





# Procedure file

Basic information		
SYN - Cooperation procedure (historic)	1995/0333(SYN)	Procedure completed
Keeping of animals in zoos: minimum standards. Council Recommendation		
Subject 3.70.01 Protection of natural resources: fauna, flora, nature, wildlife, countryside; biodiversity		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	 ENVI Environment, Public Health and Consumer Protection		
	Former committee responsible		
	 ENVI Environment, Public Health and Consumer Protection	PSE <a href="#">WHITE Ian</a>	21/02/1996
	Former committee for opinion		
Council of the European Union	 JURI Legal Affairs, Citizens' Rights		18/06/1997
		PPE <a href="#">PALACIO VALLELERSUNDI Ana</a>	
	Council configuration	Meeting	Date
	<a href="#">Transport, Telecommunications and Energy</a>	<a href="#">2169</a>	29/03/1999
	<a href="#">Agriculture and Fisheries</a>	<a href="#">2115</a>	20/07/1998
	<a href="#">Environment</a>	<a href="#">2106</a>	16/06/1998
	<a href="#">Environment</a>	<a href="#">2076</a>	23/03/1998
	<a href="#">Environment</a>	<a href="#">1939</a>	26/06/1996

Key events			
12/12/1995	Legislative proposal published	COM(1995)0619	Summary
12/02/1996	Committee referral announced in Parliament		
26/06/1996	Debate in Council	<a href="#">1939</a>	
06/01/1998	Vote in committee		Summary
06/01/1998	Committee report tabled for plenary, 1st reading/single reading	<a href="#">A4-0010/1998</a>	
28/01/1998	Debate in Parliament		Summary
29/01/1998	Decision by Parliament	T4-0054/1998	Summary

23/03/1998	Debate in Council	<a href="#">2076</a>	
20/07/1998	Council position published	<a href="#">10056/1/1998</a>	Summary
05/11/1998	Committee referral announced in Parliament, 2nd reading		
02/02/1999	Vote in committee, 2nd reading		
10/02/1999	Decision by Parliament, 2nd reading	T4-0086/1999	Summary
29/03/1999	Act adopted by Council after consultation of Parliament		
29/03/1999	End of procedure in Parliament		
09/04/1999	Final act published in Official Journal		

### Technical information

Procedure reference	1995/0333(SYN)
Procedure type	SYN - Cooperation procedure (historic)
Procedure subtype	Legislation
Legal basis	Rules of Procedure EP 66_o-p4; EC before Amsterdam E 130S-p1
Stage reached in procedure	Procedure completed
Committee dossier	ENVI/4/10368

### Documentation gateway

Legislative proposal		COM(1995)0619	12/12/1995	EC	Summary
Economic and Social Committee: opinion, report		<a href="#">CES0541/1996</a> <a href="#">OJ C 204 15.07.1996, p. 0063</a>	24/04/1996	ESC	Summary
Committee report tabled for plenary, 1st reading/single reading		<a href="#">A4-0010/1998</a> <a href="#">OJ C 056 23.02.1998, p. 0003</a>	06/01/1998	EP	
Text adopted by Parliament, 1st reading/single reading		T4-0054/1998 <a href="#">OJ C 056 23.02.1998, p. 0013-0034</a>	29/01/1998	EP	Summary
Council position		<a href="#">10056/1/1998</a> <a href="#">OJ C 364 25.11.1998, p. 0014</a>	20/07/1998	CSL	Summary
Commission communication on Council's position		SEC(1998)1501	10/09/1998	EC	Summary
Text adopted by Parliament, 2nd reading		T4-0086/1999 <a href="#">OJ C 150 28.05.1999, p. 0152-0162</a>	10/02/1999	EP	Summary

### Additional information

European Commission	<a href="#">EUR-Lex</a>
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### Final act

<a href="#">Directive 1999/22</a> <a href="#">OJ L 094 09.04.1999, p. 0024</a> Summary
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## Keeping of animals in zoos: minimum standards. Council Recommendation

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OBJECTIVE: to introduce a common basis for legislation in Member States relating to the licensing and inspection of zoos, the keeping of animals in zoos, the training and safety of staff and the education and safety of the public. CONTENT: the Commission communication informs the Council of its decision to apply the principle of subsidiarity and withdraw its proposal for a directive of 31 July 1991 introducing minimum standards for the keeping of animals in zoos and to replace it with a proposal for a Council recommendation on the keeping of animals in zoos. The Commission considered that the situation in zoos in the Community would improve enormously if Member States adopted legislation for licensing zoos on the basis of a series of commonly accepted recommendations. The guidelines in the Annex to the proposal of a recommendation are based on those issued by the European Association of Zoos and Aquaria (EAZA).?

## Keeping of animals in zoos: minimum standards. Council Recommendation

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The Committee deplores the fact that the Commission instead followed the Council's majority view by withdrawing the draft Directive and proposing a Recommendation. This ran counter to the Committee's 1991 Opinion and the explicit position taken by the European Parliament which, at the beginning of 1995, called for adoption of the Directive. Moreover, the reason given for withdrawing the Directive, namely respect for the subsidiarity principle, is not convincing: - if the aim is compliance with Treaty Article 130r (applied through the legal basis, Article 130s), and - if the Community authorities' intention is to contribute to "preserving, protecting and improving the quality of the environment" and to the "prudent and rational utilization of natural resources", then animals in captivity are part of the environmental heritage and natural resources in the European Union and as such should be safeguarded by the direct use of Community rules. It seems that circuses are not covered by the Recommendation. It would be desirable to draw up a flexible, but binding instrument which also covers circuses as these frequently operate on a cross-frontier basis, travelling from one Member State to another. In addition to the foregoing observations, the Committee makes a number of specific comments on the Recommendation, parts of which are relatively unclear or unduly bureaucratic.?

## Keeping of animals in zoos: minimum standards. Council Recommendation

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The report adopted, drafted by Mr Ian WHITE (PES, UK), wants major changes to a Commission proposal for a Council Recommendation on keeping animals in zoos: - turning the proposal for a non-binding Council Recommendation into a legally binding European Parliament and Council Directive; - extending the legal base of the proposal (contrary to the advice of Parliament's Legal Affairs Committee) from cooperation (in respect of an environmental matter on which Council has the final say) to codecision (in respect also of the internal market, where Parliament has an equal say with Council); - turning the "guidelines" proposed by the Commission for animal care and accommodation into a more formal "code of practice". The Commission had originally proposed a directive but changed this to a recommendation following the Edinburgh Summit in 1992, which confirmed the principle of subsidiarity (according to which decisions should be taken at the lowest level consistent with effective action, eg by Member States where there is no need to involve the Union). However, the Environment Committee accepted the rapporteur's view that action would only be effective in this case if legislation (a directive) is adopted at Community level.

## Keeping of animals in zoos: minimum standards. Council Recommendation

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The rapporteur insisted that effective action be taken in this area through a directive. While accepting that many animals in European zoos lived in unacceptable conditions, Commissioner Bjerregaard was against a directive because a unanimous vote could only be obtained in Council on a recommendation. As a result, she could not accept most of Parliament's amendments.

## Keeping of animals in zoos: minimum standards. Council Recommendation

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In adopting the report by Mr Ian WHITE (PSE, UK), the European Parliament made substantial amendments to the Commission proposal for a Council recommendation relating to the keeping of wild animals in zoos. The purpose of the amendments was to: - turn the proposal for a Council recommendation into a binding Council Directive adopted under the cooperation procedure; - turn the 'guidelines' proposed by the Commission into a more formal 'code of practice' for the accommodation and care of animals. The Commission is called upon to draw up within twelve months after the entry into force of the Directive a list of animal species which may and may not be kept in zoos. ?

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While adopting the essence of the objective of the proposal for a recommendation, the Council felt that: - emphasis should be placed on the protection of wild fauna and the preservation of biodiversity and the role of zoos in this respect; - the Commission proposal for a Council recommendation should be transformed into a binding instrument and in the case in point - as initially proposed by the Commission in 1991 and requested by the European Parliament - a directive given that it would be impossible to adopt detailed provisions covering the whole range of establishments likely to be covered by this instrument. Apart from these changes, the common position introduces some modifications seeking to: - clarify the concept of permanent establishments and limit the exceptions to establishments whose nature and size exempt them from the Directive's obligations; - specify that zoos should be licensed within four years of the Directive's entry into force or prior to opening to the public; - acknowledge that systems equivalent to the granting of licences may be applied where they can ensure that the essential provisions (as regards conservation, inspection and closure) are implemented; - reinforce the binding nature of the Directive by specifying that Member States must determine the penalties applicable to breaches of the provisions transposing the Directive. It should be noted that the common position did not take over the European Parliament's amendments which sought to modify the Annex of the Commission proposal by replacing the 'Guidelines for the accommodation and care of animals in zoos' with a code of conduct. This annex no longer forms part of the text. ?

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The Commission accepts the common position. It notes that the Council changed the Commission's proposal for a recommendation into a text for a Directive and consequently adapted most of its provisions. The proposal for a recommendation submitted by the Commission was much more detailed than the new text. This is particularly true for point 5 of the Commission proposal and the detailed annex with guidelines for the accommodation and care of animals in zoos. Both of these have been removed. ?

## Keeping of animals in zoos: minimum standards. Council Recommendation

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At second reading under cooperation procedure, Rule 66(7), the European Parliament approved the common position adopted by the Council with a view to adopting a Council Directive relating to the keeping of wild animals in zoos.?

## Keeping of animals in zoos: minimum standards. Council Recommendation

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PURPOSE: Council Directive laying down basic rules regarding the keeping of wild animals in zoos. COMMUNITY MEASURE: Council Directive 1999/22/EC relating to the keeping of wild animals in zoos. CONTENT: The objectives of this Directive are to protect wild fauna and to conserve biodiversity by providing for the adoption of measures by Member States for the licensing and inspection of zoos in the Community, thereby strengthening the role of zoos in the conservation of biodiversity. The Directive provides a definition of a 'zoo' and lays down requirements applicable to zoos. The latter include conservation measures such as: - participating in research from which conservation benefits accrue to the species, - promoting public education and awareness in relation to the conservation of biodiversity, - accommodating animals under conditions which aim to satisfy the biological and conservation requirements of the individual species, - preventing the escape of animals in order to avoid possible ecological threats to indigenous species and preventing intrusion of outside pests and vermin, - keeping up to date records on the zoo's collection appropriate to the species recorded. Member States are required to adopt measures for licensing and inspection of existing and new zoos that ensure that the above conservation measures can be implemented. Every zoo shall have a license within four years after the entry into force of this Directive or, in the case of new zoos, before they are open to the public. Compliance with the conditions shall be monitored inter alia by means of regular inspections and appropriate steps shall be taken to ensure such compliance. The Directive also provides for measures to be taken in the event of the closure of zoos. The competent authority will ensure that the animals concerned are treated or disposed of under conditions which the Member State deems appropriate and consistent with the purposes and provisions of this Directive. Member States are required to designate competent authorities for the purposes of this Directive. Member States shall determine the penalties applicable to breaches of the national provisions adopted pursuant to this Directive. The penalties shall be effective, proportionate and dissuasive. ENTRY INTO FORCE: 09.04.1999. Member States shall transpose this Directive no later than 9 April 2002.?