

# Strategies to control Classical Swine Fever: cost and risk perspectives<sup>1</sup>

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# Strategies to control Classical Swine Fever: cost and risk perspectives

## Abstract

The paper examines the importance of pig population density in the area of an outbreak of CSF for the spread of the disease and the choice of control measures. A sector-level market and trade model and a spatial, stochastic, dynamic epidemiological simulation model for the Netherlands were used. Outbreaks in sparsely and densely populated areas were compared under four different control strategies and with two alternative trade assumptions.

Results indicate that the control strategy required by current EU legislation is enough to eradicate an epidemic starting in an area with sparse pig population. By contrast, additional control measures are necessary if the outbreak begins in an area with high pig population density. The economic consequences of using preventive slaughter rather than emergency vaccination as an additional control measure depend strongly on the reactions of trading partners. Reducing the number of animal movements significantly reduces the size and length of epidemics in areas with high pig density.

## Keywords:

Classical Swine Fever epidemics; pig population density; animal transport; emergency vaccination; preventive slaughter; the Netherlands

## 1. Introduction

Epidemics of exotic contagious animal diseases such as Classical Swine Fever (CSF) and foot-and-mouth disease (FMD) can have a high cost for the national economy. Mangen et al. (2001b) found negative net welfare effects for the Dutch economy of 243 to 466 mn Euro (assuming an export ban on live pigs) for an epidemic comparable to the 1997/1998 Dutch CSF epidemic (hereafter “the Dutch CSF epidemic”). The effect of the 2001 FMD epidemic on the UK economy in the same year has been estimated at £2.4 - £4.1 bn (Houlder, 2001). A large part of these costs is directly related to the size and duration of the epidemic.

Among the factors determining the spread of an infectious animal disease are the number and type of off-farm contacts in the period after a herd becomes infected but before the infection is detected and the farm is isolated. In this paper we study the interaction between these factors and the pig population density in the area of the initial outbreak. We hypothesise that, if routine off-farm contacts are numerous for apparently uninfected farms, the risk of a large epidemic is greater, and particularly so in areas of high pig density.

The main goal of this study is to provide decision-makers with insights into the epidemiological and economic effects of control strategies for epidemics, given the uncertainties related to these factors. Two specific questions are addressed. (1) Should different control strategies be used in areas with sparse and dense pig populations? (2) Does reducing the number of direct animal contacts and transport contacts per farm reduce the size of the epidemic?

We simulated epidemics beginning in either a SPLA or a DPLA<sup>2</sup>, and assuming four different control strategies: the current minimum controls as mandated by EU legislation (EU),

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<sup>2</sup> SPLA (DPLA) stands for sparsely (densely) populated livestock area. In this study only one livestock species is considered: pigs. A SPLA (DPLA) has up to 300 (>300) pigs per square km at regional level.

preventive slaughter in addition to EU (PS), and two options for an emergency vaccination strategy: vaccination in addition to PS, with subsequent destruction of vaccinated animals (DD), and vaccination in addition to EU with monitored intra-community trade in the meat from vaccinated animals (ICT). The economic benefits and costs of epidemics assuming each of these four strategies and the two livestock densities were calculated using the economic framework described in Mangen et al. (2001b). In addition, we considered two different trade reactions: a partial trade ban for the quarantine zones (protection and surveillance zones) only or in addition a total export ban for all Dutch live pigs. This results in 16 different combinations of pig population density + control strategy + trade reaction.

Furthermore, we implemented two alternative sets of assumptions regarding the number of direct animal contacts and the number of transport contacts per farm for some of these combinations.

## 2. Methodology

### 2.1 InterCSF and further adaptations for the current work

InterCSF, a spatial, temporal and stochastic simulation model, developed by Jalvingh et al. (1999), simulates daily disease spread from infected farms through three contact types (animals, vehicles, persons) and through local spread. All Dutch pig farms are known by their geographical co-ordinates, their farm type and their stock numbers. The main disease-control mechanisms that influence the disease spread in InterCSF are: diagnosis of the infected farms, depopulation of infected farms, movement controls within quarantine areas, tracing and preventive slaughter. Mangen et al. (2001a) added emergency vaccination as a control option to InterCSF with a gradual non-linear increase over time of protection from vaccination as well as constrained vaccination capacities.

For the current study, a more generic version of the InterCSF model was needed, in order to predict the course of epidemics. We next describe the most important changes and adaptations of InterCSF, now called InterCSF\_v3.

#### 2.1.1 *Carrier piglets, minor and major within-herd outbreaks*

Infection of a susceptible herd can lead to a minor (3-5 infected animals) or a major (> 5 infected animals) within-herd outbreak. The probabilities of a minor or a major within-herd outbreak depend on farm type and farm status. For certain events (e.g. detection) we distinguish three farm types, according to type of animal: (1) sows and piglets only; (2) no sows; (3) sows and finishing pigs. For other events (e.g. disease spread) five farm types, defined according to production system, are used: (1) multiplier; (2) finisher; (3) multiplier-finisher; (4) breeding farm and (5) AI-stations. Two farm statuses are distinguished: (1) vaccinated or (2) non-vaccinated. For a sow farm with a minor within-herd outbreak, the probability of carrier piglets later on is now included in the model. Farms with a minor within-herd outbreak remain susceptible if not vaccinated, and we assume that, with the birth of carrier piglets on a susceptible farm, a major within-herd outbreak will occur. Information on input parameters are available on request.

#### 2.1.2 *Infectivity*

Farm type, farm status and farm size (we distinguish small, medium and large farms) are now factors that determine the maximum length of infectivity for farms with a major within-herd

infection. After the infectious period, a farm can infect other farms only via transport of carrier piglets. Farms with a minor within-herd outbreak will never be infectious towards other farms, except for carrier piglets transported off. Currently a flat infectivity curve is used that is either “0” (not infected) or “1” (infected), but other curves (where infectivity varies over time) may be incorporated in InterCSF\_v3.

Increased bio-security related to transport contacts may have an impact on virus transmission. To reflect that, once an epidemic has started, increased bio-security measures will be taken within a quarantine zone, we reduce the probability of infection by 50 % for transport contacts for the purpose of welfare slaughter.

### *2.1.3 Detection*

Because of the distinction between minor and major within-herd outbreaks, the concept of detection of an infected herd is changed drastically. By assumption, minor within-herd outbreaks are detected by serology only. The period before the first detection of an epidemic for major within-herd outbreaks is randomly drawn from a log-normal distribution with a minimum of 21 days (3 weeks), a maximum of 100 days (Elbers et al., 1999) and a mean of 49 days. After the first detected case, all major-within herd outbreaks may be detected based on clinical signs, with the interval based on a lognormal distribution with a minimum of 1 week and a maximum of 12 weeks. The detection probabilities due to clinical signs range from 70% for AI-station to 85 % for multiplier farms (Fritzmeier et al., 2000, and Elbers et al., 1999). As in Mangen et al. (2001a) we assume that vaccinated and later infected farms will never show clinical signs, and can only be detected by serology.

Control events, such as tracing, surveillance, preventive and welfare slaughter, intermediate screening, end-screening and vaccination, can all lead to the detection of an infected farm (information available on request). Sample size, the within-herd outbreak type, the farm type and the time interval between infection and the control event affect the probability of such detection. The frequency of different control events is based on the Dutch animal health authorities guidelines for a future epidemic (RVV, 2000).

### *2.1.4 Adaptations related to emergency vaccination*

Infection of a vaccinated and maximum protected farm will cause only a minor within-herd outbreak, with a 50 % lower probability of the birth of carrier piglets than on a non-vaccinated farm (Dewulf et al., 2001). Vaccinated but not yet maximum protected farms that become infected are assumed similar to non-vaccinated farms with a minor within-herd outbreak. The infectious period of vaccinated farms is 30 days (see Mangen et al., 2001a) and carrier piglets will never cause a major within-herd outbreak. After 30 days' infectivity only the transport of carrier piglets off the farm can lead towards an infection of another susceptible herd.

Criteria may be defined to trigger the decision to start an emergency vaccination campaign. The first criterion is a minimum pig density around the first detected herd. Other criteria are: a minimum number of detected farms in the first week; detection in a DPLA within the 6 first weeks; a minimum number of detected farms in 7 days within the first 6 weeks. As soon as one of those criteria is fulfilled, emergency vaccination begins immediately. In our emergency vaccination simulations in this paper, these thresholds are all set to 0. Consequently, emergency vaccination always begins on the day of the first detection.

### *2.1.5 Other adaptations*

In InterCSF\_v3, empty farms may be repopulated as soon as the quarantine restrictions are lifted. All repopulated farms are considered susceptible again and may become newly infected. We further allow that an infected farm that is not detected becomes susceptible again after an appropriate time.

All input parameters were revised, according to the most recent literature and expertise from different fields and from different countries. Where no information was available, assumptions were made. A new contact matrix is included that will be discussed in section 2.3.

## 2.2 Validation and calibration

After verification of the newly incorporated mechanisms by consulting literature and experts from the field, InterCSF\_v3 was newly validated and re-calibrated. Having only one recent epidemic in the Netherlands, the simulated output could not be compared with real data. As an alternative validation measure, sensitivity analysis was applied by increasing or decreasing input parameters before and after calibration (Law and Kelton, 1991).

InterCSF\_v3 was not calibrated on a specific Dutch epidemic, in contrast to the original InterCSF. We did not know whether to classify the Dutch CSF epidemic as a small, medium or worst-case epidemic. However, the long high-risk period, the increased number of movements the day before the installation of the first movement stand-still zone and the infection of two AI-station in this specific epidemic (Elbers et al., 1999) are all reasons for assuming that it was rather a worst-case scenario. We therefore calibrated our model such that using the contact matrix of Jalvingh et al. (1999), we would obtain at least 15 replications with at least as many detected farms as occurred in the Dutch CSF epidemic.

To be able to compare simulated epidemics of InterCSF\_v3 with earlier InterCSF results (Jalvingh et al., 1999), we simulated the minimum EU strategy with an additional preventive slaughter strategy after 3 months. During calibration, we doubled the transmission probabilities of Stegeman et al. (2002) as discussed in more detail in section 4.1. We also corrected the estimated transmission probabilities of Stegeman et al. (2002) for a 15% probability of minor within-herd outbreaks.

## 2.3 Contact matrix

Three contact types between pig farms are defined: (1) direct animal contact, (2) transport contact and (3) professional contact. The contact matrix defines the number of contacts between all farm types and is specific for the Dutch situation. After the Dutch CSF epidemic, the Dutch authorities adapted the legislation for pig transport with the aim of reducing the spread of disease in future epidemics (LNV, 2000). A newly estimated contact structure, based on analysis of recent Dutch identification and registration data (Mourits et al, 2001) and on new Dutch legislation for pig transports (Regeling varkenslevering, LNV 2000) resulted in fewer transports off or to the farm for all farm types as well as in a slight reduction in indirect contacts. The frequency of professional contacts was assumed unchanged. Simulated epidemics using this new contact matrix are compared with the simulated epidemics using the contact structure of Jalvingh et al. (1999).

## 2.4 Simulating epidemic control with different pig densities

### 2.4.1 Control strategies simulated

Different control strategies to control CSF epidemics in both a SPLA and a DPLA are simulated with the new InterCSF\_v3 model.

Stamping-out infected herds and tracing all contacts with infected herds, in addition to the setting up of quarantine zones, is the current minimum EU legislation (**EU strategy**). Inside quarantine zones, surveillance and serological screening are used. In the case of a movement standstill that will last longer than the minimum 42 days, slaughter and rendering of ready-to-deliver finishers and piglets begins after 4 weeks.

The preventive slaughter strategy (**PS strategy**) involves the use of preventive slaughtering on farms in a radius of 750 to 1000 m around a detected herd as an additional control measure (Nielen et al., 1999). When emergency vaccination is used as an additional control measure, we distinguish between the delayed destruction strategy (**DD strategy**) and the intra-community trade strategy (**ICT strategy**) (Mangen et al., 2001a). With the DD strategy all vaccinated herds are slaughtered and rendered, whereas with the ICT strategy, pig meat of vaccinated pigs may be traded within the EU as soon as the quarantine zone is lifted.

### 2.4.2 Economic framework

Mangen et al. (2001b) developed an economic framework to calculate the impact on the Dutch economy of epidemics simulated in InterCSF, assuming different trade scenarios. In this framework, EpiPigFlow converts the daily output of InterCSF to a weekly flow of piglets that becomes an input into DUPIMA, a partial equilibrium model of the Dutch pig market. DUPIMA simulates market prices, domestic offtake and trade flows. A second micro-economic model (EpiCosts) uses output from InterCSF and the estimated market prices from DUPIMA to calculate the expenditure by the animal health authorities to control the epidemic. EpiCosts also calculates the changes in producer surplus for pig producers inside quarantine zones. An Excel worksheet combines the results of EpiCosts and DUPIMA to calculate the economic welfare changes of producers and consumers (slaughterhouses and processing industry, retailer and final consumer), as well as the extra expenditure of the Dutch health authorities. Retailers' total margins are assumed to be unchanged in all scenarios. The economic welfare changes of the different stakeholders are aggregated to determine the net welfare effect for the Dutch economy. As in Mangen et al. (2001b), we assume two alternative trade scenarios for each simulated epidemic: a partial ban imposed only on the quarantine zone and a total export ban on all live pigs.

DUPIMA was originally calibrated on prices and quantities of 1996 (Mangen et al., 2001b), a year with exceptionally high pig prices. We now re-calibrate the model to the last half of 1999 and the first half of 2000. During this period, pig prices were recovering but were still at a low level. We correct downwards the variable cost saved per finisher not produced, which were based on a 5 year average (Snoek et al., 1999), which results in a zero change in producer surplus for finisher producers inside a quarantine zone with empty stables.

### 3. Results

#### 3.1 Contact reduction

The effect of adopting the new contact matrix is shown in Table 1, simulating an epidemic in a DPLA using the EU strategy in the 3 months after the first detection and the PS strategy thereafter. Fewer animal and transport contacts result in fewer infected and detected farms for medium and large-scale epidemics, although epidemic duration is not much shorter. We note that by far the greatest source of infection in a DPLA is local spread. Fewer animal contacts has a direct effect on the spread of infection, but also an indirect effect on the potential for locally spread infection.

**Table 1: Effect of the changed contact matrix in a DPLA area on the simulated results, given the EU strategy as control measure for the first 3 months and followed by the PS-strategy: mean effects and effects for the simulations ranked 5, 50 and 95 according to the corresponding epidemiological outcome**

| Contact structure       | Old contact structure<br>(Jalvingh et al., 1999) |     |     |     | New contact structure<br>(Mourits et al., 2001) |     |     |     |
|-------------------------|--|-----|-----|-----|---|-----|-----|-----|
|                         | Mean   | 5%  | 50% | 95% | Mean  | 5%  | 50% | 95% |
| Percentile/ Mean        |  |     |     |     |   |     |     |     |
| # Infected farms        | 296  | 65  | 231 | 752 | 130   | 51  | 113 | 226 |
| - minor                 | 49   | 9   | 38  | 125 | 21  | 9   | 19  | 39  |
| - minor & carrier       | 1  | 0   | 1   | 5   | 1   | 0   | 0   | 2   |
| - major                 | 245  | 55  | 190 | 617 | 108   | 41  | 95  | 186 |
| # Detected farms        | 254  | 57  | 197 | 638 | 112   | 46  | 98  | 186 |
| # Prev. sl. farms       | 324  | 64  | 258 | 887 | 129   | 33  | 98  | 312 |
| Duration (days)         | 245  | 178 | 239 | 321 | 220   | 168 | 214 | 281 |
| <i>Infected due to:</i> |  |     |     |     |   |     |     |     |
| - local spread          | 244  | 56  | 189 | 645 | 114   | 45  | 99  | 196 |
| - animal contact        | 17   | 2   | 12  | 43  | 3   | 0   | 2   | 10  |
| - transport contact     | 15   | 2   | 13  | 33  | 3   | 0   | 2   | 7   |
| - professional          | 19   | 2   | 14  | 54  | 9   | 2   | 7   | 19  |

#### 3.2 Epidemics in a SPLA compared with a DPLA

##### 3.2.1 Epidemiological results

We simulate CSF epidemics in the Netherlands that start in either a DPLA or a SPLA. For each region, we simulate CSF epidemics using the four alternative control strategies. For each variant, 100 replications are performed. We present results at the 5th, 50th and 95th percentile of various outcomes.

The first infected farm (index farm) for the DPLA simulations is located in Boekel in the South West region, which has the highest pig density in the Netherlands. The PS, DD or ICT strategies reduce the length and the size of the simulated epidemics by more than 75% compared to the EU strategy (Table 2). These three strategies reduce the number of susceptible herds in the close neighbourhood of an infected herd, and as a consequence fewer farms are infected via local spread. The DD strategy results in epidemics that are smallest in size and length. However, with this strategy, a large number of pig farms have to be preventively slaughtered whereas with ICT, only infected and detected farms are slaughtered for control purposes.

The index farm for the SPLA simulations is located in Berkel en Rodenrijs in the province of South Holland. For SPLA epidemics, all control strategies seem to be similarly effective

(Table 2). Reducing the number of susceptible herds in the close neighbourhood of an infected herd has little or no impact, because there are hardly any neighbouring farms within the endangered radius. As long as the epidemic remains in a SPLA, the spread of the virus is strongly linked to movement contacts.

### 3.2.2 *Economic results*

Two alternative definitions of epidemic size are used: length of the epidemic in days and the number of detected farms<sup>3</sup>. All 100 replications are ranked according to each of these criteria. The average of the three replications centred on the 5<sup>th</sup>, 50<sup>th</sup> and 95<sup>th</sup> percentiles of "size" represent "small", "medium" and "large" epidemics respectively.

The economic welfare changes of the different stakeholders for small, medium and large epidemics for both definitions of size are shown for the DPLA region in Table 3 and for the SPLA region in Table 4.

For all four strategies, the reduction in national supply is not matched by a fall in total demand when export continues from non-quarantine zones. Pig prices outside quarantine zones rise. Hence, producers collectively gain and consumers lose. We assume a 50 % contribution from the EU budget towards the total extra expenditure on controlling the epidemic. However, if the EU contribution were lower, expenditure from Dutch public funds would increase, resulting in a larger negative net welfare effect for the Dutch economy. In the case of a DPLA, the PS, DD and ICT strategies result in smaller economic welfare changes for all stakeholders than the EU strategy. Epidemics in a SPLA are smaller in size and length than epidemics in a DPLA, with lower welfare changes for producers and consumers.

With an export ban on live pigs, a segment of demand is removed from the Dutch market. When the epidemic is small, the fall in demand outweighs the small reduction in pig supply due to movement restrictions and so prices fall. Producers lose surplus. With an increased number of affected farms (large epidemics in size and/or length), a larger share of the pig population is taken out of the market and so the drop in simulated market prices is smaller. This leads to the unexpected result that, with a total export ban, SPLA epidemics cause larger negative net welfare effects than epidemics in a DPLA although SPLA epidemics are on average smaller in size and length. Table 5 shows details of the distribution of welfare changes of piglet, finisher and breeding stock producers for two trade scenarios, whereby we distinguish for each producer category if they are inside quarantine zones (Q) or outside the quarantine zones.

Tables 3 and 4 show that government expenditure to control the epidemic increases with the size of the epidemic. Animal welfare slaughter compensation takes the largest share of total government expenditure on control programs. These payments are highly related to the length of the epidemic and the number of farms in quarantine zones.

When exports are banned, slaughterhouses gain as more animals are slaughtered domestically and final consumers gain due to the decreased prices (Table 5). For both these stakeholders, the welfare change is negative when foreign trade continues from non-quarantine zones.

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<sup>3</sup> We assume throughout that there are no false positive test results. If false positives occur, then the size of epidemics in terms of both duration and number of "detected" farms is likely to be greater.



**Table 2: Effects of different control strategies, given different control strategies applied and different densely populated pig areas: effects for the simulations ranked 5, 50 and 95 according to the corresponding epidemiological outcome (new contact matrix)**

| Strategy                          | Minimum required by the EU |     |     | + Preventive slaughter |     |     | + Emergency vaccination |     |     |                                     |                   |                   |
|-----------------------------------|----------------------------|-----|-----|------------------------|-----|-----|-------------------------|-----|-----|-------------------------------------|-------------------|-------------------|
|                                   |                            |     |     |                        |     |     | Delayed destruction     |     |     | Intra-community trade <sup>a)</sup> |                   |                   |
| Percentile                        | 5%                         | 50% | 95% | 5%                     | 50% | 95% | 5%                      | 50% | 95% | 5%                                  | 50%               | 95%               |
| <i>DPLA (Boekel)</i>              |                            |     |     |                        |     |     |                         |     |     |                                     |                   |                   |
| # Infected                        | 65                         | 170 | 963 | 9                      | 38  | 92  | 9                       | 29  | 69  | 10                                  | 34                | 73                |
| - minor                           | 12                         | 29  | 169 | 1                      | 6   | 13  | 1                       | 5   | 14  | 2                                   | 8                 | 17                |
| - minor & carrier                 | 0                          | 1   | 4   | 0                      | 0   | 1   | 0                       | 0   | 1   | 0                                   | 0                 | 1                 |
| - major                           | 52                         | 139 | 792 | 7                      | 32  | 68  | 6                       | 24  | 57  | 6                                   | 26                | 59                |
| # Detected                        | 65                         | 166 | 923 | 4                      | 25  | 65  | 4                       | 19  | 50  | 10                                  | 33                | 73                |
| # Preventive slaughtered          | -                          | -   | -   | 40                     | 113 | 281 | 134                     | 375 | 971 | -                                   | -                 | -                 |
| # Vaccinated                      | -                          | -   | -   | -                      | -   | -   | 84                      | 249 | 781 | 173                                 | 419               | 1079              |
| Duration (days)                   | 235                        | 373 | 787 | 65                     | 127 | 210 | 60                      | 96  | 135 | 93 <sup>a)</sup>                    | 139 <sup>a)</sup> | 171 <sup>a)</sup> |
| Infected due to:                  |                            |     |     |                        |     |     |                         |     |     |                                     |                   |                   |
| - Local spread                    | 57                         | 150 | 877 | 6                      | 32  | 71  | 6                       | 22  | 48  | 7                                   | 28                | 52                |
| - Direct animal contact           | 0                          | 3   | 10  | 0                      | 2   | 10  | 0                       | 2   | 10  | 0                                   | 2                 | 10                |
| - Transport contact               | 0                          | 3   | 7   | 0                      | 2   | 7   | 0                       | 2   | 6   | 0                                   | 2                 | 6                 |
| - Professional contact            | 3                          | 15  | 75  | 0                      | 2   | 8   | 0                       | 1   | 6   | 0                                   | 1                 | 6                 |
| <i>SPLA (Berkel en Rodenrijs)</i> |                            |     |     |                        |     |     |                         |     |     |                                     |                   |                   |
| # Infected                        | 2                          | 5   | 24  | 2                      | 5   | 16  | 2                       | 5   | 13  | 2                                   | 5                 | 16                |
| - minor                           | 0                          | 1   | 3   | 0                      | 1   | 3   | 0                       | 1   | 2   | 0                                   | 1                 | 3                 |
| - minor and carrier               | 0                          | 0   | 0   | 0                      | 0   | 0   | 0                       | 0   | 0   | 0                                   | 0                 | 0                 |
| - major                           | 1                          | 5   | 20  | 1                      | 4   | 13  | 1                       | 4   | 12  | 1                                   | 4                 | 13                |
| # Detected                        | 2                          | 5   | 24  | 1                      | 3   | 11  | 1                       | 3   | 10  | 2                                   | 5                 | 16                |
| # Preventive slaughtered          | -                          | -   | -   | 12                     | 22  | 52  | 16                      | 32  | 104 | -                                   | -                 | -                 |
| # Vaccinated                      | -                          | -   | -   | -                      | -   | -   | 0                       | 0   | 54  | 8                                   | 31                | 157               |
| Duration (days)                   | 54                         | 100 | 201 | 50                     | 67  | 140 | 50                      | 64  | 123 | 54 <sup>a)</sup>                    | 84 <sup>a)</sup>  | 136 <sup>a)</sup> |
| Infected due to:                  |                            |     |     |                        |     |     |                         |     |     |                                     |                   |                   |
| - Local spread                    | 0                          | 1   | 12  | 0                      | 1   | 6   | 0                       | 1   | 5   | 0                                   | 1                 | 6                 |
| - Direct animal contact           | 0                          | 1   | 4   | 0                      | 1   | 4   | 0                       | 1   | 4   | 0                                   | 1                 | 4                 |
| - Transport contact               | 0                          | 1   | 4   | 0                      | 1   | 4   | 0                       | 1   | 4   | 0                                   | 1                 | 4                 |
| - Professional contact            | 0                          | 1   | 4   | 0                      | 0   | 3   | 0                       | 0   | 3   | 0                                   | 0                 | 3                 |

**Note:**

a) In the case of the intra-community trade scenario 120 days extra should be added for zones in which vaccination was used.

**Table 3: Economic welfare analysis of two different trade scenarios, given the EU, the PS, the DD and the ICT strategy in a DPLA: economic welfare analysis in 10<sup>6</sup> EUR for a small, medium and large sized epidemics, ranked on the length of the epidemic, respectively on the number of detected farms**

| Scenario  | EU strategy |        |                 | PS strategy |        |       | DD strategy |        |       | ICT strategy |        |       |
|---|-------------|--------|-----------------|-------------|--------|-------|-------------|--------|-------|--------------|--------|-------|
|   | small       | medium | large           | small       | medium | large | small       | medium | large | small        | medium | large |
| <i>No trading from the quarantine zones</i>   |             |        |                 |             |        |       |             |        |       |              |        |       |
| <i>a) Ranked on the length of the epidemic</i>  |             |        |                 |             |        |       |             |        |       |              |        |       |
| Change in PS  | 318         | 488    | 914             | 79          | 169    | 261   | 84          | 204    | 359   | 107          | 182    | 235   |
| Change in CS  | -198        | -316   | -558            | -45         | -102   | -171  | -49         | -129   | -230  | -63          | -109   | -142  |
| Public funds  | -125        | -191   | -351            | -25         | -61    | -102  | -26         | -74    | -162  | -37          | -69    | -90   |
| Net welfare effect  | -5          | -19    | 5 <sup>a</sup>  | 9           | 6      | -12   | 8           | 1      | -32   | 7            | 5      | -3    |
| <i>b) Ranked on the number of detected farms</i>  |             |        |                 |             |        |       |             |        |       |              |        |       |
| Change in PS  | 276         | 495    | 869             | 83          | 288    | 411   | 96          | 185    | 275   | 151          | 242    | 357   |
| Change in CS  | -178        | -320   | -533            | -49         | -166   | -254  | -58         | -113   | -181  | -89          | -145   | -211  |
| Public funds  | -104        | -201   | -338            | -27         | -111   | -175  | -31         | -65    | -108  | -55          | -96    | -155  |
| Net welfare effect  | -6          | -26    | -2              | 8           | 11     | -17   | 7           | 7      | -14   | 7            | 1      | -9    |
| <i>No trading from the quarantine zones combined with a total export ban on all Dutch live pigs</i> |             |        |                 |             |        |       |             |        |       |              |        |       |
| <i>a) Ranked on the length of the epidemic</i>  |             |        |                 |             |        |       |             |        |       |              |        |       |
| Change in PS  | -200        | -160   | -167            | -295        | -273   | -249  | -283        | -167   | -9    | -296         | -262   | -268  |
| Change in CS  | 230         | 262    | 520             | 218         | 237    | 248   | 208         | 143    | 55    | 231          | 231    | 264   |
| Public funds  | -107        | -162   | -297            | -23         | -55    | -91   | -24         | -70    | -152  | -33          | -62    | -79   |
| Net welfare effect  | -77         | -60    | 56 <sup>b</sup> | -100        | -91    | -91   | -99         | -94    | -107  | -98          | -92    | -83   |
| <i>a) Ranked on the number of detected farms</i>  |             |        |                 |             |        |       |             |        |       |              |        |       |
| Change in PS  | -336        | -119   | -91             | -292        | -146   | -12   | -269        | -201   | -91   | -306         | -200   | -67   |
| Change in CS  | 351         | 219    | 410             | 216         | 167    | 78    | 200         | 173    | 94    | 264          | 194    | 111   |
| Public funds  | -88         | -170   | -286            | -24         | -100   | -160  | -29         | -61    | -101  | -49          | -87    | -142  |
| Net welfare effect  | -72         | -69    | 33 <sup>b</sup> | -100        | -80    | -94   | -98         | -89    | -99   | -91          | -93    | -97   |

**Note:**

- a) Fewer farms in quarantine zones for replication 95 leads to much lower control expenditure, resulting in a positive net welfare effect.
- b) A large number of farms were in quarantine zones. As a consequence, the price drop for finisher producers was more than compensated by the lower piglet prices. Finisher producers collectively gained and piglet producer collectively loss, resulting in a total low negative welfare effect of pig producer.

**Table 4: Economic welfare analysis of two different trade scenarios, given the EU, the PS, the DD and the ICT strategy in a SPLA: economic welfare analysis in 10<sup>6</sup> EUR for a small, medium and large sized epidemics, ranked on the length of the epidemic, respectively on the number of detected farms**

| Scenario  | EU strategy     |        |       | PS strategy     |        |       | DD strategy     |        |       | ICT strategy    |        |       |
|---|-----------------|--------|-------|-----------------|--------|-------|-----------------|--------|-------|-----------------|--------|-------|
|   | small           | medium | large | small           | medium | large | small           | medium | large | small           | medium | large |
| <i>No trading from the quarantine zones</i>   |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| <i>a) Ranked on the length of the epidemic</i>  |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| Change in PS  | 8               | 8      | 19    | 8               | 28     | 20    | 9               | 11     | 19    | 7               | 11     | 10    |
| Change in CS  | -5              | -4     | -9    | -5              | -15    | -11   | -5              | -6     | -11   | -4              | -6     | -5    |
| Public funds  | -1 <sup>a</sup> | -1     | -6    | -1 <sup>a</sup> | -7     | -6    | -1 <sup>a</sup> | -2     | -5    | -1 <sup>a</sup> | -2     | -3    |
| Net welfare effect  | 3               | 2      | 4     | 3               | 5      | 4     | 3               | 3      | 3     | 2               | 3      | 2     |
| <i>c) Ranked on the number of detected farms</i>  |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| Change in PS  | 7               | 7      | 49    | 8               | 9      | 22    | 9               | 11     | 26    | 7               | 9      | 39    |
| Change in CS  | -4              | -4     | -25   | -5              | -5     | -13   | -5              | -7     | -15   | -4              | -4     | -21   |
| Public funds  | -1 <sup>a</sup> | -1     | -14   | -1 <sup>a</sup> | -1     | -6    | -1 <sup>a</sup> | -2     | -7    | -1 <sup>a</sup> | -2     | -11   |
| Net welfare effect  | 2               | 2      | 9     | 3               | 2      | 3     | 3               | 3      | 5     | 2               | 3      | 7     |
| <i>No trading from the quarantine zones combined with a total export ban on all Dutch live pigs</i> |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| <i>a) Ranked on the length of the epidemic</i>  |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| Change in PS  | -373            | -429   | -547  | -363            | -356   | -469  | -363            | -378   | -445  | -380            | -403   | -468  |
| Change in CS  | 264             | 326    | 465   | 254             | 257    | 378   | 253             | 272    | 350   | 272             | 300    | 371   |
| Public funds  | -1 <sup>a</sup> | -1     | -5    | -1 <sup>a</sup> | -7     | -5    | -1 <sup>a</sup> | -2     | -5    | -1 <sup>a</sup> | -2     | -3    |
| Net welfare effect  | -110            | -104   | -88   | -110            | -106   | -96   | -110            | -108   | -100  | -109            | -106   | -99   |
| <i>b) Ranked on the number of detected farms</i>  |                 |        |       |                 |        |       |                 |        |       |                 |        |       |
| Change in PS  | -402            | -414   | -478  | -363            | -381   | -447  | -363            | -372   | -397  | -377            | -406   | -411  |
| Change in CS  | 295             | 309    | 406   | 254             | 274    | 354   | 253             | 265    | 301   | 268             | 301    | 328   |
| Public funds  | -1 <sup>a</sup> | -1     | -12   | -1 <sup>a</sup> | -1     | -6    | -1 <sup>a</sup> | -2     | -6    | -1 <sup>a</sup> | -1     | -12   |
| Net welfare effect  | -107            | -106   | -85   | -110            | -109   | -98   | -110            | -109   | -101  | -110            | -106   | -95   |

**Note:**

a) Less than 1 million euro.

**Table 5: Economic welfare analysis of two different trade scenarios, given the EU, the PS, the DD and the ICT strategy in a DPLA: economic welfare analysis in 10<sup>6</sup> EUR for a small, medium and large sized epidemics, ranked on the length of the epidemic**

| Scenario<br>Epidemic size   | EU strategy |        |       | PS strategy     |                |       | DD strategy     |        |       | ICT strategy    |        |       |
|---|-------------|--------|-------|-----------------|----------------|-------|-----------------|--------|-------|-----------------|--------|-------|
|   | small       | medium | large | small           | medium         | large | small           | medium | large | small           | medium | large |
| <i>No trading from the quarantine zones</i>   |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| <i>Change in PS of:</i>   |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| - all producers   | 318         | 488    | 914   | 79              | 169            | 261   | 84              | 204    | 359   | 107             | 182    | 235   |
| - piglet producers (outside Q)  | 110         | 172    | 268   | 27              | 59             | 101   | 32              | 83     | 138   | 37              | 61     | 78    |
| - piglet producers (inside Q)   | 10          | 17     | 35    | 1 <sup>a</sup>  | 1              | 5     | -1              | -2     | 7     | 2               | 4      | 6     |
| - hog producers (outside Q)   | 186         | 282    | 564   | 51              | 104            | 147   | 53              | 118    | 175   | 67              | 112    | 145   |
| - hog producers (inside Q)  | 21          | 30     | 67    | 2               | 7              | 15    | 2               | 10     | 45    | 4               | 11     | 13    |
| - breeding producers <sup>b</sup>   | -9          | -13    | -20   | -2              | -3             | -6    | -2              | -4     | -6    | -3              | -5     | -6    |
| <i>Change in CS<sup>c</sup> of:</i>   |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| - all consumers   | -198        | -316   | -558  | -45             | -102           | -171  | -49             | -129   | -230  | -63             | -109   | -142  |
| - slaughterhouses   | -8          | -15    | -30   | -1 <sup>a</sup> | -3             | -7    | -2              | -7     | -13   | -1              | -2     | -4    |
| - final consumer  | -190        | -301   | -528  | -45             | -99            | -164  | -47             | -121   | -217  | -32             | -106   | -138  |
| <i>No trading from the quarantine zones combined with a total export ban on all Dutch live pigs</i> |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| <i>Change in PS of:</i>   |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| - all pig producers   | -200        | -160   | -167  | -295            | -273           | -249  | -283            | -167   | -9    | -296            | -262   | -268  |
| - piglet producers (outside Q)  | -175        | -207   | -416  | -152            | -169           | -179  | -144            | -107   | -66   | -162            | -168   | -191  |
| - piglet producers (inside Q)   | -8          | -15    | -21   | -2              | -4             | -7    | -3              | -7     | -3    | -3              | -3     | -6    |
| - hog producers (outside Q)   | -10         | 71     | 270   | -137            | -96            | -60   | -133            | -52    | 31    | -128            | -87    | -66   |
| - hog producers (inside Q)  | 4           | 6      | 23    | -1              | 1 <sup>a</sup> | 4     | -1 <sup>a</sup> | 4      | 35    | -1 <sup>a</sup> | 3      | 2     |
| - breeding producers <sup>b</sup>   | -10         | -15    | -23   | -2              | -4             | -7    | -2              | -5     | -6    | -3              | -6     | -7    |
| <i>Change in CS<sup>c</sup> of:</i>   |             |        |       |                 |                |       |                 |        |       |                 |        |       |
| - all consumers   | 230         | 262    | 520   | 218             | 237            | 249   | 208             | 143    | 55    | 231             | 231    | 264   |
| - slaughterhouses   | 76          | 92     | 176   | 55              | 66             | 76    | 52              | 43     | 37    | 61              | 67     | 78    |
| - final consumer  | 154         | 170    | 344   | 163             | 171            | 173   | 156             | 100    | 18    | 170             | 164    | 186   |

**Note:**

- a) Less than 1 million euro.
- b) Only breeding producer inside quarantine zones are considered, because we assume no change for breeding producers outside the quarantine zones.
- c) We assume that the change for retailer is equal to zero.

## 4. Discussion

### 4.1 Sensitivity analysis

In all the simulations shown, the index farm is always a multiplier farm. To check the sensitivity of the results to this assumption, the farm type of the index farm was changed to be either a finisher, a multiplier-finisher or a breeding farm in each region. The impact of the index farm type is negligible, although there is a slight tendency for smaller epidemics when it is a finisher farm (on average a lower number of movement contacts) and larger epidemics when it is a breeding farm (on average a higher number of movement contacts).

Sensitivity analysis performed by varying key parameters generally had little impact on the results. Only contact and local spread transmission probabilities had a large impact on the simulated results. The most reliable estimates of transmission probabilities (Stegeman et al., 2002) produced epidemics that were considered small. Based on additional epidemiological information, we doubled Stegeman's transmission probabilities. Additionally, we corrected the transmission probabilities 15% upwards because we also simulate minor within-herd outbreaks and Stegeman's analysis was based on large within-herd outbreaks only.

In how far these adjustments are justified for local spread is questionable, therefore sensitivity analysis was necessary. In the case of a SPLA, the value of the transmission probabilities for local spread are of minor importance for the size and the length of an epidemic, whereas for a DPLA the simulated epidemic is larger in size and with a longer duration when the parameters for local spread are doubled (results not shown).

### 4.2 Frequency of contacts

The new Dutch pig transport legislation aims to reduce the spread of future epidemics. Our simulations assume a reduced number of transport contacts off the farm compared to Jalvingh et al. (1999). These results indicate that a reduced number of animal contacts can significantly reduce the spread of the virus. Even so, we might still overestimate the number of farm contacts per infected farm and so overestimate the size of the simulated epidemics. This is because, in InterCSF\_v3, all contacts are randomly drawn and no fixed trading partners are assumed. The current legislation, however, puts a maximum on the number of contact herds resulting in a relatively small number of fixed trading relationships. Even without reflecting this, our results already clearly show the potential of less frequent animal transport between farms for reducing the size of future epidemics.

### 4.3 Different control strategies applied in a DPLA respectively a SPLA.

The probability of transmission by local spread has an impact on the size and the length of an epidemic in a DPLA, whereas for a SPLA local spread is of little importance due to the absence of close neighbouring farms. The assumptions made in InterCSF\_v3 summarise current knowledge as far as possible, but have a large impact on the simulated results. Which factors influence the local spread of the virus, and how, is still an on-going research question.

For a SPLA, the standard EU strategy is always sufficient to control and eradicate the epidemic whereas for a DPLA, the EU strategy is generally insufficient. Additional control measures that decrease the number of susceptible herds in the close neighbourhood of an infected farm are needed in order to reduce the size and the length of the epidemic.

Emergency vaccination strategies are risk averse strategies as their worst-case replications are smaller in size than for the PS strategy.

#### 4.4 Policy implications

Our analysis indicates that when a CSF epidemic remains located in a SPLA, the standard EU strategy is also economically optimal, whereas for a DPLA, the ICT strategy seems economically most attractive, assuming no export trade ban. With the ICT strategy, the changes in producer and consumer surplus are the lowest. Extra expenditure to control and eradicate the virus is also the lowest of all simulated strategies. No extra programme costs for the “post-vaccination” zone are included, but based on the existing identification and registration system in the Netherlands, those costs are likely to be rather low.

Moreover, ethical reasons favour the ICT strategy as only infected herds are slaughtered and rendered. However, acceptance of this strategy by EU trading partners, as well as by retailers and final consumers, is highly questionable. As long as vaccinated animals are present, the country's reduced pig health status may cause the loss of some important trading markets. Moreover, the Netherlands trades more than 70 % of reared pigs (either as live animals or as meat), most of them within the EU (Pluimers et al., 1999). A reduced health status in the Netherlands may be seen by non-European countries as a reduced health status of the EU as a whole and all EU exports may be banned by third importing countries. As a consequence, Danish pig meat that is now mainly exported outside the EU could be dumped on the European market.

During the 2001 FMD epidemic, the discussion about whether to slaughter vaccinated animals and sell them on the Dutch market was abruptly ended by reservations from major Dutch retailers about selling meat from vaccinated animals and recognition of the short-term logistic problems of guaranteeing strict separation of meat originating from vaccinated animals and from non-vaccinated animals (Jan Klaver (PVE), personal communication, October 2001). As long as the political and the public acceptance of vaccination is questionable (due to lack of a reliable diagnostic test, insufficient markets for vaccinated pig meat or tough logistic problems), the risk of an export ban on live pigs favours the option of preventive slaughter. However, in future epidemics overwhelming public and media pressure may force the adoption of the DD strategy whereby pigs are first vaccinated but are later slaughtered and rendered as there is no market available.

## 5. Conclusions

Regarding the specific research questions addressed in this paper, we can report that, if the new Dutch pig transport legislation is applied correctly, it will lead to a reduction of disease spread in future CSF epidemics.

More important, our work shows that the pig density in the area of the initial outbreak is relevant to the evolution of the epidemic and the choice of optimal control strategy. In a SPLA, the EU strategy is in most cases sufficient to eradicate the disease, whereas in a DPLA additional control measures are necessary. The simulation evidence indicates that any control measures that lead to a total export ban of all live Dutch pigs should be avoided. Therefore, given current political and public levels of acceptance, we conclude that the PS strategy is economically the most rational if a CSF epidemic occurs in a DPLA whereas the EU strategy

is sufficient in a SPLA. Accordingly, future epidemic control policy decisions should be area-specific and based on pig density.

Finally, this work shows the need for more insight into transmission probabilities and the mechanism of local spread, in order to refine the accuracy of InterCSF\_v3.

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