FVE, the Federation of Veterinarians of Europe,

UEVP, the Union of European Veterinary Practitioners and

FECAVA, the Federation of European Companion Animal Veterinary Associations.

INTRODUCTION

Trade occurs as a result of supply and demand and technically this is no different if ‘the product’ happens to be a dog. Amongst consumers in Europe, there is a marked mismatch in supply and demand of puppies and adult dogs. Taking into account the fact that the economic value of a dog is usually high and the production costs tend to be kept very low, often at the cost of compromised welfare, this has resulted in a booming industry in Europe.

Although dogs under EU legislation are considered ‘goods’, they are sentient animals. The European veterinary profession, here represented by FVE, UEVP and FECAVA, strongly feels that profit should never take priority over animal health and welfare or public health and should never harm the consumer. Therefore we call upon all those involved to work towards a future in which dogs are traded in a respectful and responsible way taking into account the animals’ health and welfare needs.
I. Economic factor

- The keeping, breeding and trade of dogs represent a major economic activity. It was estimated in 2012 that in the European Union there were 60.8 million dogs and this number is increasing. An estimated 46,000 dogs per month are traded between EU member states, a figure that is significantly different from the 20,000 dogs per year registered in TRACES\(^1\). The value of dog and cat\(^2\) sales in the EU is estimated at 1.3 billion euro annually, pet food and care account for 22 billion euro, 2.1 billion euro on pet health products and the industry generates direct employment of about 300,000 people\(^3\).

II. Supply and demand

- In many European countries the supply of certain breeds of dogs by local breeders cannot meet demand. At the same time, national re-homing of rescue dogs often doesn’t make up for this shortage, because many of the dogs offered do not meet the expectations of the consumer.

- There are many responsible breeders in Europe. Some of which are regulated by breed associations and/or national legislation. They go to great lengths to breed healthy and well-socialised dogs. Nevertheless, many pups traded in Europe also come from irresponsible breeders or other sources such as puppy farms or so-called puppy mills.

- It is very important that puppies are adequately socialised at an early age. Young puppies should safely encounter a variety of people, animals and everyday household sights and sounds in their first few weeks and months of age. Most of the critical behavioural development periods are before the age of 15 weeks\(^4\), the minimal age at which pups officially can be moved across borders\(^5\). Therefore an essential part of the puppy’s socialisation has to take place with the breeder. Without proper socialisation the dog will be much more likely to show problematic behaviour which can include aggression, fear, persistent barking and howling, destructive chewing and inappropriate toileting. Such behaviours can cause a breakdown of the human-animal bond, leading to pets being excluded from family life to the detriment of their welfare, relinquished to rehoming centres or even being euthanased\(^6\).

- The puppies that are traded can be pedigree, purebred or non-purebred. They may be sold with or without any official papers from the relevant national breed association. The numbers largely comprise a number of popular breeds or so-called designer crossbreeds\(^7\). From an animal welfare point of view, it is not important whether a dog is a pedigree or
not. What matters is that healthy dogs are bred in a way which ensures their health and welfare.

− Cross border adoption of rescue dogs has become a fast growing ‘business’. There is always a concern that commercial or other interests might take precedence over welfare considerations.

− (Rescue) dogs can harbour diseases that are transmissible to both humans and other animals. Some diseases are endemic in one part of Europe, while other areas are disease-free of e.g. Ecchinococcus multilocularis, Babesia or Leismania. By transporting dogs across Europe there is a risk of spreading these diseases. There is also a higher risk of spreading rabies via stray dogs which are not managed appropriately or via dogs that are illegally traded whose vaccination status is unclear.

III. The consumer

− The consumer is not an expert and for them it is very difficult to judge whether they have bought a healthy dog or a ‘defective product’. Sometimes the consumer is not even aware that he or she has bought a dog from abroad.

− While many ordinary products can be exchanged or returned for a refund this is often not so easy when it comes to dogs. For example the six-month legal period during which product defects can be identified is not sufficient, as the period in which many hereditary diseases show symptoms is often far longer. Furthermore, since consumers become emotionally attached to the ‘defective products’, they might go to great expense to treat their dogs.

− Buying a dog is sometimes an emotional and impulsive rather than a rational decision, which makes the buyer less critical.

− In some countries, buying or adopting a dog is not made easy. Since demand often outstrips the supply, breeders can set their own rules e.g. concerning the future owner’s housing, work commitments or family members. In some countries shelters may also have requirements, which can make it difficult to adopt a dog. The conditions imposed by some breeders / shelters are usually for the benefit of animal health and welfare and seek to avoid disappointment which might lead to the future abandonment of the dog by the owner. However, sometimes they will force potential owners to look for other ways to obtain a dog.
The Internet is easily accessible, offers a huge supply, with no waiting time and no questions asked. The price is not always the primary reason for buying a dog via the Internet and high prices are asked. The Internet (classified ads, social networks and websites) is therefore a major channel for buying and selling dogs and is difficult to regulate.

Animal health and welfare goes hand in hand with public health and wellbeing. A wide range of pathogens, influenced by region and habitat, can be hosted, carried and transmitted to other animals and people. Diseases that can be spread in this way vary from relatively mild ones that might go unnoticed to those that have a major impact on public health causing severe chronic disorders or even fatal diseases (e.g. rabies and Ecchionococcus multilocularis). Care should be taken to trade dogs and not diseases.

IV. Legal aspects

The dog breeding and trade industry can operate legally or illegally. Even if all current legal requirements are met, there are still potentially serious risks for the health and welfare of the dogs as well as to public health and to the consumer’s right to be treated fairly.

At EU level there is no harmonisation and no legal framework or guidelines related to animal welfare for dogs in breeding or trading facilities. Decisions about legislation and enforcement measures fall under the competence of the Member States. The legal requirements in European countries regarding the breeding and keeping of dogs considerably differ. Therefore there is no fair and equal competition between European countries, not even in the EU Internal market.

Currently the trading of dogs is often wrongly seen as a non-commercial activity. However, where the non-commercial movement of pet animals is not caused by the movement of the owner, whatever the number of pet animals, the animals are to comply with the animal health conditions applicable to trade in or import into the Union of such animals. In other words: regardless of whether the activity is for profit or not, if a dog is moved for the purpose of a change of ownership, including a rescue or international rehoming, then it is considered to be commercial.

The EC regulation Reg. (EC) 1/2005 on the protection of animals during transport governs the commercial transport of vertebrates within the EU. Its intention is to prevent injury or unnecessary suffering to animals and to ensure that they are transported in a manner that is adequate for their needs. Since dog trade in most cases is a commercial activity, Reg. (EC) 1/2005 applies to those dogs too. However, there is little evidence that this legislation is being enforced and many articles of the current regulation are not appropriate for companion animals.
− The level of compliance with the above mentioned EU legislation varies widely.

− The lack of standardised enforcement across different member states sometimes leads to transportation routes deviating from areas of high or perceived high enforcement to areas of low enforcement. This typically increases journey times and consequently to an overall reduction in animal welfare.

− A European Pet Passport completed and issued by an authorised veterinarian officially records information related to the individual dog including microchip number, the rabies vaccination status and the *Echinococcus multilocularis* treatment. Only dogs that travel across borders are required to have a European Pet Passport. In some countries dogs that do not move across borders often only have a vaccination booklet. Unfortunately false certification and other forms of fraud of the European Pet Passport do happen and enforcement measurements are limited.

− There is no harmonisation within the EU regarding mandatory identification and mandatory registration.

V. The veterinary profession

As a well-educated professional, bound by a professional oath, working according to a professional code of conduct and codes of Good Veterinary Practice, licensed and supervised by an authority (veterinary statutory body), the veterinarian is only one player in the whole network but an important one. The veterinarian is involved in different positions and at many levels - for example:

- for the breeder and trader: clinical work, identification & registration, certification, vaccination;
- as an official vet (e.g. border controls);
- for the consumer after the dog is bought and comes to the practice.

− Veterinarians continually strive to promote the health and welfare of animals and public health. The European veterinary profession, here represented by FVE, UEVP and FECAVA cares for animals and people and is therefore concerned with the current alarming situation regarding the dog trade industry.
RECOMMENDATIONS:

A harmonised approach, aimed at the responsible keeping, breeding and trading, of healthy well socialised dogs. Taking into consideration not only the welfare of the dogs, but the health of the public and the protection of the consumer being essential. The effectiveness of such an approach largely depends on good collaboration and communication between all those involved.

Two key areas are identified:

I. Education and raising awareness of the public
   II. Harmonised legislation with proper enforcement and control

I. EDUCATION AND RAISING AWARENESS OF THE PUBLIC

Education of the public - both children and adults - is the cornerstone to ensuring that the public understands the responsibilities of dog ownership and are able to make informed decisions when purchasing a dog. Ideally campaigns addressing the process of obtaining and keeping a dog should be as broad as possible, involving newspapers, the Internet, radio, television and schools. The veterinary profession involving all veterinarians should play an active role in the education of the public and in awareness campaigns working closely with NGOs and other stakeholders.

1. Responsible Pet Ownership

To avoid emotional and financial disappointment, health issues for the consumer and any health and welfare issues for the dogs, consumers should be aware of their responsibility and duty of care and the commitment that dog ownership calls for. Responsible Pet Ownership, such as that promoted through the Carodog project\(^\text{17}\), aims to maintain a good level of animal health and welfare, to maximise physical and psychological benefits for humans\(^\text{18}\) and their animals and to minimise the potential risks that pets may pose to the public, other animals, or the environment\(^\text{9, 19}\).

Every dog deserves a caring owner, but currently too many dog owners take their dog to a shelter or even abandon it, which then adds to the stray dog issue in Europe\(^\text{8}\).

2. Choosing a dog

For a consumer to buy a dog that fits their expectations and life style, the future owner should be made aware of any needs, health and behavioural issues in the selected breed. To understand the health and welfare needs of their proposed purchase, and to avoid any (e.g. financial) disappointment, they should be strongly advised to consult their veterinarian BEFORE buying a dog. Veterinary practitioners are ideally placed to advise owners on how to choose the best pup for the family concerned.
Rehoming of dogs within a country, instead of buying a puppy, should be facilitated and promoted. Care needs to be taken with cross border adoption of stray dogs.

3. Obtaining a dog:

Guidelines should be created and campaigns should be launched concerning how to buy a dog and how to adopt a dog. Campaigns like ‘Stop Puppy traders’ and ‘Puppy kopen? Ontmasker de foute Fokker’, which includes a puppy-checklist, should be promoted and made available throughout Europe.

When the consumer has decided to buy a pedigree dog, the National breed associations or the veterinary practitioner can offer information on breeds and can advise the consumer where best to buy such a dog.

4. Check up

After purchasing a dog, it is advisable to see a veterinarian as soon as possible, preferably the same day. The veterinarian should check the dog and its health records and if they see any irregularities (e.g. ID is not correct, pup is younger than the records suggest) they should warn the competent authorities. The veterinarian should also inform the owner of any such irregularities.

Not all defects will show symptoms at the time of consultation. For example, an infectious disease might still be in its incubation period and hereditary diseases maybe become apparent later on in the dog’s life.

The veterinarian can also suggest specific preventive measures like anti-parasitic treatment and vaccinations against serious infectious diseases in the owner’s region.

II HARMONISED LEGISLATION WITH PROPER ENFORCEMENT AND CONTROL

1. Harmonised legislation

Harmonisation within the EU and close collaboration of the Member State Authorities would be very helpful to raise the standards of breeding, trading and keeping of dogs together with the regulation of stray dogs. **EU legislators should make it a priority to standardise the dog trade and protect animal welfare with a new EU animal welfare act as voted for in the EU parliament in 2015**. It is essential to establish an equal level of
compliance, without which there is no fair and equal competition between Member States. However, trade should never take priority over animal health and welfare or public health and should never harm the consumer.

2. Proper enforcement

The EU harmonised legislation on Intra Union Trade and Import from third countries include specific requirements, e.g. that dogs have to come from registered establishments (Directive 92/65/EEC). Implementation and enforcement fall under the competence of the National Authorities. Proper enforcement of these measures is essential and an equal level of compliance must be established in all Member States.

3. TRACES

Although it has been demonstrated that TRACES is hardly used for the dog trade, the use of TRACES is mandatory when dogs are traded and should therefore be enforced.

4. Transport

The EC regulation Reg. (EC) 1/2005 on the protection of animals during transport does apply to all dogs that are traded and it should therefore be enforced. Specific guidelines regarding the conditions of transport of dogs should be established.

5. Hotline

The government in each member state should establish a hotline for veterinarians and owners to report any irregularities in relation to the commercial or non-commercial movement of pets as well as concerns about the health and welfare of animals.

6. Control

As border control in Europe is a challenge, to protect animal health and welfare, public health and the consumer, inspection should not focus on the borders, but on the whole pathway from the keeping, breeding and trading to the purchase by the consumer.

The veterinary surgeon should play an important role as he/she is the one who vaccinates the dogs at the breeders premises or the dogs in the shelters, issues the European Passport and in most countries microchips the dogs as well. Usually the new owner will take the dog directly to their veterinarian, who can check the dog and might be the first to see a dog suffering from a notifiable disease such as rabies. The
practitioner should also check the health records and if any irregularities are found (e.g. ID not correct, age of pup not matching the records) warn the competent authorities.

7. **Mandatory permanent identification and mandatory registration**

Mandatory permanent identification and mandatory registration of all dogs in Europe is essential when it comes to traceability, combating fraud and avoiding public health risks. There is a need for a central database or to improve the exchange of information in existing databases with a link to a central database such as Europetnet. At the present time, the use of a transponder offers the most advantages for a pan-European system and therefore microchipping should be the identification method of choice.

8. **Certification**

Certification should be performed only by a veterinarian. False certification\(^25\) is inexcusable and cannot be tolerated and should lead to severe disciplinary action and have legal consequences. Any other form of manipulation of any document by those involved should be liable to prosecution.

9. **Ensure the health status of the dogs**

Vaccination against rabies as well as in some cases anti-parasitic treatment of dogs against Echinococcus multilocularis\(^9\) is mandatory. However vaccination against other important diseases like parvovirus enteritis and canine distemper\(^26\), as well as anti-parasitic treatment of dogs against other pathogens should also be ensured. In many countries these diseases were rarely seen any more, but because of the importation of dogs they have reappeared. These diseases are very contagious, severe and often fatal, having a huge impact on the health and welfare not only of the imported dogs, but also for the indigenous dog population.

10. **Animal welfare standards**

All legislation should be enforced to protect animal welfare standards in dog breeding and trading establishments across Europe and during transport. *This legislation should ensure all aspects of animal welfare are maintained, not just physical but behavioural and psychological in line with the Five Freedoms.* Harsh penalties should apply if the rules are breached, as trading dogs is a highly lucrative business. The level of such penalties must be an effective deterrent.
CALL UPON:

➢ **Veterinary Organisations and Regulatory Authorities**

- to participate in education and awareness campaigns and to promote responsible pet ownership
- to play an active role in promoting the control of the entire pathway from breeding to ownership.
- to work jointly with the FCI, the kennel clubs and others involved in dog breeding in order to promote the breeding of healthy dogs.
- to take severe disciplinary action against false certification by a veterinarian.
- to be alert for animal cruelty and possible cases of neglect and to take action with the appropriate authorities against breeders, traders and other parties that would endanger animal health and welfare, as well as public health
- to enhance communication with all other parties involved

➢ **Veterinarians**

- to participate in education and awareness campaigns and to promote responsible pet ownership
- to play an active role in disease surveillance and report cases in which a notifiable disease is suspected because private practitioners may be the first to see a dog suffering such a disease, e.g. rabies.
- to play an active role promoting animal health and welfare throughout the whole pathway from the breeding, trading, purchase and ownership of the puppy by the consumer.
- to be alert for animal cruelty and possible cases of neglect and to raise their voice against breeders, traders and other parties that would endanger animal health and welfare, as well as public health
- to report to the competent authority any irregularities with respect to the health records or the identification (e.g. ID not correct, age of pup not matching the records, fraud with stickers, ...)
- to enhance communication with all other parties involved
➢ Politicians, legislators and administrators

- to place at EU and National level, relevant harmonised legislation to raise the standards of dog breeding and trade, including trading over the internet.

- to take all necessary measures to enforce legislation and protect animal welfare standards in dog breeding and trading establishments across Europe.

- to ensure the access to adequate financial, infrastructural and personnel resources to implement and enforce the legislation and protect the health and welfare of companion animals

- to apply harsh penalties if the rules are breached, as trading puppies is a highly lucrative business, and failure to observe regulation endangers the health and welfare of animals as well as endangering public health, and the level of such penalties must be an effective deterrent.

- to provide sufficient means and resources for educating the consumer and promoting responsible ownership

- to promote and support the breeding of healthy dogs

- to put in place a hotline where practitioners and others can report irregularities in relation to the commercial or non-commercial movement of pets as well as concerns about the health and welfare of animals

- to come forward at an EU level with a Community Animal Welfare Law, which includes companion animal issues

- Member States to ensure systematic control of the movement of puppies and the use of TRACES if it concerns commercial transport

- To make both identification as well as registration of dogs in Europe mandatory

➢ Breeding associations

- to set breeding standards that do not compromise animal health and welfare

- to promote the breeding of healthy and well socialised dogs

- to collaborate with researchers to provide further science-based information for breeding healthy dogs
o to work with veterinarians to promote the breeding of healthy dogs.

o to call upon their members to breed healthy dogs taking into account animal welfare as well as public health

o to be alert for animal cruelty and possible cases of neglect and to raise their voice against breeders, traders and all other parties that would endanger animal health and welfare as well as public health

➢ Dog breeders

o to obtain and keep their animals as a responsible owner

o to have their dogs identified and registered

o to breed healthy dogs and to ensure that the welfare of the pups and the bitch is not compromised

o to breed under circumstances that do not compromise the socialisation of the pups

o to be alert for animal cruelty and possible cases of neglect and to raise their voice against other breeders, traders and all other parties that would endanger animal health and welfare as well as public health

➢ Dog owners

o to consult a veterinarian before and after buying a dog

o to obtain and keep their animals as a responsible owner

o to have their dogs identified and registered

o to fulfil their duty to meet the welfare needs of their animal

➢ Educators and researchers

o to promote responsible pet ownership
to make people, beginning with children, aware of the risks and benefits associated with the keeping and handling dogs

to provide further science based recommendations for breeding healthy dogs

> Non-Governmental Organisations (NGOs)

to partner with veterinary services and veterinarians in contributing to public awareness and education about obtaining, keeping and breeding of dogs

to join forces with other NGO’s and stakeholders in contributing to public awareness and education about obtaining, keeping and breeding of dogs

to supply local knowledge on dog breeding and trading.

> Animal shelters

Animal shelters should be registered with the relevant licencing authority and part of the approval process is to have a nominated veterinarian, who will ensure the health and welfare of the animals in the shelter. Regular inspections by the licencing authority are required to maintain their status.

to consult a veterinary surgeon after acquisition and before rehoming a dog

to be alert for animal cruelty and possible cases of neglect and to raise their voice against breeders, traders and all other parties that would endanger animal health and welfare as well as public health

to report to the competent authority any irregularities with respect to the health records or the identification (e.g. ID not correct, age of pup not matching the records, fraud with stickers, ...)

to promote responsible pet ownership

FOOTNOTES:

1 TRAde Control and Expert System http://ec.europa.eu/food/animals/traces/index_en.htm

2 no separate figures for dogs and cats were given in the document ‘Study on in the welfare of dogs and cats involved in commercial practice’ published by the European Commission in 2015.
European Commission. 2015. Study on in the welfare of dogs and cats involved in commercial practice.

Science 1961 - Critical Period in the Social Development of Dogs, D.G. Freedman, J.A. King, O.Elliot. Abstract: Litters of puppies were isolated, with the bitch, in fenced acre fields from 2 to 14 weeks of age. They were removed indoors at different ages, played with for a week, and returned to the field. The pups manifested an increasing tendency to withdraw from human beings after 5 weeks of age and unless socialization occurred before 14 weeks of age, withdrawal reactions from humans became so intense that normal relationships could not thereafter be established.

EU regulation: Vaccination against rabies - dogs, cats and ferrets must be vaccinated against rabies by an authorised veterinarian in accordance with Annex III to Regulation (EU) No 576/2013, as follows: - the animal was at least 12 weeks old at the date the vaccine was administered, - the date of administration of the vaccine does not precede the date of marking or reading of the transponder - the period of validity of the vaccination starts not less than 21 days from the completion of the vaccination protocol for the primary vaccination, and any subsequent vaccination was carried out within the period of validity of the preceding vaccination.


FVE UEVP FECAVA. 2015. ‘Promoting veterinary leadership in stray dog control in Europe – Every dog deserves a caring owner: The veterinary vision on stray dog management’

CALLISTO project Final report 2014.

European Scientific Counsel Companion Animal Parasites - [http://www.esccap.org](http://www.esccap.org)

UK kennel club. Research 2014: 1 in 5 puppies bought online or in pet shops need long-term veterinary care or die before 6 months old.


The court of Justice in the Pfothenhilfe-Ungarn case has clearly ruled that cross-border rehoming activities are indeed classed as a commercial movement, regardless of whether that activity is for profit or not. [http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:62014CJ0301&from=EN](http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:62014CJ0301&from=EN)


FURTHER READING

- FVE: Federation of Veterinarians of Europe: http://www.fve.org

Mission "Veterinarians care for animals and people!"

The European veterinary profession, embodied by FVE, strives to enhance animal health, animal welfare, public health and the protection of the environment by promoting the veterinary profession. Together with its members, FVE aims to support veterinarians in delivering their professional responsibilities to the best possible standard, and that this expertise is recognised and valued by society.
• UEVP: http://www.fve.org/members/uevp/index.php

• FECAVA: Federation of European Companion Animal Veterinary Associations: http://www.fecava.org

FECAVA is the platform to promote the professional development and representation of companion animal veterinarians in Europe.

FECAVA strives to improve the veterinary care of pets, to highlight the human-animal bond and the "One Health" concept.

It does this through professional development and liaison with relevant organisations and stakeholders.

• European Commission – conclusions first European conference on companion animals