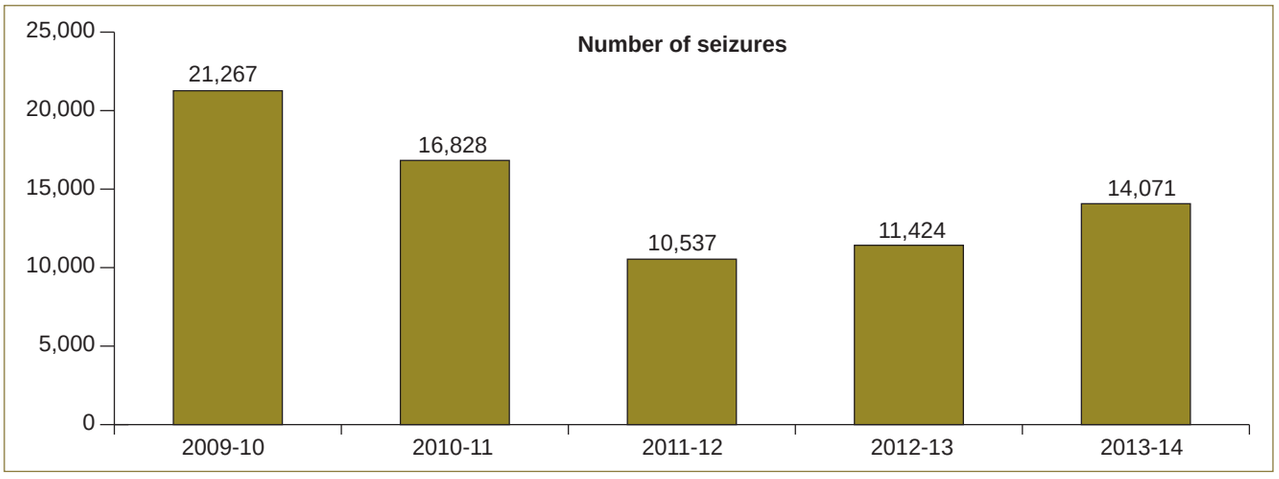
Annex D Statistics on imports of illegal products

For the purposes of these statistics ‘illegal’ refers to products of animal origin seized as items from individuals being in contravention of the personal concessions permitted or commercial consignments that have sought to evade correct entry procedures by not being declared at a Border Inspection Post. These statistics also include items voluntarily surrendered by passengers at ports and airports.

Figures show the number and weight of seizures by Border Force, DARD and those made by inland Local Authorities and Port Health Authorities at relevant points of entry.

Graphs illustrating total number of seizures including weight (2009-2014)

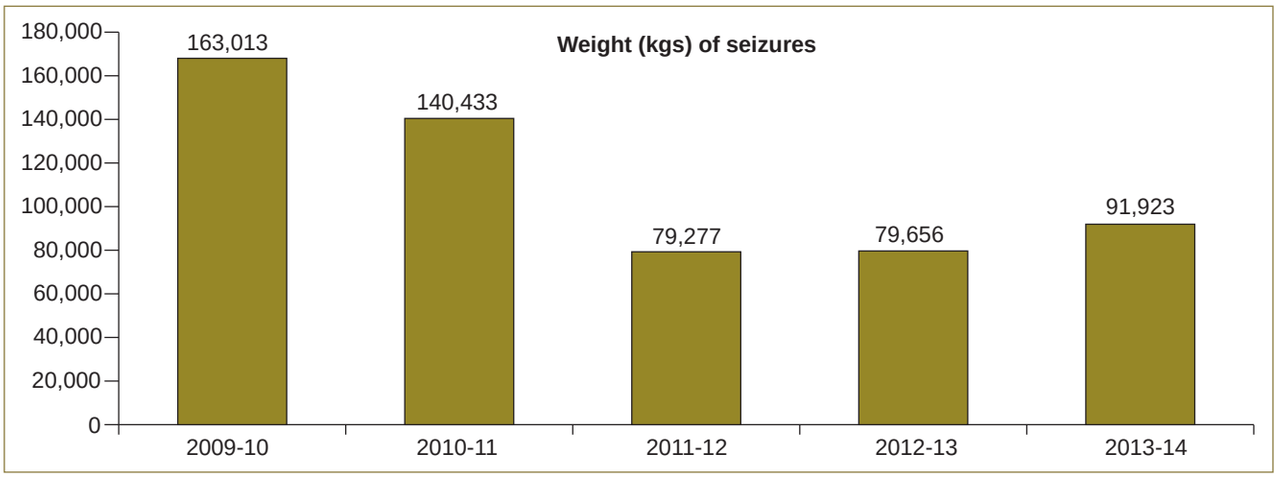


2010-11 – Of this number approximately 4% were made in freight and cargo. These seizures account for approximately 55% of the total weight of seizures, and approximately 95% of the total volume of seizures

2011-12 – Freight seizures represent 5.5% of the total seized

2012-13 – Freight seizures represent 5.27% of the total seized

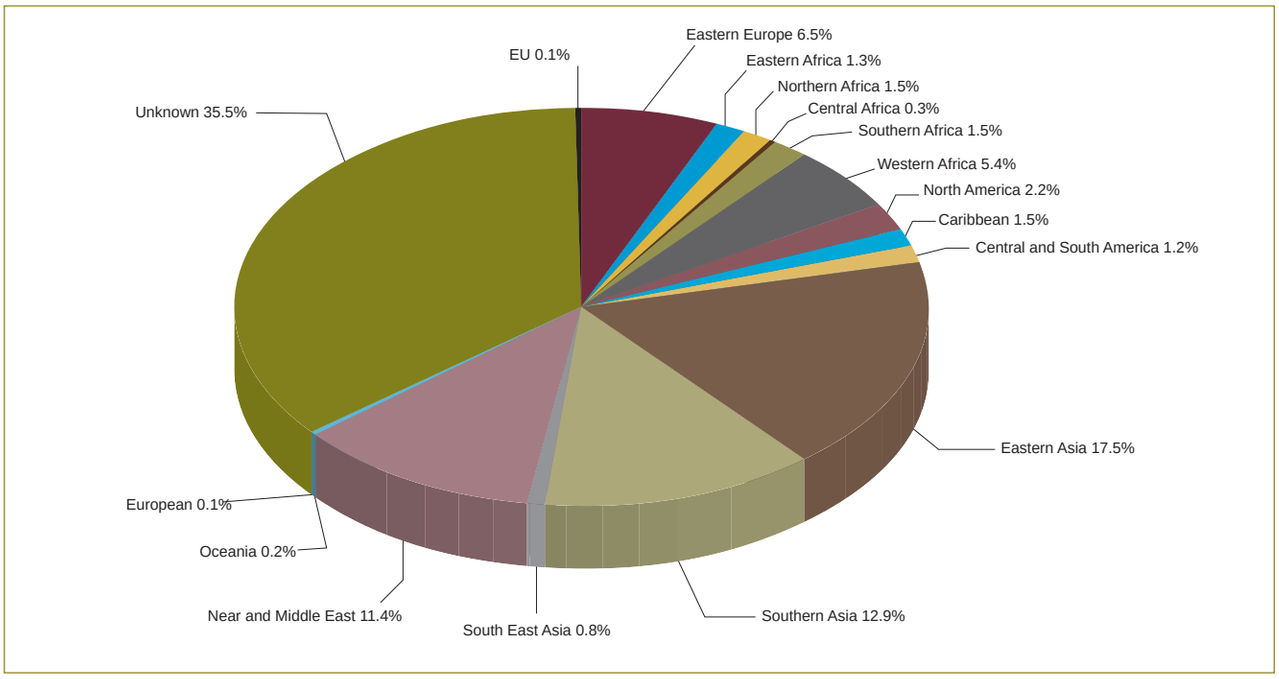
2013-14 – Freight Seizures represent 4.85% of the total seizures



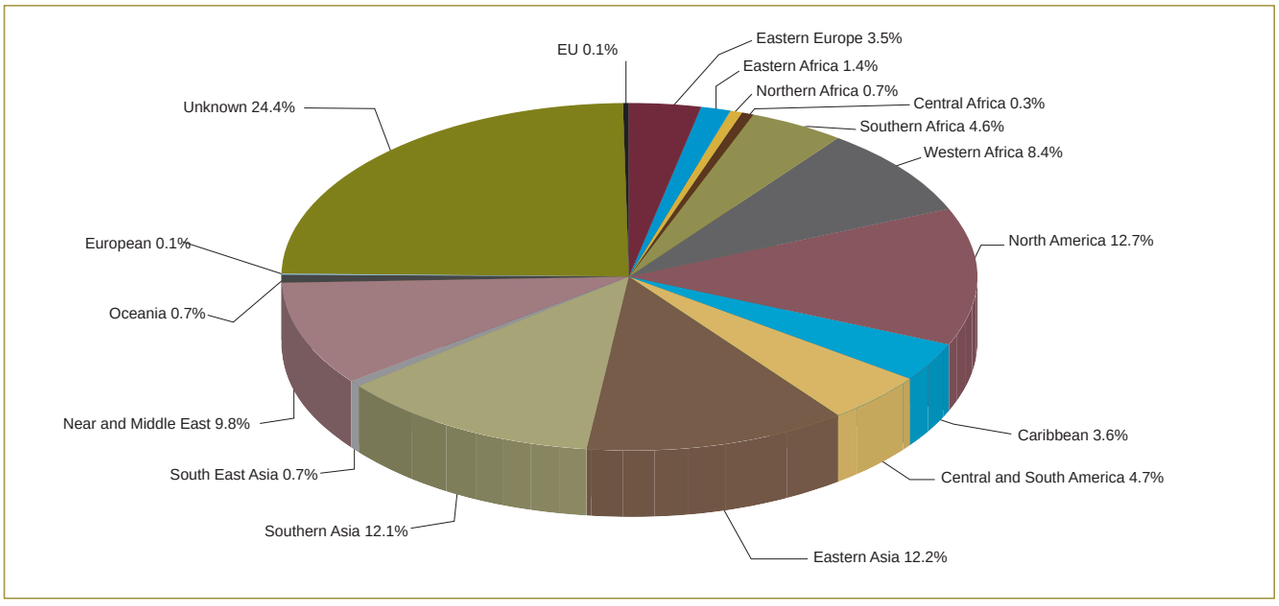
Number of seizures including weight by region during 2012-2014

Region ID/Name	Table 1: Number of seizures (including weight) by region during 2012-2013		Table 2: Number of seizures (including weight) by region during 2013-2014	
	No. of seizures	Wgt (kg)	No. of seizures	Wgt (kg)
1 Eastern Europe	740	2,790	596	2,174
2 Eastern Africa	154	1,083	149	825
3 North Africa	169	530	191	776
4 Central Africa	39	278	63	526
5 Southern Africa	171	3,631	162	447
6 Western Africa	612	6,730	556	4,330
7 North America	254	10,146	268	3,001
8 Caribbean	169	2,897	150	742
9 Central & South America	132	3,722	126	542
10 Eastern Asia	1,996	9,685	2,172	14,347
11 Southern Asia	1,474	9,670	1,692	11,435
12 South East Asia	94	535	133	612
13 Near & Middle East	1,302	7,809	1,516	16,349
14 Oceania	28	564	47	2,176
15 European	13	62	12	44
16 Unknown	4,060	19,466	6,209	33,201
17 EU	17	58	29	396
Totals	**11,424**	**79,656**	**14,071**	**91,923**

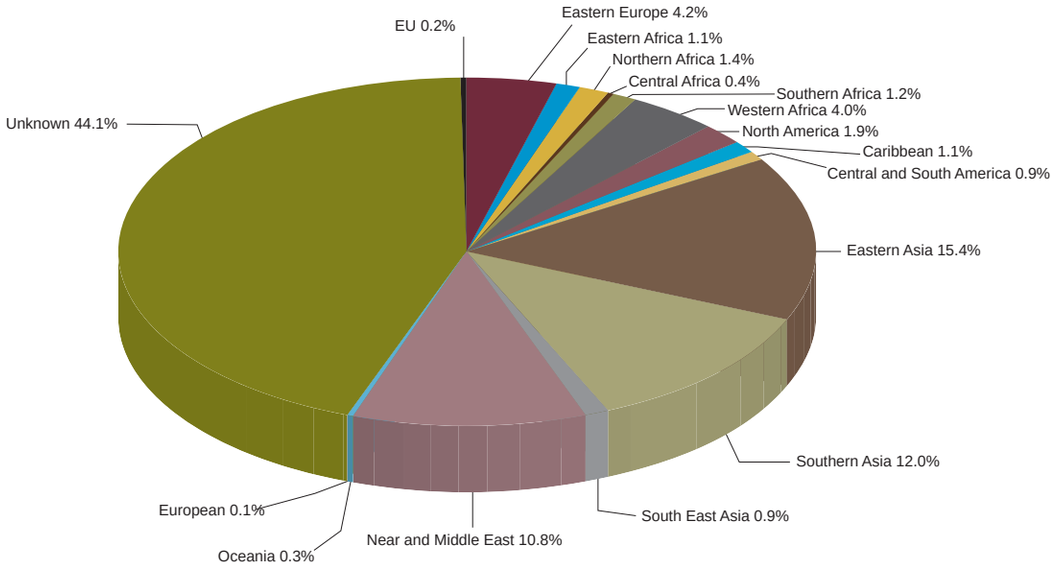
Pie Chart 1 for Table 1: Number of products of animal origin seized by region during 2012-2013



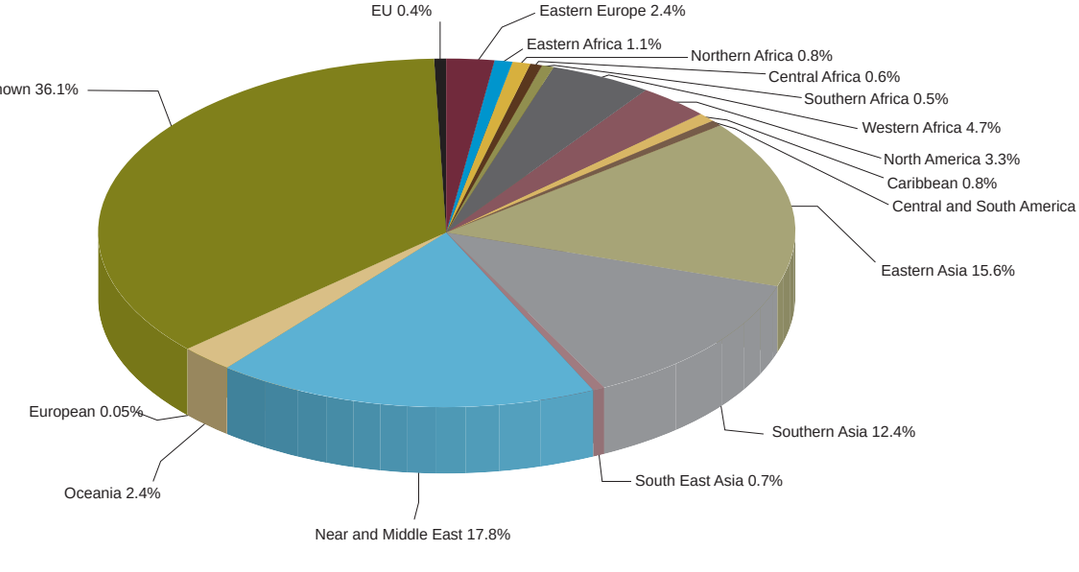
Pie Chart 2 for Table 1: Weight of products of animal origin seized by region during 2012-2013



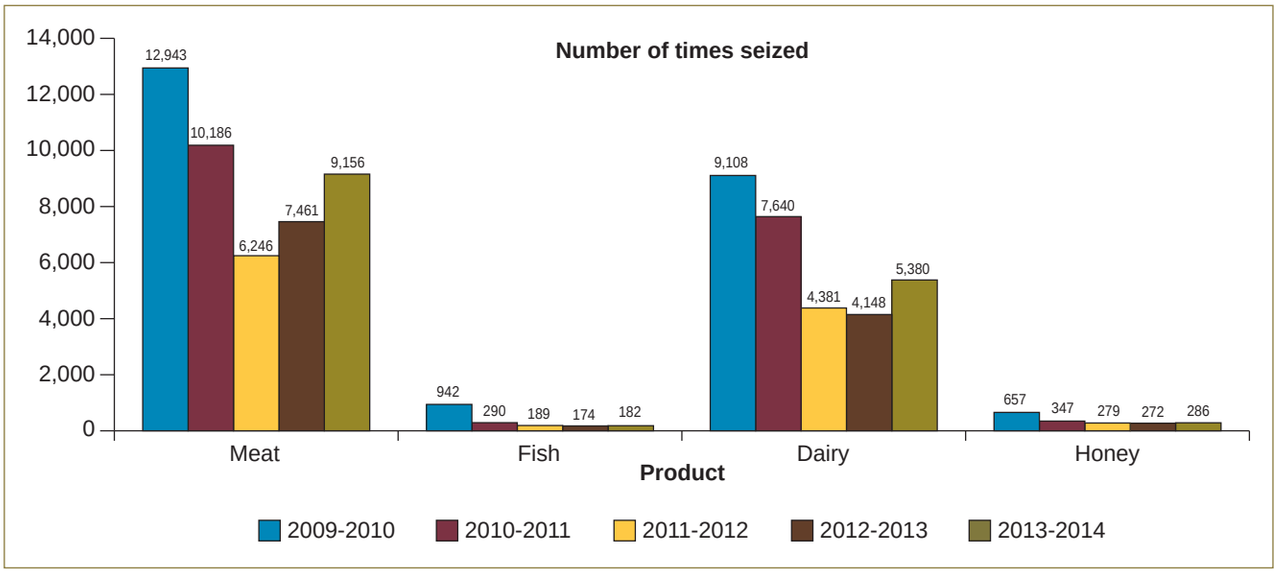
Pie Chart 3 for Table 2: Number of products of animal origin seized by region during 2013-2014

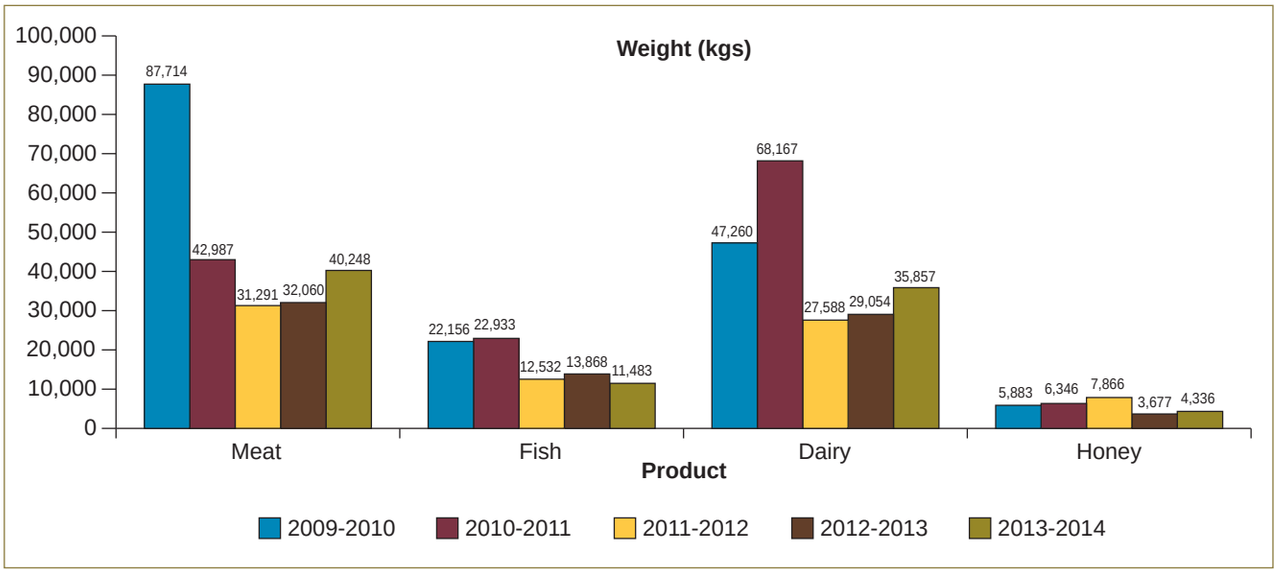


Pie Chart 4 for Table 2: Weight of products of animal origin seized by region during 2013-2014



Graphs illustrating number of seizures and weight by product (2009 – 2014)





Annex E Glossary of commonly used abbreviations and acronyms

ABPs	Animal by-products
ASF	African Swine Fever
AHVLA	Animal Health and Veterinary Laboratories – now known as the Animal and Plant Health Agency (APHA)
BIP(s)	Border Inspection Post(s)
CVED	Common Veterinary Entry Document
DARD NI	Department of Agriculture and Rural Development for Northern Ireland
Defra	Department for Environment, Food and Rural Affairs
EC	European Commission
EU	European Union
FMD	Foot and Mouth Disease
FSA	Food Standards Agency
FVO	Food Veterinary Office
GB	Great Britain
HMRC	Her Majesty's Revenue and Customs
HPAI	Highly Pathogenic Avian Influenza
ID checks	Identity checks
LAs	Local Authorities
NI	Northern Ireland
OIE	World Organisation for Animal Health
OVS(s)	Official Veterinary Surgeon(s)
PAFF Committee	Standing Committee on Plants, Animals, Food and Feed – formerly known as SCoFCAH (Standing Committee on the Food Chain and Animal Health)
PHA	Port Health Authorities
RASFF	EU Rapid Alert System for Food and Feed
SG	Scottish Government
TARP	Trade in Animals and Related Products Regulations
TRACES	EU Trade Control and Expert System
WG	Welsh Government
UK	United Kingdom

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