



ANIMAL WELFARE

National Animal Welfare Advisory Committee

Annual Report 1 January to 31 December 2018

National Animal Welfare Advisory Committee
C/- Ministry for Primary Industries
P O Box 2526
Wellington 6140
New Zealand

ISBN No: (online)

October 2019

NAWAC

National Animal Welfare Advisory Committee

Chair's comment

2018 was another busy year for NAWAC and its secretariat and it is pleasing to report completion of several significant work items. These include the Code of Welfare for Temporary Housing of Companion Animals which was issued by the Minister in October, website publication of the outcomes of the joint NAWAC/NAEAC workshop on Animal Sentience held in November 2017, and the committee contribution to the development of the Care and Procedure Regulations that came into effect in Oct 2018.

While we celebrate these achievements, it has also been a year in which progress on some fronts was hindered by matters outside of the committee's control. Capacity was reduced by delays to committee appointments, and the committee was also called upon to respond to two issues arising from activist petitions about rodeo and pig management practices. Both required urgent response, which in an environment with restricted resources meant that workplan priorities had to be reviewed, and some items were not able to be completed. This is frustrating not only for matters of staying to plan, but also because it reduces opportunities for the committee to review its methods and procedures, or to develop higher level thinking and strategies to protect animal welfare into the future in our ever-changing world.

The committee has also spent time during the year debating issues that arose following a Ministerial hui held with advocacy groups in May 2018. The outcome of the hui was a proposed Framework for action on animal welfare in New Zealand which questioned both the committee's independence and the transparency of its work. We were challenged to increase participation of all interest groups when setting standards, and to have greater focus on effective public engagement. Both these items have been incorporated into the 2019 work plan. The Minister also challenged the committee to consider how mātauranga Māori principles can be incorporated into its decision-making processes.

I thank the committee for their hard work in what has at times been a difficult year. We welcome our two new members Ruth Palmer and Ingrid Visser, and also note the retirement and passing of Alan Sharr who made a significant contribution to our work over his term on the committee.

During the year we worked to advise two Ministers and I thank them and their parliamentary staff for the direction they have given us. We have also worked closely with MPI staff in particular in the animal welfare policy, safe-guarding, and compliance teams. These relationships and our frequent interactions are invaluable.

And last but certainly not least, we thank our secretariat who provide us with comprehensive support.

Dr Gwyneth Verkerk
Chair



Membership

Members	Expiry of Appointment
Dr Gwyneth A Verkerk (independent chairperson) BVSc, PhD	31.10.19
Mr Iain E Torrance (deputy chair) MInstD, BAM Chief Executive Officer Chatham Islands Enterprise Trust	01.03.19
Professor Graeme Doole BAppSc, MAppEc, PhD, Professor of Environmental Economics, University of Waikato	31.10.18
Ms Katrina (Katie) S Milne Farmer, National Board Member Federated Farmers	31.10.19
Ms Ruth Palmer MA (Hons), MPP (Distinction), layperson	31.10.21
Mr Nicholas (Nick) Poutu MSc, Technical Adviser (Animal Threats) DoC	31.10.19
Dr Karin E Schütz MSc, PhD, Scientist	31.10.18
Mr Grant H Shackell Dip Ag, Dip Field Technology, MSc, Retired scientist (NAEAC Chairperson)	31.10.18
Mr Alan J Sharr CA (PP), DTM, MInstD, Consultant, Nexia Christchurch Limited	31.10.18
Dr Ingrid Visser MSc, PhD, Founder of the Orca Research Trust	31.10.21
Dr Julie Wagner BVSc, Product Manager Ravensdown Fertiliser Co-operative Ltd	31.10.20

Fees

Government policy requires disclosure of fees paid to members of statutory boards and committees. The daily fee paid to committee members during 2018 was \$400 for members and \$550 for the chairperson.

Members are paid the fee for attending meetings, with an allowance for preparation time. Members are also reimbursed for travelling expenses. In addition, the chairperson and, on occasion, other members may be paid additional fees for representing the committee at other meetings or for carrying out significant extra work on the committee's behalf.

Member	Fees paid during 2016 (gross)
G Verkerk ¹	\$9,200.99
I Torrance	\$3,522.00
G Doole ²	-
K Milne	\$1,200.00
R Palmer	\$800.00
N Poutu ²	-
K Schütz ³	-
G Shackell	\$4,200.00
A Sharr ⁴	-
I Visser ²	-
J Wagner	\$2,400.00

¹ The Chair undertook extensive liaison with animal welfare, industry and other groups, and with MPI, regarding the writing and content of draft codes of welfare, regulations, and regarding other NAWAC business, in addition to preparing for and conducting formal NAWAC meetings and special meetings.

² G Doole, I Visser and N Poutu chose not to claim NAWAC fees.

³ K Schütz's fees were paid directly to their employer as recompense for time lost from their primary employment.

⁴ A Sharr was not able to attend any meetings in 2018

Work Plan

Topic	Summary	Timeline
Temporary housing of companion animals	Recommend new code of welfare to Minister	Code recommended in 2018
Dairy cattle	Recommend code amendment to Minister on long-term dairy housing / off-paddock management systems	Advice to Minister in 2018
Codes review	To review whether codes are fit for purpose and develop new structure of codes	Recommendations made to MPI secretariat in 2018 1 October 2018: codes reprinted with regulations
Animal sentience and the 'good life' concept	To acknowledge the addition of sentience to the Animal Welfare Act and develop a position on new research into positive mental states in animals	Report on sentience released 2018 Work on positive welfare in 2019
Implementation of standards	To consider the widespread issue (reflected in compliance data) of low body condition in animals	Information gathered in 2018 Standards recommended in 2019
Exhibition, entertainment and encounter	Publish the NAWAC position on the use of animals in exhibition, entertainment and encounter	Rodeos prioritised in 2018 Remainder in 2019
Regulations	To work with MPI to develop and implement animal welfare regulations	Poultry regulations considered in 2018/2019 MPI's regulatory programme continuing through 2020
Wildlife	To consider issues relating to animals in a wild state, including trapping, hunting and killing	Advice on snares to Minister 2018

Meeting summaries

NAWAC holds general meetings quarterly, and other meetings (e.g. subcommittee meetings, joint NAWAC/ NAEAC meetings, strategic meetings) as necessary.

Key items discussed at the 14 February meeting were:

- **Regulations** - The Animal Welfare Act has been amended to provide for regulations to set mandatory animal welfare standards and broadens the range of enforcement tools. The first two sets of regulations, live export and young calves, commenced on 1 August 2018. NAWAC received an update on the progress of the regulations due to be released in October 2018 and how they will be implemented.
- **Dairy Housing** – NAWAC agreed to recommend an amendment to the dairy cattle code of welfare to set standards for indoor housing.

- **Prioritisation** – NAWAC reviewed its work programme, which will be updated and published online as soon as possible.
- **Codes review** – The amendments to the structure of codes of welfare and some of NAWAC’s processes were discussed.
- **Tutorials** – NAWAC received a presentation by MPI Compliance on a new database and visualisation tool for animal welfare complaints.
- **Deputy chair** – Iain Torrance was reappointed as deputy chair.

Key items discussed at the 09 May meeting were:

- **Regulations** - NAWAC received an update on the implementation of the October 2018 regulations.
- **Rodeos** – NAWAC received an update from the subcommittee, who held a workshop with an expert panel to discuss the animal welfare impact of different rodeo events. NAWAC then discussed potential non-regulatory and regulatory options for rodeo events to reduce animal welfare risks, and advice has been presented to the Minister.
- **Codes review** – Final recommendations were accepted, including processes for regular review of minimum standards and regular interaction with the Sector Liaison team to help informing around codes of welfare.
- **Animal sentience** – Reports and material from the workshop are due to go online soon.
- **Tutorials** – NAWAC received a presentation by MPI Compliance on a new database and visualisation tool for animal welfare complaints.

Key items discussed at the 15 August meeting were:

- **Regulations and codes** – The 2018 animal welfare regulations make changes to codes of welfare. Changes include amendments as required by the regulations themselves (see Schedule II of the 2018 regulations); changes to guidance to match new requirements; and changes to formatting, web links, or updating names and references. NAWAC agreed to changes to all 17 of the codes of welfare.
- **Farrowing crates** – NAWAC received an update on the progress of the petition by SAFE to ban farrowing crates.
- **Rodeos** – NAWAC received an update from the subcommittee, who met with the Rodeo Cowboys Association to discuss the recommendations made and how they will be implemented.
- **Animal welfare framework** – NAWAC discussed the new framework for animal welfare, released by the Minister responsible for animal welfare following the animal welfare hui. NAWAC discussed all aspects of the framework and how it could contribute.
- **Tutorials** – NAWAC received a presentation by MPI Compliance on statistics and discussed new topics for future presentations.

Key items discussed at the 13 November meeting were:

- **Regulations** – NAWAC received an update on the implementation of the 2018 Care and Procedures Regulations, and another update on the progress of the Surgical and Painful Procedures regulations which are due to be in place by 2020.
- **Prioritisation** - NAWAC workshopped its top priorities, supported by Guideline 12. The updated workplan will be finalised in February and then published online.
- **Wildlife** – NAWAC discussed glueboard trap reports, the progress of the report and recommendation on snares, PredatorFree 2050 & community trapping and humane traps, and agreed to several changes to Guideline 09 regarding humane trap testing.

- **Dairy housing** – NAWAC agreed to proposed final changes to the amendment to the Dairy Cattle Code of Welfare regarding sections 4.4 and 4.5 (housing cows and calves and the use off-paddock facilities) for dairy cattle, and agreed to recommend the amendment to the Minister of Agriculture.
- **Farrowing crates** – NAWAC received a further update on the progress of the petition by SAFE to ban farrowing crates.
- **Tutorials** – NAWAC received a presentation by the Meat Industry Association (MIA) regarding research into the stun-stick slaughter interval used in slaughterhouses.

Subcommittee Reports

Animal Sentience and the “Good Life”

Chair: Dr Karin Schütz

In the 2015 amendment of the Animal Welfare Act, it is recognised that animals are sentient, that is they have the ability to have positive and negative experiences that matter to them. Scientific research is needed to increase our understanding of what animals are feeling, but the important recognition I think is not so much what they are feeling, but that they are feeling, and also able to process their feelings. In the sentience workshop that was held with stakeholders in 2017 there was plenty of good (and sometimes heated) discussion about animal emotions and sentience. Even though it is clear that animals have emotions (such as hunger, fear, happiness, anger), which are evolutionary adaptive mental states that are driving the behaviour of the animals, the discussion around animal feelings is still uncomfortable for many. One reason for this may be that acknowledging that animals may have emotions and experiences similar to those of humans, generates some difficult questions regarding moral responsibilities to animals in our care, including pets and animal used for entertainment, wildlife, “pest species” and perhaps most importantly the billions of production animals around the world. These questions are equally important for the work of NAWAC and to the society as a whole.

In 2018 the subcommittee received the final report from the Sentience workshop that was held in November 2017. A statement regarding sentience and the workshop report were uploaded on the NAWAC website where also video presentations will be made available. A “sentience package” will be developed and made available for NAWAC members working on code development, and code reports will be made clearer around how sentience was taken into account during code development. It was also decided that relevant NAWAC guidelines will be updated to include positive welfare and the subcommittee will, with the support of the secretariat, be monitoring research developments in this area.

Wildlife

Chair: Nick Poutu

The wildlife subcommittee continued the role of monitoring and reviewing ministerial approvals to allow exemptions to use and sell glueboard traps (a prohibited trap under the Animal Welfare Act) for rodent control.

The NAWAC guideline for assessing the welfare performance of restraining and kill traps was reviewed and an update has been drafted. Key proposed changes include adding the requirement that testing must be conducted with approval of an Animal Ethics committee, highlighting that results apply to the specific trap system (trap and components) tested, ensuring that marketed traps include instructions to ensure they perform effectively.

The subcommittee encouraged and engaged in processes to have more traps tested, and ensure that the industry and community demand is met by traps that have effective killing or restraining performance.

Exhibition, Entertainment and Encounter

Chair: Dr Graeme Doole

Minister Damien O'Connor asked NAWAC to prioritise a review of the use of animals in exhibition, entertainment and encounter (the 3E's). NAWAC is aiming to draft an opinion piece which will establish broad principles that owners and/or persons in charge of animals being used for these purposes should consider.

As part of the deliberations, NAWAC will endeavour to balance the various welfare impacts on animals used within the 3E's domain against the perceived societal values of these activities, acknowledging that these deliberations broach broader ethical questions than the committee has previously considered.

The agreed framework will be applied to inform the development of the 3E's principles and opinion piece. As part of the process in shaping the opinion piece, NAWAC will consult with stakeholders with an interest in the subject and they will be invited to contribute to its development.

In regards to rodeo, NAWAC is working with the New Zealand Rodeo Cowboys Association (NZRCA), MPI, the NZVA and the SPCA, in implementing recommendations outlined in its May 2018 advice to the Minister and accompanying report in which NAWAC raised a number of concerns. The initial focus is on the establishment of an NZRCA Animal Welfare Committee that aims to improve animal welfare outcomes at rodeos.

Regulations

Chair: Dr Gwyneth Verkerk

During the year the committee worked closely with the MPI Policy team to support the development of new regulations under the Animal Welfare Act. The Care and Procedures regulations, covering a wide range of issues including the transition for layer hens out of small cages, restrictions on the use of confinement of pigs, and suitability of production animals for transport. As part of this work, the regulations were incorporated into the various existing codes of welfare to which they applied.

The subcommittee also contributed during the year to the development and consultation for another set of regulations pertaining to changes in our consideration of activities defined previously as Significant Surgical Procedures. Work to develop and progress this next set of regulations will continue in 2019, as they are planned for release in 2020.

Temporary Housing of Companion Animals

Chair: Iain Torrance

During 2018 and after some protracted delays in its release, NAWAC was delighted to complete work on a new Code of Welfare for the Temporary Housing of Companion Animals. This code sets standards for the care and management of companion animals in a range of settings including boarding and day-care kennels and catteries and pet shops.

Codes Review

Chair: Alan Sharr

The purpose of the Codes Review subcommittee was to consider whether the way that codes are presented remains fit for purpose, and how stakeholders prefer to have regulations presented as they are developed.

A public survey advertised through social media and the committee's database asked about awareness of codes and code reports, whether respondents used a single code or many, and what they used them for.

A second survey targeted to industry stakeholders asked for more specific information about the way that codes are used and distributed, and whether and how regulations should be incorporated into the code documents.

Respondents found that while the code documents themselves are reasonably well known, there is limited awareness of code reports. This is of some concern because these documents contain important and relevant information.

A report of this work was published in Welfare Pulse, issue 26 (October 2018).

Dairy cattle

Chair: Dr Gwyneth Verkerk

During 2018 the Dairy Cattle subcommittee has continued to develop an amendment to the Dairy Cattle Code of Welfare pertaining to management of dairy animals in housing. The focus of the amendment has been to protect the ability of dairy cattle to express their natural behaviors when confined, and to place limits on the duration of these confinement periods. Late in 2017 the subcommittee had visited a number of dairy farms that incorporated housing into their farming systems as part of their consultation and analysis of these activities. The code and documentation are now well advanced.

Poultry

Chair: Dr Julie Wagner

At the end of 2018, NAWAC identified the welfare of poultry, including broiler breeder hens, meat chickens and layer hens, as an area which the committee would like to examine in the future. Meat chickens and layer hens already have existing codes of welfare, and the focus for these types of poultry will be identifying areas which could be improved by the development of new standards and directly enforceable regulations. A new code of welfare for broiler breeder hens will be considered for development, together with the identification of those aspects that may be suitable to be lifted into regulation. This work will involve working closely with representatives from the Poultry Industry Association (PIANZ) and the SPCA.

In gathering information for this work programme, NAWAC visited 'Henergy'; an egg production facility in Masterton where the hens are raised in large barns. At Henergy the focus is on hen welfare, and hens are provided with private nesting boxes where they can nest and produce eggs, substrate in which they can dust bathe, and additional enrichment in the form of raised artificial areas and natural branches on which they can perch.

It is anticipated that poultry standards and regulations will be developed during 2019-2021.

