



Government Memorandum addressing issues raised in the Framework Document of the Lessons Learned Inquiry

March 2002

CONTENTS

	Page Number
Introduction	
Part 1	
Overview	4
<i>Figure 1 - Number of confirmed cases per day</i>	5
<i>Map 1 - 5 March 2001</i>	14
<i>Map 2 - 2 April 2001</i>	15
Chronology of Main Events	16
List of Acronyms	28
Part 2	
Section 1 - The Role of Government and other public authorities	30
<i>Figure 2 - Organogram of MAFF Animal Health responsibilities prior to FMD</i>	33
<i>Figure 3 - Organogram of MAFF FMD Control February/March 2001</i>	34
<i>Figure 4 - Organogram of DEFRA FMD Control October 2001</i>	35
Section 2 - Contingency Plans	45
Section 3 - The Government's Response	49
Section 4 - The Position of the Farming Industry	62
Section 5 - The Impact on the wider rural and UK economy	66
Section 6 - Vaccination	81
Section 7 - Controlling the Disease	89
Section 8 - Communications Systems	112
Part 3	
Introduction	116
Section 1 - Issues identified for Action	118
Section 2 - Action Already Taken	132
Section 3 - Structural and Organisational Changes	138

Introduction

This Memorandum is the Government's response to the Framework Document issued by the Lessons Learned Inquiry. It presents a single view of the Government's handling of the foot and mouth disease epidemic at the strategic level in Great Britain. It attempts to identify the main events and characteristics of the campaign in a neutral way from a government standpoint. Individual Ministers and officials would at the time have been more closely involved in, or given greater prominence to, one or another aspect of the events.

There is also an element of hindsight in the retrospective description of events. At the time the whole picture would not have been known by, or available to, any individual within government.

As animal health is devolved to the Scottish Parliament, a separate response is being provided by the Scottish Executive. This memorandum therefore deals with the operational response in England and Wales as well as the co-ordinated response in Great Britain.

Part 1 includes an Overview of the Memorandum and a chronology of the main events to set the framework for the following parts; Part 2 provides an account of Government structures, policies and operations relating to the key questions in the Inquiry's Framework Document; and Part 3 indicates where experience during the epidemic has led to new policies being developed; to consideration of new approaches to deal with future outbreaks; and to changed and changing structures and organisations.

Much information has already been prepared for others with an interest in the epidemic:- input to the Royal Society Inquiry into Diseases of Farmed Animals; evidence to the House of Commons Select Committees on Environment, Food and Rural Affairs, on Culture, Media and Sport and on Science; Reports to the EU Commission's Standing Veterinary Committee and to the OIE, papers on epidemiology, on disposal and on vaccination for the EU FMD conference.

Reports have been prepared on various aspects of the epidemic - for example by the Environment Agency on the environmental impact, by the Food Standards Agency on the risks to food from dioxin emissions from pyres, by the Department of Health on monitoring public health risks and by the Rural Task Force and by Lord Haskins on the impact on the rural economy. All these and a mass of information on all aspects of foot and mouth disease, the epidemic and its control, have been made available to the Inquiry and the detailed information in those Reports is not therefore repeated here. In the light particularly of the Royal Society's Inquiry, this Memorandum does not deal with the science of foot and mouth disease.

The National Audit Office is addressing in detail issues of cost control and financial management which are also being investigated by auditors from the EU Vet Fund. In consequence therefore financial matters are not covered here. The Government will of course respond to all the recommendations these bodies make.

This Memorandum is supported by all departments and agencies of Government. It provides the basis to which some have decided to add their particular view of the efforts to control the disease.

PART 1

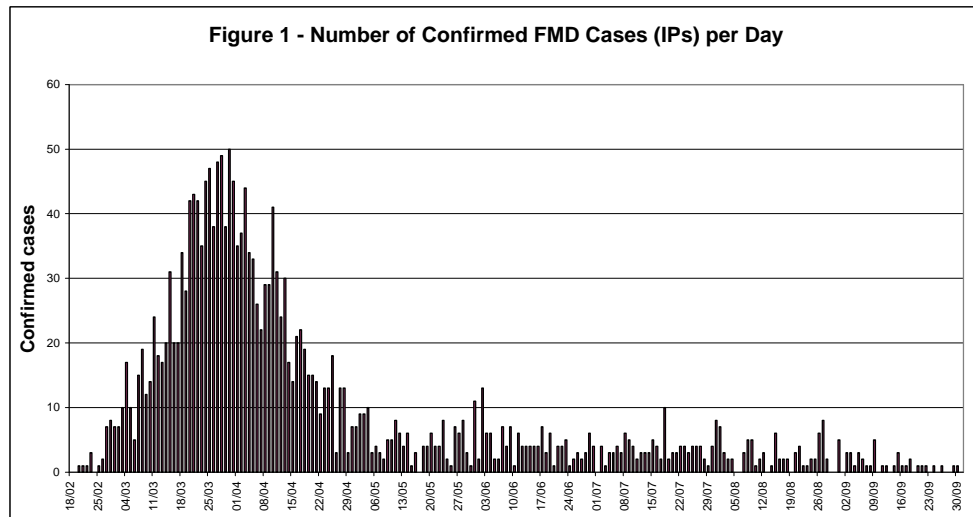
OVERVIEW

The Outbreak

1. The Foot and Mouth outbreak of 2001 in Great Britain differed significantly from the last major outbreak in 1967-68. The 2001 outbreak was a national epidemic, predominantly in sheep, whereas the 1967-68 outbreak was mainly a disease of cattle in the dairy farms of the Cheshire Plain. In 2001, by the time the index case in Northumberland was identified, the disease was already seeded, mainly as a result of animal movements, in over 50 premises, each of which then acted as the focus for a major outbreak; in 1967 nearly all the secondary outbreaks were attributed to wind, birds and rodents. Across the world there had never previously been an outbreak in sheep on the scale of the 2001 outbreak.
2. The first suspected case of this outbreak was confirmed in pigs at an abattoir in Essex on 20 February 2001. Tracings from this case led to the fourth case, and the first outside Essex, being confirmed on 23 February at Heddton-on-the-Wall in Northumberland. From evidence there it appeared that the virus had been active since the beginning of February. Consequently on 23 February, although the disease had been found up to then only in pigs and cattle, the movement of all susceptible animals throughout Great Britain was banned. It was later that day that the disease was first confirmed in sheep.
3. Tracings following the discovery of outbreaks over the next few days indicated that sheep movements, particularly through Longtown market in Cumbria before the virus was identified in Northumberland, had spread the disease widely across Great Britain. This pattern of frequent and often long distance movements and change of ownership of sheep in particular, with associated mingling of animals was a major cause of the rapid spread of the disease. By 1 March there were outbreaks in 15 counties, and national and local contingency plans had been immediately implemented; but by mid-March the wide geographic spread of the outbreaks, the numbers of animals involved and the importance of managing the disposal operation so as to prevent harm to the environment or to public health were causing significant problems. Outbreaks in Ireland, France and the Netherlands added to concerns. Government action from the middle of March increased the resources available to support the State Veterinary Service (already reinforced to a major extent), by strengthening the administrative teams across the

country and bringing in the armed forces. The spread of disease in March and early April is shown in the two maps following the overview.

4. On 30 March, as shown in Figure 1, the number of FMD cases peaked, and thereafter the number of cases began slowly to decline, although a long tail of separate outbreaks, in the Brecon Beacons, around Settle, near Thirsk, in the Penrith Spur and finally in Allendale near Hexham, occurred through the summer. Abruptly, after 2026 outbreaks in Great Britain, and 4 in Northern Ireland, the epidemic ended; and there have been no cases since 30 September.



5. Because of the key role animal movements played in the spread of the disease, maintaining freedom from disease meant that in 2001 the traditional autumn movements of animals were closely controlled by licensing, while a massive serology programme was undertaken to check for sheep flocks which had been exposed to the disease. A more relaxed, but still precautionary interim movements control regime was introduced on 11 February 2002.
6. With freedom from disease has come, in 2002, agreement from the EU Standing Veterinary Committee that animals and meat products could be exported from the UK and on 22 January confirmation from OIE that the UK had regained status as FMD-free, clearing the way to resume exports to member countries of the OIE.

The Government Response

7. The Government response to the disease was based on the EU approved Contingency Plan drawn up in 1991 and last updated in 2000. From the beginning of the epidemic the Prime Minister and the Minister of

Agriculture took the lead in directing the Government's response, with the Cabinet Office providing support to co-ordinate this activity. Briefed on an almost daily basis by the Minister of Agriculture and the Chief Veterinary Officer (CVO), the Prime Minister chaired Ministerial meetings on the strategy to control the disease and environmental issues and to ensure the availability of sufficient resources. These meetings were informed by detailed scientific and veterinary advice including sophisticated epidemiological modelling as it became available. From the first week the Cabinet Office co-ordinated interdepartmental meetings of officials to address the control of the disease and the impact of the animal movement controls, and the Ministry of Defence was forewarned that there might be a need for military support.

8. Parliament was kept in touch with all important developments; for example by the Minister of Agriculture's weekly statements. The EU Commission and other Member States were kept fully informed by daily updates to the Commission, and, during the whole outbreak by full reports to the weekly meetings of the Standing Veterinary Committee. Stakeholder meetings both nationally, with Ministers and officials, and locally provided the means of keeping all those involved informed of policy developments.
9. Within MAFF, the contingency plans, as approved by the EU, were implemented. A national Departmental Emergency Control Centre (DECC) was established on 20 February in MAFF's Animal Health Headquarters and local Disease Control Centres (DCCs) were set up, usually in existing Animal Health Divisional offices (AHDOS), as outbreaks occurred. The State Veterinary Service (SVS) within MAFF secured support from overseas governments who sent vets on secondment and from private veterinary surgeons, but the wide geographical spread of the disease and consequent need for increased resources in many places limited MAFF's ability to provide sufficient staff to meet all the demands.
10. It very quickly became apparent that there was a need to augment the resources deployed and, by mid-March, that this would involve major structural changes. The Government strengthened the operational side: the Cabinet Office Briefing Room (COBR) was established, chaired originally by the Prime Minister, then by the Secretary of State for Defence and thereafter by MAFF/DEFRA Ministers, to drive forward the operations strategy, Regional Operations Directors were appointed from March 19, when the first ones went to Cumbria and Devon, to reinforce the DCCs and handle the logistics and operations, and the Joint Co-ordination Centre (JCC) was established in MAFF's Animal Health

headquarters to co-ordinate the Government's operational response, both in Whitehall and across the DCCs.

11. Civil resources were already contracted to provide services and far exceeded those that the armed forces could provide. But in mid March it became clear that the logistic and organisational capability available in the armed forces could now be used to help to mobilise the civil resources more effectively. The armed forces were brought in and deployed across the country and in the JCC. With this support in place, the SVS, with the growing numbers of private vets and vets from other countries, could focus their energies on veterinary functions.
12. The effort to control the disease was huge, and far exceeded the resources of MAFF/DEFRA. Staff were loaned from other departments and recruited locally. At the peak, around 7000 officials were directly engaged on FMD, in addition to about 2000 vets and 2000 members of the armed forces. This compares with the total staff in MAFF of about 8,500. Also engaged in the operation were many others working in other government departments and agencies, as well as local authorities and private companies contracted for slaughter, haulage, disposal and cleansing and disinfection. Laboratory capacity for FMD serology was, at the beginning of the outbreak, only 400 tests per week. This was progressively increased until, by November 2001, capacity was over 200,000 tests per week. This increase enabled effort to be put into using serology as a means of lifting restrictions from August onwards in areas as they became clear of FMD. It was also a key factor in enabling the opening up the countryside, which aided the tourist trade, and in the UK very rapidly achieving international FMD-free status.
13. With this control effort engaged, the outbreak peaked at the end of March, the disposal backlog was eliminated by the end of April, and the position was such that all but a few of the armed forces could be withdrawn by the end of June, although they continued to be immediately available if renewed outbreaks occurred, as for example in Northumberland in August.

Controlling the outbreak

Culling policy

14. The Government pursued from the outset the EU agreed policy of stamping out the disease, with the possibility of vaccination kept under continuous review. Towards the end of March, the initial control policy, focused on culling susceptible animals on infected premises and tracing and culling susceptible animals that had been exposed to the disease as dangerous contacts, was strengthened. The epidemiological models

developed by the Chief Scientific Adviser's (CSA) Science Group indicated the importance for disease control of reducing the time between report and slaughter for infected premises to 24 hours, and of introducing a cull of susceptible animals on contiguous premises (on the grounds that they had been exposed to the disease) to be completed within 48 hours of report. On the advice of the CSA these targets were introduced. Although there were often significant difficulties in meeting these targets, especially the 48 hours target for the contiguous cull, they provided a bench mark for monitoring and directing the eradication operation and contributed to the control of the outbreak. In parts of Cumbria and Dumfries and Galloway, a cull of sheep within 3 km of infected premises was also instituted. As the disease declined, culling policies were modified to reflect changing circumstances, but the targets remained in place.

15. From June onwards the outbreak was really a number of 'hotspots' of infection, each with their own characteristics, the main ones being in Settle in North Yorkshire, Brecon and Crickhowell, Thirsk, the Penrith spur in Cumbria and finally in Allendale near Hexham. The Government responded by adopting more specific controls and biosecurity measures in each of these areas culminating in the imposition of Restricted Infected Areas (RIAs) (the so-called blue boxes) in the Thirsk, Penrith and Hexham areas. Tight biosecurity rules and controls on movement of vehicles were introduced and the disease was rapidly contained and then eradicated in these areas, although in the Penrith spur in Cumbria the disease was then at its most resilient. This approach set the pattern that will be followed to control outbreaks in future.

Vaccination

16. Vaccination was considered from early in the outbreak; the Prime Minister asked for papers on the scientific background to be prepared on 11 March and held a seminar with Ministers, the CVO, the CSA and other scientists on 29 March. By the end of March agreement had been secured from the European Commission to the contingent use of vaccination and operational planning meant that a request had been submitted to the Commission to reserve vaccine for GB use. The veterinary and scientific case was not clear cut and the CVO and CSA both recommended that vaccination should be used only in particular, specified circumstances and if certain criteria were met. During April, in the light of this advice, the Government accepted the case for vaccinating cattle in North Cumbria and Devon in the light of the intensity of infection in those areas and the forthcoming turnout of cattle from indoor housing to outdoor grazing; but only if the vaccination programme were supported by a substantial majority of the farming

community, by veterinarians, by the wider food industry and by consumers, and it would not remove effort from the 24/48 hour cull policy

17. The debate on vaccination was particularly vigorous and public during mid-April and much effort went into presenting information on the science behind vaccination by putting the answers to specific questions from the National Farmers Union on the MAFF website and by the CSA and CVO explaining the position to stakeholders and the media. However, by 23 April it was apparent that the criteria of support for a vaccination programme could not be met and with the decline in the number of daily cases the arguments for vaccination became less compelling. Contingency plans however, remained in place for the rapid introduction of a vaccination programme should the situation change. Vaccination was considered later in the outbreak to prevent the possible spread from the Thirsk area south to the major pig production areas in Humberside, but the outbreak was contained and the option not pursued.

Disposal

18. Disposal was a major logistical challenge involving about 479,000 tonnes of animal carcasses from the disease control cull. Problems arose during March and were not fully resolved until the end of April. Disposal on farm had disease control advantages - and had been the main disposal route in the 1967 outbreak - but the need to safeguard public health and limit damage to the environment reduced the availability of these options. All on-farm disposal methods required ground water authorisations from the Environment Agency and in some areas the high water table and geology meant that very few could be granted. As a consequence, these options proved inadequate for the number of carcasses involved. A move to building large pyres on off-farm sites increased concerns about possible damage to health for local people and caused considerable local concern. The possible risk from BSE meant that cattle over 5 years old could not be buried and had to go to rendering.
19. Rendering, the first option in the departmentally agreed hierarchy reflecting environmental and public health concerns, was rapidly brought into play and was available from 9 March, with tight biosecurity protocols to govern the haulage of carcasses to the plants and the removal and disposal of by-products from the plants, but was neither sufficient nor conveniently located to deal with all the demand. Locations for the development of engineered mass burial sites were identified, and the first, Great Orton in Cumbria, was brought into use on 26 March. Other mass burial sites in England, including Widdrington, Throckmorton and Tow Law were brought into use during April and

early May. Licensed commercial landfill sites were also used, although mainly for non-FMD carcasses from the Livestock Welfare Disposal Scheme and the possibility of directions to require the operators to accept FMD carcasses was considered but never put into effect.

20. With mass burial sites available, in addition to rendering and with some local use of air curtain incinerators, clearing the piles of carcasses that had been left on some premises where culling had taken place became possible, the epidemic was declining and the backlog of carcasses was eliminated by 7 May, before the burial site at Ash Moor in Devon was fully prepared. Public opposition and the availability of other options meant that the use of pyres in England and Wales ceased on 7 May. Mass burial sites remained available for use during the remainder of the outbreak, although from early July nearly all the carcasses went to rendering.

Costs

21. Total costs to the Exchequer of the outbreak were £2.7 billion. The main items are compensation for animals that have been culled - more than £1 billion - cleansing and disinfection, and valuers fees, vaccine, serology, disposal and haulage, staff costs and fees for temporary vets and the total costs of the Livestock Welfare Disposal Scheme - £0.3 billion, of which £0.2 billion was compensation.

Impact on the Rural Economy

22. The Government's overarching aim was to eradicate FMD, and this had a major impact on the rural economy and on tourism in particular. However, resources were displaced from tourism to spending on other sectors of the economy and the overall impact on the UK's GDP has been relatively modest. Significant support for rural businesses affected by the outbreak was provided.
23. At the start of the outbreak, with the spread of the disease unknown, the Government advised the public to stay off farmland and avoid contact with farm animals; it gave local authorities power to close all footpaths. When local authorities acted on these powers, the countryside appeared closed and the public's response was to stay away. Television footage of cattle carcasses burning on pyres was carried round the world and media stories of piles of rotting animals awaiting disposal emphasised the impression both here and abroad that the countryside was closed for visitors.
24. From April through the summer a balance had to be struck between implementing the controls necessary to ensure complete eradication of

the disease and opening up the countryside. Thus the importance of farmers maintaining biosecurity on farms had to be balanced with the fact that veterinary risk assessments showed that visitors brought little risk of spreading the disease provided they were kept away from known sources of infection. When veterinary risk assessments became available in March showing that the risk was such that local authorities could be encouraged to reopen footpaths outside Infected Areas and so encourage visitors back to the countryside, the information was publicised by central government, which urged the reopening of footpaths and visitor attractions wherever safe. However, some local authorities were slow to act and parts of the countryside remained closed long after it was necessary to prevent the spread of the disease.

25. Efforts both in the UK and abroad were directed at reassuring people that FMD was not a risk to human health and to ensuring that tourists were given accurate information about measures in place to control the disease.
26. The Government established a Task Force with the main outside players to consider how best to deal with the effects of the crisis on non-agricultural businesses; this met weekly until Easter and fortnightly thereafter. The Government also put in place a series of measures designed to help affected businesses, while making clear that it was not liable to compensate businesses for consequential losses arising from measures put in place in the public interest. The measures made a substantial contribution to mitigating the impact, although some have proved to be less effectively targeted than others and in retrospect help could usefully have been made available more quickly.
27. The Government is now putting a major effort into the “Your Countryside - You’re Welcome” campaign, involving some 50 rural stakeholders to encourage visitors back to the English countryside this year.

Lessons Learned

28. The experience gained in this outbreak on veterinary, scientific and operational matters is now informing the way the Government is preparing to deal with any future outbreak and the developing interim contingency plans. Other EU Member States and third countries are also reviewing their contingency plans in the light of the UK’s experiences. Recommendations from the Inquiries will contribute to long term contingency arrangements. The interim plans are being shared with stakeholders at national and local levels, are being made public and will be tested and then taken further with the involvement of the key parties.

This had not been the case prior to this epidemic. The plans will take account of the broader economic impact of disease control measures in contingency planning and in decision-making from the earliest stages of an outbreak. In future, closure of footpaths would, where possible, be based on veterinary risk assessments. The Government will consult on a draft protocol on how access should best be managed taking into account the impact on walkers and the businesses that cater for them beside the requirements of disease control.

29. The interim plans are based on the policy assumption that there would be an immediate standstill of all animal movements within GB once a single case had been confirmed. The plans include trigger points for increasing the resources available to deal with an outbreak as it develops, both in terms of establishing a command structure for policy and operational matters, from COBR, building in advice from scientists and working through the operational co-ordination function of the JCC, to staff working at the local offices, ensuring that staff resources are available and can be brought in from all government departments and that the armed forces can be called upon as required.
30. Plans for disposal will take account of the range of methods used in this outbreak, existing and proposed EU environmental protection legislation and the importance of protecting public health, so as to be able to deal effectively with a rapidly growing outbreak. Tight biosecurity and strictly enforced movement controls would be imposed under "Restricted Infected Area" orders. Operational plans for maintaining the availability of serology testing and mounting a vaccination programme are being developed while vaccination policy is being taken forward in the EU and OIE, and research, particularly on methods to distinguish between vaccinated and infected animals, is being pursued.
31. Other lessons have already been acted upon, including measures to control possible ways in which FMD or other animal diseases might be introduced into Great Britain by a complete ban on swill feeding and tighter controls on the illegal importation of meat and meat products. The Animal Health Bill, already in Parliament, is seeking to extend the range of options to control a future outbreak to change the basis on which compensation is paid and to ensure that farmers contribute to disease prevention by maintaining good biosecurity.
32. Farmers and traders must also take action to contribute to preventing future outbreaks of FMD. The way in which sheep are moved over long distances and are batched and managed for sale, as well as poor biosecurity on farms and in transit have been identified as contributing to the spread of FMD. These are some of the areas which the farming

industry must address if such spread is to be avoided in future. The wider context of the structure of the farming industry has been addressed in the report of the Policy Commission on the Future of Farming and Food, to which the Government will be responding.

33. Learning from the experience of the FMD outbreak and the fuel protests, the establishment of the Civil Contingencies Secretariat in the Cabinet Office will help to ensure an early, graduated and co-ordinated response across Government to future crises. The creation of DEFRA with responsibility for the food chain, farming and fisheries, and other aspects of the rural economy as well as environmental protection, will help to ensure that the development of policy on one aspect of the rural economy takes full account of its impact on others.
34. Lessons have also been drawn about the importance of good communication systems and their effective use. Equally important is the need to ensure data collection and IT systems that can be used to provide accurate and detailed management information. There have been major benefits in terms of co-operation and effectiveness from the good working relationships that have been maintained with the European Commission. Similarly good communications with stakeholders, both local and nationally has been particularly important and will be maintained and strengthened in future.

**[Link to map 1](#): Foot and mouth disease outbreak 2001
as at 08:00hrs 5 March 2001**

**[Link to map 2](#): Foot and mouth disease outbreak 2001
as at 08:00hrs 2 April 2001**

FOOT AND MOUTH DISEASE OUTBREAK: CHRONOLOGY OF EVENTS 2001 - 2002

(The figures in brackets under each date represent all cases of FMD confirmed on that day and the total cumulative number of cases confirmed to 19.00 hours until 15 June and 17.00 thereafter)

2001

- | | |
|----------------------|--|
| 19 February
(0-0) | Meat Hygiene Service vet at Cheale Meats abattoir reports suspected FMD in 27 sows and 1 boar in lairage. Samples sent to IAH Pirbright. Forms A and C issued prohibiting livestock movements within 8km of the infected premises. |
| 20 February
(1-1) | Samples test ELISA positive for type O FMD Virus. First case confirmed in evening.
European Commission informed of outbreak; it in turn notifies other Member States.
Department of Health and Food Standards Agency confirm no implications for human health or food.
MAFF establish FMD website.
Contact between Private Offices in MAFF and MoD warn of possibility of future request for military assistance. |
| 21 February
(1-2) | Infected Area round the first Infected Premises (IP) declared and animal movements within it banned.
Ban on moving animals susceptible to FMD and non-treated products from the entire UK imposed by European Commission.
Baroness Hayman makes a statement on the outbreak in the House of Lords (House of Commons in recess).
National Disease Emergency Control Centre (DECC) established at MAFF Headquarters in Page Street. |
| 22 February
(1-3) | MAFF issues advice to farmers to operate to high hygiene standards and to the public to reduce contact with livestock and farms. |
| 23 February
(3-6) | Heddon-on-the Wall case - first outside Essex
Great Britain made a Controlled Area from 5pm with immediate standstill on all FMD susceptible animal movements until 2 March; fairs and markets closed and deer and fox hunting and hare coursing prohibited.
MAFF halted CAP subsidy inspections for biosecurity reasons.
First national stakeholders meeting of a regular series held in London with MAFF Ministers and officials.
DCMS alert rural tourism trade associations to advice issued on 22 February. |

	Public Health Laboratory Service (PHLS) issues factsheet on human health, confirming risks very small and human cases very rare.
25 February (1-7)	First case in Devon confirmed. Environment Agency (EA) National Incident Room opened to co-ordinate EA response. EA and MAFF issued joint statement confirming that EA regarded disposal of carcasses as an emergency situation, under the terms of the Environmental Protection Act 1990 and Waste Management Licensing Regulations 1994.
27 February (7-16)	First confirmed cases in Wales (Anglesey) Local authorities given right to close footpaths and rights of way outside Infected Areas, i.e. in the Controlled Area. (All GB). Invitation to SEERAD and NAWAD to locate representatives in Page Street.
28 February (8-24)	First confirmed case in Cumbria
1 March (7-31)	First confirmed case in Dumfries and Galloway Countryside Agency estimated FMD implications for rural businesses – potential £2 billion loss. Formal notification to MoD that MAFF might seek military assistance.
2 March (7-38)	Great Britain continues as a Controlled Area. Movement to approved slaughterhouses of animals intended for the human food chain allowed to resume under licence. Restrictions on drivers' hours relaxed for hauliers of agricultural products/supplies because of the need to undertake FMD precautions. First vets arrive to reinforce operations from outside the UK (from the Republic of Ireland).
3 March (10-48)	Minister of Agriculture announces a major review of safeguards to cut risks of future animal disease outbreaks.
5 March (10-75)	DCMS issue guidance on 'Visiting the Countryside for Tourism, Sport or Recreation'.
6 March (5-80)	EU Standing Veterinary Committee (SVC) maintains the measures in place in relation to UK. Environment Agency announce disposal hierarchy, taking environmental issues into account. This places rendering and incineration first. MAFF issues advisory leaflets on animal welfare problems to farmers and farming organisations.

	<p>DCMS, MAFF, DETR and DTI Ministers meet at annual DCMS Tourism Summit to review impact of FMD.</p> <p>Guidance issued to local authorities on use of footpath closure powers and placed on MAFF website.</p> <p>Agreement with Central Association of Agricultural Valuers on payment to valuers for valuing livestock during the FMD outbreak.</p>
9 March (20-126)	<p>Occupational Licences and Local Movement Licences introduced to allow animal movements for welfare reasons.</p> <p>Regulations introduced requiring the tyres of all road vehicles leaving the UK to be disinfected.</p> <p>Minister of State (MAFF) writes to the Minister of State (MoD) to seek support from Royal Army Veterinary Corps and assistance from military personnel for slaughter in particular circumstances.</p>
13 March (17-199)	<p>Case in France reported to the European Commission.</p> <p>Prime Minister chairs a meeting on the wider impact of FMD with representatives of rural business and other countryside bodies.</p>
14 March (20-219)	<p>Rural Task Force - 1st meeting chaired by Minister of Environment.</p> <p>Further meetings at weekly and then fortnightly intervals.</p> <p>Royal Army Veterinary Corps deploys 4 vets.</p> <p>Meeting between MAFF and MoD agrees deployment of armed forces for logistic and organisational purposes.</p>
15 March (31-250)	<p>Minister of Agriculture in statement to Parliament explains policy of culling sheep within 3km of an IP in part of Cumbria; intensive patrolling in Devon and continued programme of tracing and slaughter of dangerous contacts across country; and announces new welfare movement schemes.</p> <p>Janet Anderson chairs FMD and Tourism Stakeholder Group (known as FMD Tourism Summit) - first meeting.</p>
16 March (20-270)	<p>Long Distance Welfare Movement Scheme starts.</p> <p>Power for local authorities to impose large scale footpath closures revoked.</p> <p>DETR issues guidance on visiting the countryside.</p> <p>Launch of Countryside Agency website linked to local authority rights-of-way information.</p>
19 March (28-352)	<p>First Regional Operations Directors (RODs) appointed in Cumbria and Devon to strengthen DCCs and support veterinary effort. Others appointed over following two weeks. Military Commanders appointed for these regions and military deployment followed in other regions.</p>
20 March	<p>Prime Minister initiates daily interdepartmental meetings, chaired by</p>

(42-394)	MAFF Ministers to co-ordinate and drive forward action to control FMD. Minister for Environment in Parliamentary statement announces a package of short-term relief measures for rural businesses hit by FMD.
21 March (43-437)	Minister of Agriculture announces in Parliament action taken to speed response:- allowing vets on the ground to slaughter without waiting for a decision from vets in Page Street and introducing a standard valuation tariff to reduce delays in starting slaughter. Meeting of epidemiologists that developed into Science Group is followed by briefing that epidemiology points to importance of urgent action to reduce the interval between report and slaughter to 1-2 days and of slaughtering all susceptible animals within a 3km zone contiguous to the outbreak. First cull of FMD affected animals in the Netherlands.
22 March (42-479)	Cabinet Office Briefing Room (COBR) opens. 'Visiting the Countryside – how you can help' advert in the National Press. First formal veterinary risk assessment of risk that walkers could spread FMD published. Flat-rate standard valuation system introduced for animals slaughtered as part of FMD eradication, with farmers retaining the right to opt for specific valuations by valuers. Livestock Welfare Disposal Scheme (LWDS) launched
23 March (35-514)	First epidemiological forecasts published by teams from Imperial College and Edinburgh University confirming importance, in controlling the disease, of slaughter within 24 hours of report for infected premises and 48 hours for contiguous premises. Chief Scientific Adviser (CSA) confirms Prime Minister's support for this policy. Sheep within 3km of IPs in the Carlisle/Solway area to be slaughtered. 101 Logistic Brigade HQ deployed in MAFF HQ London (Page Street).
26 March (38-644)	Great Orton mass burial site receives first carcasses. Joint Co-ordination Centre (JCC) established in Page Street. MAFF Director, and joint deputy directors - one military and one MAFF. FMD Science Group start daily meetings, chaired by CSA.
27 March (48-692)	Minister of Agriculture's Parliamentary statement confirms 24hr/48hr slaughter targets; announces consultations on banning pigswill and 20-day movement restrictions, simplified valuation arrangements, commitment to seek SVC's contingent approval for vaccination, consideration to be given to methods for controlling illegal meat imports; and a future review of operation of the livestock sector.

28 March (49-741)	<p>DETR / MAFF issue guidance and News Release on access to the countryside, including a code for walkers.</p> <p>DCMS issues guidance to tourist attractions to help them open or re-open.</p> <p>Government sets up 'Charity Match Funding Scheme' administered by the Countryside Agency.</p>
29 March (38-779)	<p>Vaccination seminar held at 10 Downing Street attended by Prime Minister, Minister of Agriculture, Chief Veterinary Officer (CVO), CSA, Government and non-Government scientists.</p>
30 March (50-829)	<p>Largest number of cases reported in a day.</p> <p>Slaughtering started under LWDS.</p> <p>MAFF formally requests Commission to reserve 5.5m doses of vaccine.</p> <p>Contingent use of vaccination authorised under Commission Decision.</p> <p>Spongiform Encephalopathy Advisory Committee (SEAC) meets to consider BSE aspects of various disposal options for cattle carcasses.</p>
31 March (45-874)	<p>JCC advises RODs of SEAC advice, with agreement from the EA, cattle born before 1 August 1996 must be rendered or burned, those born after 1 August 1996 could be buried in mass burial sites but not licensed commercial landfill sites.</p>
1 April (35-909)	<p>Prime Minister launches campaign to assure tourists that Britain is 'Open for Business'.</p>
2 April (37-946)	<p>Prime Minister announces a delay in local elections until 7 June.</p>
3 April (44-990)	<p>Minister of Agriculture meets leaders of the dairy and food industries to discuss the implications of vaccinating cattle on meat and milk supplies.</p>
4 April (34-1024)	<p>DCMS issues guidance on staging outdoor events.</p> <p>DETR writes to Chief Executives of Local Authorities providing details of the FMD Disposal Hierarchy and a list of suitable landfill sites for the disposal of LWDS carcasses and the possible disposal of sheep and pigs from contiguous cull premises (not from FMD infected premises).</p>
5 April (33-1057)	<p>Chris Smith (DCMS) chairs FMD and Tourism Stakeholder Group – Second Meeting.</p>
6 April (26-1083)	<p>MAFF announces new livestock movement licences (local movement and longer distance).</p> <p>Elliott Morley chairs first meeting of special Animal Welfare Group.</p> <p>DCMS announce £6m funding for tourism promotion. English Tourism Council's campaign "England the Great Getaway" begins.</p>

8 April (29-1134)	Minister of Agriculture writes to 85,000 livestock farmers providing advice on biosecurity, encouraging continued co-operation with present slaughter policy and urging them not to move animals without a licence.
9 April (29-1163)	Minister of Agriculture's Parliamentary statement confirms 24 hour target for culling susceptible animals on infected premises and 48 hour target for susceptible animals on contiguous premises; explains that payments to farmers of optional agrimonetary compensation would be made that week; notes that the position on vaccination was being kept under review; and refers to the possibility of releasing some areas from restrictions. DETR issue for consultation draft Regulations, which are then introduced with a 6-month duration, to enable the Secretary of State to direct licensed landfill site operators to accept and dispose of carcasses etc.
11 April (31-1235)	Pilot study, using local vets in parts of Staffordshire, Cheshire and Derbyshire to advise farmers on assessing and reducing the risks involved in turning out cattle. Michael Meacher announces further help for rural businesses. (Business Recovery Fund, £15m for Regional Development Agencies (RDAs) in 4 worst affected areas).
12 April (24-1259)	General licence issued allowing bulk collection of milk from premises under Form D restrictions.
15 April (14-1320)	Minister of Agriculture confirms that claims of links between the outbreak and Chinese restaurants are unfounded. DEFRA send to National Farmers Union (NFU) answers to 52 questions on vaccination. 14% of footpaths open.
18 April (19-1382)	Minister announces details of optional agrimonetary compensation Government states vaccination in North Cumbria and Devon under consideration but listening to views of farmers and food industry. CVO and CSA explain limited vaccination proposals to media and stakeholders. NFU still not convinced of the argument for vaccination. 500,000 doses of vaccine from EU vaccine bank confirmed as immediately available as a contingency measure. CSA and Science Group meet NFU (and again on 19 April) to discuss vaccination.
19 April (15-1397)	First lift of Infected Areas, affecting Northamptonshire, Milton Keynes, Leicestershire, Lincolnshire, Nottinghamshire and Rutland.

20 April (15-1412)	MAFF Parliamentary Secretary announces measures to ease welfare problems caused by FMD restrictions. From 28 April farmers could be licensed to move animals between their own premises in a wider range of circumstances. Letter to livestock farmers with information on vaccination.
23 April (13-1448)	Licensing introduced to enable animals in surveillance zones to be slaughtered in approved abattoirs and introduction of Great Britain round stamp enabling meat from these animals to enter the food chain. Media coverage of suspected human case of FMD.
24 April (13-1461)	Announcement of EU conference on FMD in the autumn as a result of a UK/Dutch initiative. DH issues "Guidance on Measures to Minimise Risk to Public Health from the Slaughter and Disposal of Animals", including hierarchy of disposal options and advice on the location and use of pyres and also "Foot and Mouth. Effects on Health of Emissions from Pyres used for the Disposal of Animals".
25 April (18-1479)	Beverley Hughes (DETR) launches new matrix/Countryside Agency grant scheme to assist local authorities to adopt a consistent risk based approach to re-opening rights of way and access land. MAFF / DETR issue revised guidance on re-opening rights of way. Janet Anderson (DCMS) chairs the FMD & Tourism Stakeholder Group – third meeting.
26 April (3-1482)	Minister of Agriculture's Parliamentary statement refines policy on the contiguous cull to gave local veterinary discretion over culling of cattle if adequate biosecurity, and proposes new arrangements for rare breeds and hefted sheep; explains that the use of vaccination was now less likely; announces the revision of LWDS rates from 30 April and outlines the Government's intentions to identify ways of assisting the recovery of the farming sector.
28 April (13-1508)	Occupational and local welfare movement licence rules relaxed.
30 April (7-1518)	Minister of Agriculture's letter to all livestock farmers explains the modifications to the contiguous cull policy.
1 May (7-1525)	Following consultation by DETR, regulations introduced to provide an expedited process for the EA to issue permits for the use of air curtain incinerators.
2 May	Meeting at No.10 of industry and Ministers about the future of the

(9-1534)	<p>agricultural industry.</p> <p>DCMS announces £12m in additional funding for British Tourist Authority for promotion in overseas markets.</p>
3 May (9-1543)	<p>New licensing arrangements for movements to abattoirs of animals from premises within 3km (protection zone) of an IP.</p> <p>Minister of Agriculture announces a ban from 24 May on swill feeding livestock.</p>
7 May (3-1563)	<p>Last carcasses into Great Orton mass burial site.</p> <p>No pyres lit in England and Wales after this date.</p> <p>Backlog of animals awaiting disposal eliminated.</p> <p>Minister for the Environment announces new £24m funding for rural businesses in areas badly affected by FMD. The new funding adds to the Business Recovery Fund, run by RDAs.</p>
8 May (2-1565)	<p>Minister of State for Agriculture launches poster campaign on illegal meat imports.</p> <p>Minister of Agriculture announces range of measures to assist recovery of the farming sector, including Rural Development Service (RDS) run seminars and free advice from the Farm Business Advice Service delivered on behalf of MAFF by Business Link Operators (BLOs).</p>
10 May (5-1575)	<p>Sheep shearing licence scheme announced, to operate from 1 June.</p>
11 May (8-1583)	<p>Scope and operation of the livestock movement schemes relaxed in relation to breeding animals and grazing on common land.</p>
17 May (0-1603)	<p>First day since 24 February with no cases.</p> <p>26% of footpaths open.</p>
23 May (8-1633)	<p>DETR/MAFF issues revised guidance to local authorities on re-opening of rights of way in light of new Veterinary Risk Assessment on the risks of path users spreading disease.</p> <p>Movement of animals from premises under Form D restrictions allowed.</p>
24 May (2-1635)	<p>Ban on the swill feeding of catering waste to livestock comes into effect.</p> <p>Replacement of the slaughter policy by serological testing in the 3 km protection zones in Cumbria.</p> <p>Special SEAC Working Group advises on potential risks from cattle over-5 years old that were already buried; the relative risks of methods for disposal of pyre ash; use of feed lorries for transportation of carcasses.</p>
28 May	<p>CVO and CSA joint statement on Settle outbreak stressing the importance</p>

(8-1657)	of biosecurity.
31 May (11-1672)	Department of Health publishes “Foot and Mouth Disease: A Programme of Monitoring for the Protection of Public Health” and “A Rapid Qualitative Assessment of the Possible Risks to Public Health from the Current FMD Disposal Options.” 42% of footpaths open.
8 June (4-1714)	Prime Minister announces the creation of a new ‘Department for Environment, Food and Rural Affairs’ (DEFRA).
9 June (7-1721)	Letter to all farmers in Cumbria on biosecurity.
14 June (4-1740)	DEFRA Secretary of State's Parliamentary statement stresses the need for continued effort to be focussed on the complete eradication of FMD and states that mass burial sites are national assets. 55% of footpaths open.
22 June (4-1773)	DEFRA announces intention to revoke most local authority footpath closures.
4 July (3-1807)	Government’s public information campaign on biosecurity launched.
5 July (3-1810)	Movement of cattle, sheep and goats from open hills and moors for shearing or other essential husbandry purposes allowed.
6 July (4-1814)	Biosecurity video and leaflet sent to all livestock farmers, stakeholders and vets.
7 July (3-1817)	First Public Health Monitoring Report published.
10 July (4-1832)	Lord Whitty announces availability of seminars and free business advice for farmers from the Farm Business Advisory Scheme.
20 July (3-1869)	Revocation from midnight of many of the remaining local authority closures of public rights of way. Countryside Agency launch publicity campaign around newly revised access code welcoming people to the countryside and advising on ways of avoiding spreading FMD.
23 July (4-1880)	Review of costs of cleansing and disinfection announced with the aim of ensuring value for money, following concerns over size and quality of invoices.

26 July (4-1891)	Announcement of £65m compensation package by National Assembly of Wales First Minister, Rhodri Morgan.
27 July (4-1895)	85% of footpaths open
29 July (1-1898)	Restricted Infected Area (RIA) declared around Thirsk, introducing tight biosecurity provisions governing movement of vehicles, public cleansing and disinfection stations and increased enforcement activity.
30 July (4-1902)	Option of valuation at standard rates removed.
3 August (2-1922)	Appointment of Lord Haskins as Rural Recovery Co-ordinator for Cumbria. Cleansing and disinfection restarts with stricter rules.
7 August (3-1927)	RIA declared in the Penrith Spur.
9 August (5-1937)	Announcement of Government Inquiries - Policy Commission into Food and Farming, Royal Society and Lessons Learned. 90% of footpaths open
15 August (6-1950)	Second Public Health Monitoring Report published.
26 August (6-1975)	RIA declared around Allendale and Hexham.
28 August (2-1985)	Announcement of Autumn movement arrangements starting from 17 September. Introduces county basis for categorising disease risk; confirms no cattle or sheep markets and sets out licensing system for moving animals.
3 September (3-1996)	Light Lamb Scheme introduced extending the LWDS to deal with lambs unable to find a market.
11 September (1-2010)	Information sent to all livestock farmers on autumn movement arrangements.
16 September (1-2016)	Animal Movements Licensing IT System launched to issue movement licences for the first phase of Autumn movements.

17 September (1-2017)	Introduction of the Autumn Movements Regime:- relaxations in movement controls; Animal movements subject to prior licensing by Local Authorities based on FMD classification status of counties.
19 September (0-2019)	6-month extension to regulations enabling Secretary of State to direct licensed landfill operators to accept and dispose of carcasses etc.
30 September (1-2026)	Last confirmed case of FMD.
18 October	Lord Haskins' Report on Rural Recovery after FMD published Rural Task Force Report on Tackling Impact of Foot and Mouth on Rural Economy published. £24m extension to Business Recovery Fund to help rural economies and small businesses damaged by FMD. This brings Business Recovery Fund to £74m.
22 October	SVC permits exports of pigmeat from counties which have not had a case of FMD in this outbreak and which are not adjoining high risk counties.
29 October	Announcement of lower rates for LWDS and end of scheme on 31 December
30 October	Two Booklets launched by CVO aimed at raising awareness of risk of spreading disease by restocking.
31 October	Animal Health (Amendment) Bill published. Provides greater powers to slaughter any animals where necessary to prevent the spread of disease, adjusts arrangements for compensation and introduces other strengthened enforcement powers.
12 November	Third Public Health Monitoring Report published.
13 November	SVC agrees to allow controlled imports of foot and mouth susceptible animals from other Member States once licensing arrangements made.
22 November	DH published update on Risks to Health of Emissions from Pyres and Other Methods of Burning Used for the Disposal of Animals.
28 November	Last FMD Infected Area covering parts of Cumbria, North Yorkshire and County Durham lifted at midnight.
7 December	Guidance to local authorities on re-opening rights of way allowing paths across fields of premises under restriction to be re-opened.

12-13 December	International Conference on the Control of Foot and Mouth Disease sponsored by European Commission, UK, Dutch and Belgian Governments.
17 December	Hunting with dogs allowed to resume in FMD-free counties subject to a temporary system of disease control permits.
31 December	90 days since last outbreak of disease. LWDS ends.
2002	
1 January	Counties of Cumbria, Durham, and North Yorkshire declared free of foot and mouth for animal movement purposes, following huge surveillance operation.
14 January	Northumberland, the last county, declared free of foot and mouth disease for animal movement purposes.
16 January	SVC lifts restrictions on exports of British meat, animal products and livestock. Exports of live sheep still banned, but exports of live pigs, fresh meat and meat products permitted.
22 January	UK regains International FMD free status at OIE meeting. Clears way for UK to resume trade in animals and animal products with member countries of OIE.
5 February	SVC lifts restrictions on exports of live sheep.
11 February	FMD Controlled Area lifted in England and Wales (Scotland 18 February) Animal movement controls eased and some livestock markets permitted to re-open under the Interim Regime.
1 March	99.5% of all footpaths open

LIST OF ACRONYMS AND INITIALS IN THE GOVERNMENT MEMORANDUM

ACPO	Association of Chief Police Officers
ACVO	Assistant Chief Veterinary Officer
AHDO	Animal Health Divisional Office
AHT	Animal Health Trust
ARC	Arthur Rank Centre
BRF	Business Recovery Fund
BTA	British Tourist Authority
BLO	Business Link Operator
CAMR	Centre for Applied Microbiology and Research
CAP	Common Agricultural Policy
CCS	Civil Contingencies Secretariat
CDA	Centre for Defence Analysis
CLA	Country Land and Business Association
COBR	Cabinet Office Briefing Room
COI	Central Office of Information
CSA	(Government) Chief Scientific Adviser
CVO	Chief Veterinary Officer
DBES	Date Based Export Scheme
DC	Dangerous Contact
DCC	Disease Control Centres (situated outside London)
DCMS	Department for Culture, Media and Sport
DCS	Disease Control (IT) System
DCVO	Deputy Chief Veterinary Officer
DECC	Departmental Emergency Control Centre (situated in London)
DERA	Defence Evaluation and Research Agency (now Defence Science and Technology Laboratory)
DEFRA	Department for Environment, Food and Rural Affairs
DETR	Department for Environment, Transport and the Regions
DfEE	Department for Education and Employment
DGOSD	Director General for Operations and Service Delivery
DH	Department of Health
DTI	Department of Trade and Industry
DVM	Divisional Veterinary Manager
DWP	Department of Work and Pensions
EA	Environment Agency
ELISA	Enzyme-linked Immunosorbent Assay
ETC	English Tourism Council
EU	European Union
FCO	Foreign and Commonwealth Office
FMD	Foot and Mouth Disease
FRCA	Farming and Rural Conservation Agency
GIS	Geographical Information System

GO	Government Offices for the Regions
HVS	Head of Veterinary Service
IAH	Institute for Animal Health
IP	Infected Premises
IT	Information Technology
JCC	Joint Co-ordination Centre
LACOTS	Local Authorities Co-ordinating Body on Food and Trading Standards
LGA	Local Government Association
LVI	Local Veterinary Inspectors
LWDS	Livestock Welfare Disposal Scheme
MACA	Military Aid to the Civil Authorities
MAFF	Ministry of Agriculture, Fisheries and Food
MAGD	Military Aid to Other Government Departments
MHS	Meat Hygiene Service
MoD	Ministry of Defence
NAWAD	National Assembly of Wales Agricultural Department
NFU	National Farmers Union
OIE	Office International des Epizooties
RABI	Royal Agricultural Benevolent Institution
RCU	Regional Co-ordination Unit
RDA	Regional Development Agency
RDS	Rural Development Service
RIA	Restricted Infected Area
ROD	Regional Operations Director
RPA	Rural Payments Agency
RSAP	Rural Stress Action Plan
RSIN	Rural Stress Information Network
RTF	Rural Task Force
RV	Rateable value
SBS	Small Business Service
SEAC	Spongiform Encephalopathy Advisory Committee
SEERAD	Scottish Executive Environment and Rural Affairs Department
SFLGS	Small Firms Loan Guarantee Scheme
SI	Statutory Instrument
SOS	Slaughter on Suspicion
SVC	(EU) Standing Veterinary Committee
SVS	State Veterinary Service
TVI	Temporary Veterinary Inspector
VIPER	(SVS) Veterinary Instructions, Procedures and Emergency Routines
VLA	Veterinary Laboratories Agency
VNT	Virus Neutralisation Test