

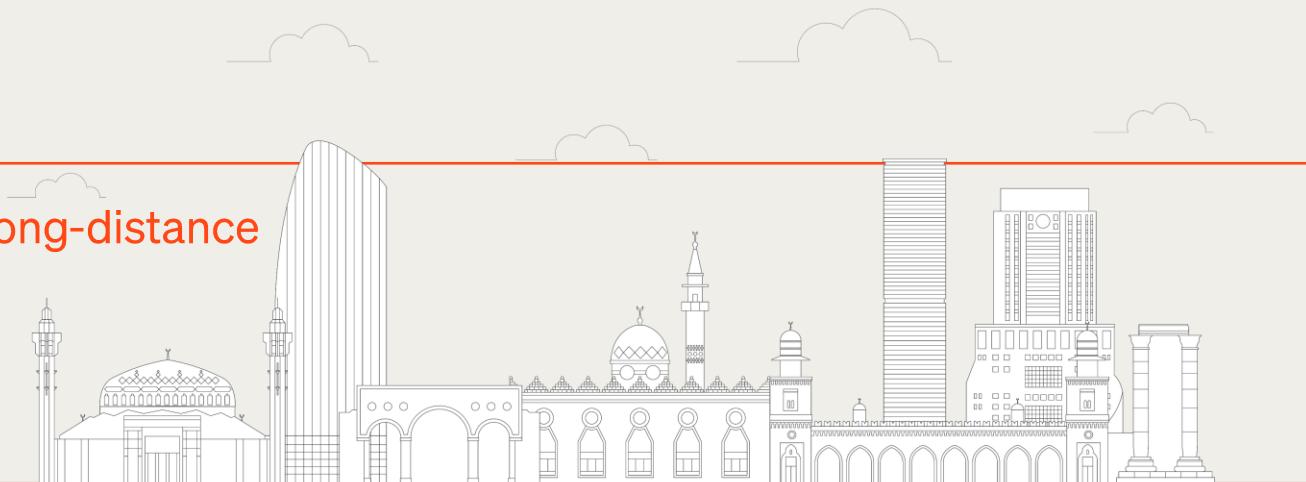
Country report on animal welfare during long distance transport by land and sea

## Germany

Dr. Maria Biedermann

Multi-regional Whole Journey Scenario workshop on long-distance  
transport by land and sea between  
Europe, the Middle East, and North Africa

13- 15 January 2026, Amman, Jordan



World Organisation  
for Animal Health



# Overview of country livestock transport and trade

- Germany exports mainly cattle for breeding, not for slaughter
- TV documentary in November 2017 showed that EU legislation on animal welfare during transport was not complied with in many non-EU countries of destination, in some not even WOAH standards
- stronger controls in DE → are EU legislation and verdict C-424/13 of European Court of Justice really complied with?
- significant reduction of number of exports (from 95,000 bovines in 2017 to less than 4,000 in 2025)
- for animal welfare reasons, Germany does not support long distance transports to far away countries and as a consequence has drawn back bilateral agreed veterinary health certificates in July 2023 for breeding ruminants

# Overview of cattle transport and trade: non-EU

Place of destination	Number of bovines										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
AE United Arab Emirates	-	5	650	-	165	-	-	4	-	-	-
AL Albania	-	-	33	96	367	495	196	99	263	292	344
AM Armenia	322	-	124	-	-	66	-	-	-	-	-
AZ Azerbaijan	4.907	1.608	2.382	3.055	1.108	192	-	-	1	-	-
BA Bosnia and Herzegovina	2.202	43	-	-	2	92	155	581	737	565	674
BY Belarus	-	-	39	201	196	656	383	12	865	405	-
CH Switzerland	315	480	386	383	388	473	925	690	607	542	474
DZ Algeria	3.986	2.556	1.117	3.122	3.266	5.477	-	-	-	-	-
EG Egypt	5.435	4.726	3.737	4.399	999	3.232	2.432	9.539	-	-	-
ER Eritrea	-	-	793	310	156	843	-	-	-	-	-
ET Ethiopia	-	195	-	-	-	-	-	-	-	-	-
GB United Kingdom (Great Britain)	-	-	-	-	-	-	-	5.445	3.378	2.956	-
GE Georgia	130	129	34	461	782	68	-	-	-	-	-
ID Indonesia	-	11	-	-	-	-	-	-	-	-	-
IN India	76	-	-	-	-	228	-	-	-	-	-
IQ Iraq	164	-	331	446	98	-	-	-	-	990	825
IR Iran	-	-	-	401	528	740	10	-	-	-	-
JO Jordan	2.722	500	3.683	-	-	-	-	-	-	-	-
KG Kyrgyzstan	86	-	-	-	-	-	-	-	-	-	-
KW Kuwait	1.849	781	1.418	714	-	-	-	-	-	-	-
KZ Kazakhstan	-	1.204	1.220	2.847	553	-	-	-	-	-	-
LB Lebanon	7.666	12.463	6.665	6.360	3.651	3.604	372	606	199	266	231
LY Libya	132	2.321	294	1.430	693	600	-	-	-	-	-
MA Morokko	1.775	6.720	4.852	5.705	5.298	6.714	4.073	2.942	3.362	-	-
MC Monaco	-	-	-	-	5	-	-	-	-	-	-
MD Moldova	365	134	193	118	129	248	33	87	126	88	383
ME Montenegro	10	136	40	106	28	-	-	61	-	-	-
MK North Macedonia	294	292	259	-	123	96	-	323	99	-	-
MN Mongolia	-	-	60	-	-	-	-	-	-	-	-
QA Qatar	198	-	330	-	-	1.132	306	-	-	-	-
RS Serbia	188	198	45	151	103	337	17	-	20	324	-
RU Russia	8.201	10.400	20.911	25.208	30.563	12.561	13.984	284	578	-	-
RW Rwanda	-	-	-	-	-	-	-	-	4	-	-
SY Syria	-	-	2.079	4.058	-	-	-	-	-	-	-
TJ Tajikistan	124	245	-	365	-	-	-	-	-	-	-
TM Turkmenistan	324	517	1.780	1.192	455	68	-	-	-	250	-
TN Tunisia	558	128	65	515	590	277	-	131	127	-	-
TR Turkey/ Türkiye	22.869	29.640	33.258	16.759	1.817	1.513	288	431	1.806	5.924	-
UA Ukraine	35	407	951	1.101	-	-	-	-	-	-	-
UZ Uzbekistan	4.998	4.586	6.928	8.296	7.649	713	-	-	-	-	297
VN Vietnam	4	5	-	-	-	-	-	-	-	-	-
XI United Kingdom (Northern Ireland)	-	-	-	-	-	-	1.333	419	229	-	-
XK Kosovo	238	360	306	119	155	548	526	514	761	777	399
	70.173	80.790	94.963	87.918	59.867	40.973	30.478	20.105	12.736	10.173	3.877





# Overview of cattle transport and trade: non-EU

Place of destination	Number of bovines										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
AE United Arab Emirates	-	5	650	-	165	-	-	4	-	-	-
AL Albania	-	-	33	96	367	495	196	99	263	292	344
AM Armenia	322	-	124	-	-	66	-	-	-	-	-
AZ Azerbaijan	4.907	1.608	2.382	3.055	1.108	192	-	-	1	-	-
BA Bosnia and Herzegovina	2.202	43	-	-	2	92	155	581	737	565	674
BY Belarus	-	-	39	201	196	656	383	12	865	405	-
CH Switzerland	315	480	386	383	388	473	925	690	607	542	474
DZ Algeria	3.986	2.556	1.117	3.122	3.266	5.477	-	-	-	-	-
EG Egypt	5.435	4.726	3.737	4.399	999	3.232	2.432	9.539	-	-	-
ER Eritrea	-	-	793	310	156	843	-	-	-	-	-
ET Ethiopia	-	195	-	-	-	-	-	-	-	-	-
GB United Kingdom (Great Britain)	-	-	-	-	-	-	5.445	3.378	2.956	-	-
GE Georgia	130	129	34	461	782	68	-	-	-	-	-
ID Indonesia	-	11	-	-	-	-	-	-	-	-	-
IN India	76	-	-	-	-	228	-	-	-	-	-
IQ Iraq	164	-	331	446	98	-	-	-	-	990	825
IR Iran	-	-	-	401	528	740	10	-	-	-	-
JO Jordan	2.722	500	3.683	-	-	-	-	-	-	-	-
KG Kyrgyzstan	86	-	-	-	-	-	-	-	-	-	-
KW Kuwait	1.849	781	1.418	714	-	-	-	-	-	-	-
KZ Kazakhstan	-	1.204	1.220	2.847	553	-	-	-	-	-	-
LB Lebanon	7.666	12.463	6.665	6.360	3.651	3.604	372	606	199	266	231
LY Libya	132	2.321	294	1.430	693	600	-	-	-	-	-
MA Morokko	1.775	6.720	4.852	5.705	5.298	6.714	4.073	2.942	3.362	-	-
MC Monaco	-	-	-	-	5	-	-	-	-	-	-
MD Moldova	365	134	193	118	129	248	33	87	126	88	383
ME Montenegro	10	136	40	106	28	-	-	61	-	-	-
MK North Macedonia	294	292	259	-	123	96	-	323	99	-	-
MN Mongolia	-	-	60	-	-	-	-	-	-	-	-
QA Qatar	198	-	330	-	-	1.132	306	-	-	-	-
RS Serbia	188	198	45	151	103	337	17	-	20	324	-
RU Russia	8.201	10.400	20.911	25.208	30.563	12.561	13.984	284	578	-	-
RW Rwanda	-	-	-	-	-	-	-	-	4	-	-
SY Syria	-	-	2.079	4.058	-	-	-	-	-	-	-
TJ Tajikistan	124	245	-	365	-	-	-	-	-	-	-
TM Turkmenistan	324	517	1.780	1.192	455	68	-	-	-	-	250
TN Tunisia	558	128	65	515	590	277	-	131	127	-	-
TR Turkey/ Türkiye	22.869	29.640	33.258	16.759	1.817	1.513	288	431	1.806	5.924	-
UA Ukraine	35	407	951	1.101	-	-	-	-	-	-	-
UZ Uzbekistan	4.998	4.586	6.928	8.296	7.649	713	-	-	-	-	297
VN Vietnam	4	5	-	-	-	-	-	-	-	-	-
XI United Kingdom (Northern Ireland)	-	-	-	-	-	-	1.333	419	229	-	-
XK Kosovo	238	360	306	119	155	548	526	514	761	777	399
	70.173	80.790	94.963	87.918	59.867	40.973	30.478	20.105	12.736	10.173	3.877



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AZ Azerbaijan	4.907	1.608	2.382	3.055	1.108	192	-	-	1	-	-
BA Bosnia and Herzegovina	2.202	43	-	-	2	92	155	581	737	565	674
BY Belarus	-	-	39	201	196	656	383	12	865	405	-
CH Switzerland	315	480	386	383	388	473	925	690	607	542	474
DZ Algeria	3.986	2.556	1.117	3.122	3.266	5.477	-	-	-	-	-
EG Egypt	5.435	4.726	3.737	4.399	999	3.232	2.432	9.539	-	-	-
ER Eritrea	-	-	793	310	156	843	-	-	-	-	-
ET Ethiopia	-	195	-	-	-	-	-	-	-	-	-
GB United Kingdom (Great Britain)	-	-	-	-	-	-	5.445	3.378	2.956	-	-
GE Georgia	130	129	34	461	782	68	-	-	-	-	-
ID Indonesia	-	-	11	-	-	-	-	-	-	-	-
IN India	76	-	-	-	-	228	-	-	-	-	-
IQ Iraq	164	-	331	446	98	-	-	-	-	990	825
IR Iran	-	-	-	401	528	740	10	-	-	-	-
JO Jordan	2.722	500	3.683	-	-	-	-	-	-	-	-
KG Kyrgyzstan	86	-	-	-	-	-	-	-	-	-	-
KW Kuwait	1.849	781	1.418	714	-	-	-	-	-	-	-
KZ Kazakhstan	-	1.204	1.220	2.847	553	-	-	-	-	-	-
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QA Qatar	198	-	330	-	-	1.132	306	-	-	-	-
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RW Rwanda	-	-	-	-	-	-	-	4	-	-	-
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UA Ukraine	35	407	951	1.101	-	-	-	-	-	-	-
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MC Monaco	-	-	-	-	5	-	-	-	-	-	-
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QA Qatar	198	-	330	-	-	1.132	306	-	-	-	-
RS Serbia	188	198	45	151	103	337	17	-	20	324	-
RU Russia	8.201	10.400	20.911	25.208	30.563	12.561	13.984	284	578	-	-
RW Rwanda	-	-	-	-	-	-	-	-	4	-	-
SY Syria	-	-	2.079	4.058	-	-	-	-	-	-	-
TJ Tajikistan	124	245	-	365	-	-	-	-	-	-	-
TM Turkmenistan	324	517	1.780	1.192	455	68	-	-	-	-	250
TN Tunisia	558	128	65	515	590	277	-	131	127	-	-
TR Turkey/ Türkiye	22.869	29.640	33.258	16.759	1.817	15.13	288	431	1.806	5.924	-
UA Ukraine	35	407	951	1.101	-	-	-	-	-	-	-
UZ Uzbekistan	4.998	4.586	6.928	8.296	7.649	713	-	-	-	-	297
VN Vietnam	4	5	-	-	-	-	-	-	-	-	-
XI United Kingdom (Northern Ireland)	-	-	-	-	-	-	1.333	419	229	-	-
XK Kosovo	238	360	306	119	155	548	526	514	761	777	399
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RW Rwanda	-	-	-	-	-	-	-	-	4	-	-
SY Syria	-	-	2.079	4.058	-	-	-	-	-	-	-
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XK Kosovo	238	360	306	119	155	548	526	514	761	777	399
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# Overview of cattle transport and trade: EU

Place of destination			Number of bovines									
			2017	2018	2019	2020	2021	2022	2023	2024	2025	
AT Austria			1.108	1.131	1.209	1.069	1.037	1.430	1.540	2.665	1.333	
BE Belgium			82.723	120.655	53.042	66.244	47.503	46.162	35.949	53.245	87.240	
BG Bulgaria			780	1.675	813	1.104	1.003	678	311	42	250	
CY Cyprus			98	32	298	462	-	-	-	-	-	
CZ Czech Republic			985	1.433	2.179	5.934	2.478	4.317	8.034	4.399	9.537	
DK Denmark			52	80	34	23	37	65	158	24	-	
DE Germany			-	-	-	-	-	3	5	30	38	
EE Estonia			62	157	82	-	60	38	259	160	-	
ES Spain			61.748	64.258	18.345	21.518	18.534	15.170	17.479	14.849	10.638	
FI Finland			10	-	3	3	-	-	-	-	-	
FR France			5.774	7.387	29.715	3.669	2.086	733	1.529	86	1.812	
GB United Kingdom			3.673	4.685	6.051	10.468	-	-	-	-	-	
GR Greece			895	788	495	329	135	98	548	470	1.409	
HR Croatia			1.851	1.066	2.205	1.543	1.101	377	672	997	1.373	
HU Hungary			3.605	2.951	8.511	23.343	18.437	21.403	35.000	19.967	1.879	
IE Ireland			308	97	459	1.453	830	87	382	112	-	
IT Italy			25.571	24.442	25.240	23.993	19.776	12.321	26.378	36.833	41.043	
LT Lithuania			159	145	283	797	1.468	471	340	100	100	
LU Luxembourg			2.608	2.703	2.852	3.084	1.952	2.133	3.153	2.905	4.807	
LV Latvia			1.297	1.192	358	774	1.206	782	473	372	-	
MT Malta			-	34	139	-	-	-	67	-	-	
NL Netherlands			551.924	558.843	671.101	621.415	477.990	601.792	569.830	581.783	510.975	
PL Poland			17.660	14.243	15.685	17.253	20.915	28.824	29.066	16.773	1.204	
PT Portugal			70	163	279	269	34	231	224	129	223	
RO Romania			2.506	2.796	2.384	2.664	1.436	1.667	2.145	286	165	
SE Sweden			-	2	-	-	-	5	2	2	4	
SI Slovenia			51	7	205	105	99	33	162	132	133	
SK Slovakia			1.288	1.265	1.193	122	176	689	1.919	3.242	579	
/ ?			-	-	-	-	-	78	-	-	-	
			766.806	812.230	843.160	807.638	618.293	739.587	735.625	739.603	674.742	



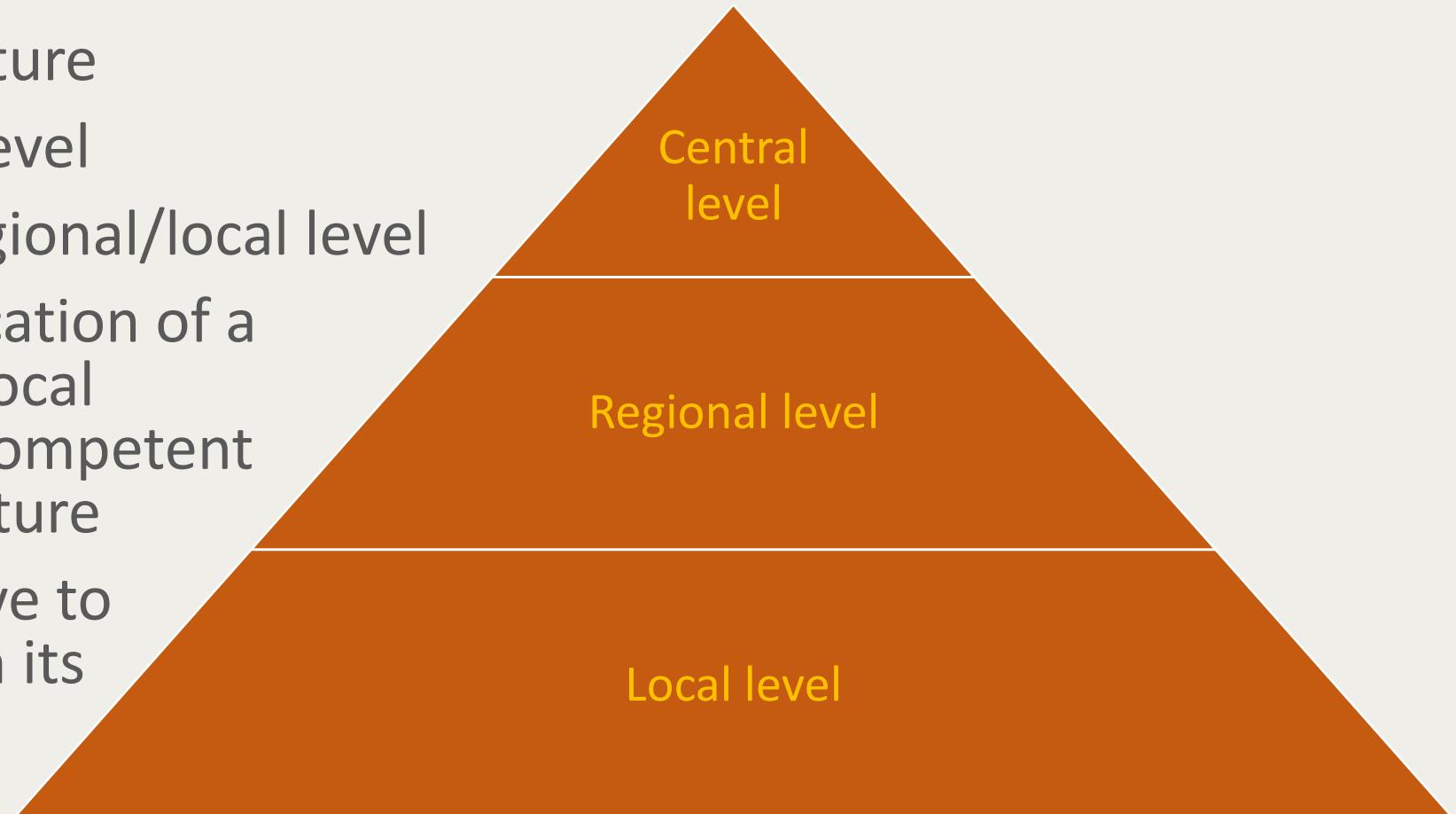


# Overview of cattle transport and trade: EU

Place of destination			Number of bovines									
			2017	2018	2019	2020	2021	2022	2023	2024	2025	
AT Austria			1.108	1.131	1.209	1.069	1.037	1.430	1.540	2.665	1.333	
BE Belgium			82.723	120.655	53.042	66.244	47.503	46.162	35.949	53.245	87.240	
BG Bulgaria			780	1.675	813	1.104	1.003	678	311	42	250	
CY Cyprus			98	32	298	462	-	-	-	-	-	
CZ Czech Republic			985	1.433	2.179	5.934	2.478	4.317	8.034	4.399	9.537	
DK Denmark			52	80	34	23	37	65	158	24	-	
DE Germany			-	-	-	-	-	3	5	30	38	
EE Estonia			62	157	82	-	60	38	259	160	-	
ES Spain			61.748	64.258	18.345	21.518	18.534	15.170	17.479	14.849	10.638	
FI Finland			10	-	3	3	-	-	-	-	-	
FR France			5.774	7.387	29.715	3.669	2.086	733	1.529	86	1.812	
GB United Kingdom			3.673	4.685	6.051	10.468	-	-	-	-	-	
GR Greece			895	788	495	329	135	98	548	470	1.409	
HR Croatia			1.851	1.066	2.205	1.543	1.101	377	672	997	1.373	
HU Hungary			3.605	2.951	8.511	23.343	18.437	21.403	35.000	19.967	1.879	
IE Ireland			308	97	459	1.453	830	87	382	112	-	
IT Italy			25.571	24.442	25.240	23.993	19.776	12.321	26.378	36.833	41.043	
LT Lithuania			159	145	283	797	1.468	471	340	100	100	
LU Luxembourg			2.608	2.703	2.852	3.084	1.952	2.133	3.153	2.905	4.807	
LV Latvia			1.297	1.192	358	774	1.206	782	473	372	-	
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NL Netherlands			551.924	558.843	671.101	621.415	477.990	601.792	569.830	581.783	510.975	
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SI Slovenia			51	7	205	105	99	33	162	132	133	
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/ ?			-	-	-	-	-	78	-	-	-	
			766.806	812.230	843.160	807.638	618.293	739.587	735.625	739.603	674.742	

# Competent Authority(ies)

- DE has a federal structure
- legislation at central level
- implementation at regional/local level
- decision about certification of a transport is with the local veterinary authority competent for the place of departure
- this authority may have to consider decrees from its regional authority



# National animal welfare standards

- Germany follows EU plus national legislation (e.g. on temperatures)
- <https://www.fli.de/de/service/handbuecher-der-ag-tierschutz-der-lav/> → “Handbuch Tiertransporte” (interpretation of legislation)
- long, with multiple annexes, in German, regularly revised
- e.g. on performance of official controls (before, during and after the journey), standards of facilities/ vehicles, competence of drivers etc.
- example 1: in case of exports, the certifying authority at the place of departure must always be present during loading
- example 2: the competent authority requests online access to the GPS data of the transport vehicle (signal does not end at EU border)



# Implementation of the standards

- competent authority looks at compliance with EU legislation (Regulation 1/2005)
- requirements of Regulation (EU) 1/2005 in line with WOAH standards
- therefore, WOAH standards are automatically implemented in DE



# Monitoring and evaluation

Local authority competent for place of departure:

1. checks before the journey: Does the planning suggest that the journey will be carried out in compliance with EU AW legislation?
2. checks during certification: presence during loading of exports
3. checks en-route: online access to GPS data
4. retrospective checks: Are entries in Journey Log, GPS data and temperature recordings plausible? Are they in compliance with Reg 1/2005? And are they in line with the planning?

- result of all these checks can be considered in case of future application for another export



# Monitoring and evaluation

Local authority competent for a place along the route:

- authorities at control posts/ exit point (or at road-side checks)

Local authority competent for transporter:

- evaluation of previous performance (either during audits, or when the renewal of the transporter authorisation is applied for)



# Cross-border transport of animals

## Procedures:

- refer to Handbook

## Non-compliances:

- entry in TRACES and additionally (more detailed) in an EU database named iRASFF (Animal Welfare Network – AWN)
- aim: information exchange, works very well within EU
- so far few attempts for information exchange with non-EU countries
- in most cases worked really well, very beneficial, in one case no reply



# Weaknesses/ Challenges

- case of pregnant DE heifers rejected at TR border (16 Sep - 15 Oct 2024)
- similar cases occur repeatedly involving various countries (both road and sea journeys)
- these cases result in severe animal suffering and are a very stressful situation for everyone involved
- communication is essential to effectively help the animals and to have knowledge about the decisions taken and why
- good to have workshops like this one (to get into contact and to build trust)



# Weaknesses/ Challenges

Most important questions:

**How can such events be avoided?**

(e.g. pre-arrival certification of documents)

**What can be done if such events occur?**

(unloading, provision of food, water, bedding and veterinary care)



# Conclusions

- Animals are sentient beings and cannot be treated like other goods.
- WOAH standards and requirements of EU legislation form the basis for DEs actions.
- DE wishes for harmonized implementation of common requirements and WOAH standards across all countries.
- Compliance along entire route is the responsibility of ALL competent authorities.



# Conclusions

Unexpected events can always occur:

- There should be procedures in place to avoid border rejections.
- There should be procedures in place to maintain animal welfare during the event of border rejection.
- A functional, trustful exchange of information is essential.

# Thank you

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Multi-regional Whole Journey Scenario workshop on long-distance transport  
by land and sea between Europe, the Middle East, and North Africa

13- 15 January 2026, Amman, Jordan

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World Organisation  
for Animal Health