

# Future Meat Official Controls - risk/ evidence based and cost effective?

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Stellenbosch - South Africa, 6-8 May 2009



# Today...

- The Food Standards Agency and the Meat Hygiene Service
- The UK meat production
- Future meat controls...
  - Tierney Report
  - Blank sheet of paper
  - Lyon Conference
  - Analysis of risks in the food chain



# Food Standards Agency

## Vision:

Safe food and healthy eating for all

## Values:

- putting the consumer first
- openness and independence
- science and evidence-based



# The Food Standards Agency - FSA

- Independent Agency
- Led by a Board
- Accountable to:
  - Parliament through Health Ministers
  - Devolved administrations (Scotland, Wales and Northern Ireland)
- Key aims (2005-10)
  - Reduce food borne illness
  - Reduce further the risk to consumers from chemical contamination of food
  - Make easier for consumers to choose a healthy diet - improving quality of life
  - Enable consumers to make informed choices



# Open Board Meetings

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**FOOD STANDARDS AGENCY**

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20 September 2007

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- [Chair's Introduction and Apologies for Absence](#)
- 1. Minutes and Oral Reports**
  - [1.1 Minutes of the July 2007 Open Session](#)  
[FSA\\_07/09/01](#)
  - [1.2 Actions Arising](#)  
[FSA\\_07/09/02](#)
  - [1.3 Chair's Oral Report Desirée Huttoo](#)
- 2. Reports from the Executive**
  - [2.1 Chief Executive's Report John Harwood](#)

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## Obesity 'as bad as climate risk'

### The public health threat posed by obesity in the UK is a "potential crisis on the scale of climate change", the health secretary has warned.



Alan Johnson said a "cultural and societal shift" was needed

Alan Johnson said the magnitude of the problem was becoming clear for the first time and "it is in everybody's interest to turn things round".

Details have emerged of a government study which says half the population could be obese within 25 years.

Ministers are drawing up a long-term action plan to tackle obesity.

### Greater efforts

The government-commissioned Foresight report is expected to report on Wednesday.

It suggests the cost of the epidemic, in terms of health care provision and lost work hours, could reach £45bn a year by 2050, according to the Observer.

#### VIDEO AND AUDIO NEWS

The problems obesity can cause

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IS YOUR FOOD

# FULL FIT?

TOO MUCH SALT IS BAD FOR YOUR HEART

Sub the Slugs

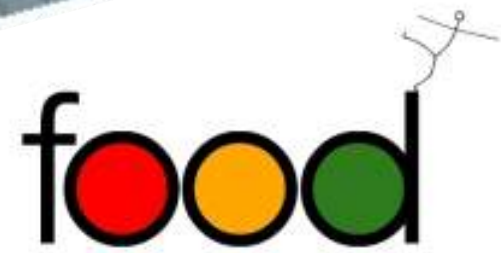


Food Information Agency

Public Health England

PER PACK

LOW Fat	4.3g
LOW Saturates	2.0g
MED Salt	1.60g
LOW Sugars	6.0g
Calories	275

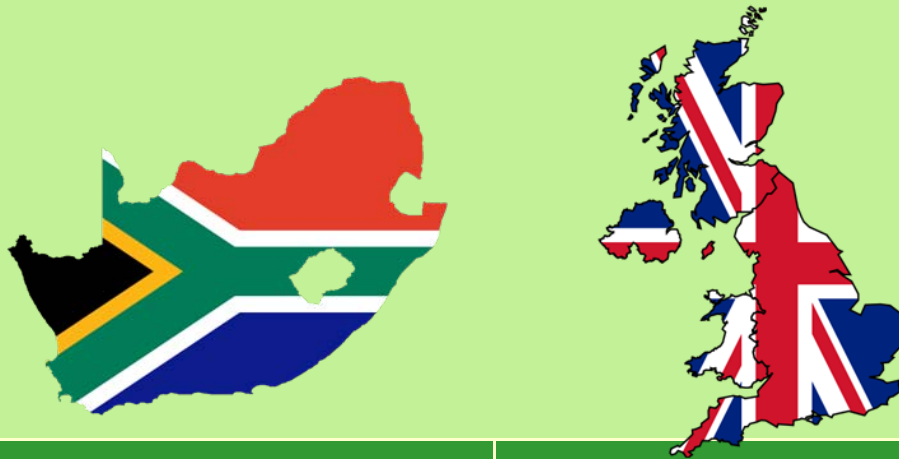


# The Meat Hygiene Service (MHS)

- 1 April 1995 - Executive Agency of MAFF
- 1 April 2000 - Executive Agency of FSA



# South Africa - United Kingdom




Population	48 M	61 M
Area (Km <sup>2</sup> )	1,220,000	245,000
Density (hab/Km <sup>2</sup> )	39	246



# For Beef (fresh & frozen)...[2007]

Source: 'A pocketful of meat facts 2008' MLC

	Tonnes	Value (M)
UK Consumption	1,114,000 (per capita 18.3 Kg/year)	
UK Production	882,000	
Self sufficiency 79%		
Imports (238,300 tonnes)	EU-27.....184,800 (Ireland, Netherlands, Germany, France, Belgium)	£ 609.3 (€ 651.9)
	Non EU.....53,500 (Brazil, Uruguay, Australia, Namibia, Botswana)	(SAR 7,214.1)
Exports (58,700 tonnes)	EU-27.....58,500	£ 123.8 (€ 132.4)
		(SAR 1,465.8)

# For Sheep (fresh & frozen)...[2007]

Source: 'A pocketful of meat facts 2008' MLC

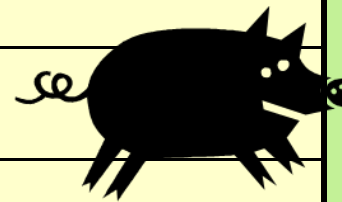
	Tonnes	Value (M)
UK Consumption	388,000 (per capita 6.3 Kg/year)	
UK Production	325,000	
Self sufficiency 84.7%		
Imports (114,000 tonnes)	EU-27.....13,000 (Ireland: 7,500, Spain 2,700)	£ 279,1 (€298,8)
	Non EU.....101,000 (New Zealand: 84,700; Australia: 12,700)	(SAR 3,304.5)
Exports (68,300 tonnes)	EU-275.....67,600	£ 181,5 (€194,2)
		(SAR 2,148.9)



# For Pork (fresh & frozen)...[2007]

Source: 'A pocketful of meat facts 2008' MLC

	Tonnes	Value (M)
UK Consumption	888,000 (per capita 14.8 Kg/year)	
UK Production	624,000	
Self sufficiency 68%		
Imports (462,800 tonnes)	EU-27.....458,400 (Denmark: 192,900; Netherlands: 54,900; Germany: 60,800; Belgium: 45,800)	£ 671,2 (€718.1)
	Non EU.....4,400 (USA: 3,300)	(SAR 7,947.0)
Exports (108,600 tonnes)	EU-27.....97,600	£ 105,8 (€113.2)
	Non EU - South Africa.....8,000	(SAR 1,252.6)



# Types of establishments



<i>Type of licence/approval</i>	<i>England</i>	<i>Scotland</i>	<i>Wales</i>	<i>Great Britain</i>
<i>Red meat slaughterhouses</i>	234	39	24	297
<i>Red meat cutting plants</i>	445	79	41	565
<i>Poultry meat slaughterhouses</i>	89	7	6	102
<i>Poultry meat cutting plants</i>	301	21	31	353
<i>Re-wrapping establishments</i>	6	1	2	9
<i>Farm slaughter facilities</i>	49	9	4	62
<i>Game handling establishments</i>	32	17	3	52
<i>Minced meat and meat preparations establishments</i>	306	43	27	376
<i>Meat products processing establishments</i>	63	17	10	90
<i>Cold Stores</i>	30	8	-	38
<b><i>TOTAL</i></b>	1555	241	148	1.944

# Total Throughput by Species

<i>Species</i>	<i>2004/05</i>	<i>2005/06</i>	<i>2006/07</i>
<b>Poultry</b>	786.584.808	788.927.801	778.255.925
<b>Sheep</b>	15.161.407	15.804.748	15.085.860
<b>Pigs</b>	7.928.017	7.800.363	7.982.221
<b>Bovines (&lt;30m)</b>	1.838.857	1.910.334	1.805.772
<b>Bovines (&gt;30m)</b>	N/A	69.735*	393.276
<b>Game</b>	1.852.179	1.933.927	2.525.517
<b>Goats</b>	8.729	7.141	7.115
<b>Wild boar</b>	1.599	1.445	2.121

\*From 07 Nov 05

# Background

- Tierney Report
- Blank sheet of paper
- Lyon Conference
- Analysis of risks in the food chain



# Geoff Tierney's Report

- Oct 2006
  - The FSA board agrees a review of meat official controls
  - The industry had already asked for a review (Apr 06)
  - Different options considered including the Meat Hygiene Service (MHS)

<http://www.food.gov.uk/multimedia/pdfs/fsa070706.pdf>



# Aim

- To ensure that meat official controls...
  - provide consumers with the necessary protection,
  - are science and risk based,
  - proportionate to the risk,
  - cost effective
- For...
  - food business operators
  - tax payers
  - consumers
  - government

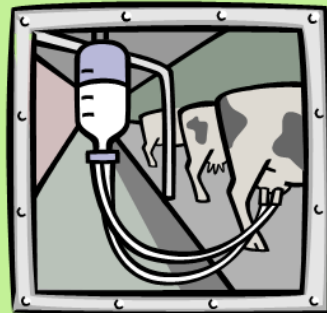




## Why meat is different?



- Why in each meat plant there are officials from the government?
- This does not happen in other sectors/ food even when the risk could be higher
- In other sectors, FBOs manage their own risk



# Tierney Report - Recommendations

- Recommended...
- that the FSA agree, wherever appropriate, to adopt a more risk and evidence-based approach to the regulation of meat hygiene, meat inspection activities and enforcement
  - for Food Business Operators to take more responsibility, with rewards and greater levels of earned autonomy for those that do and
  - stronger, more effective sanctions against those guilty of persistent or high-risk non-compliance



# Tierney Report - Recommendations

- More efficient inspection service
  - FBO - fees
  - Officials - manage finances
- Why the inspection service should be a monopoly?

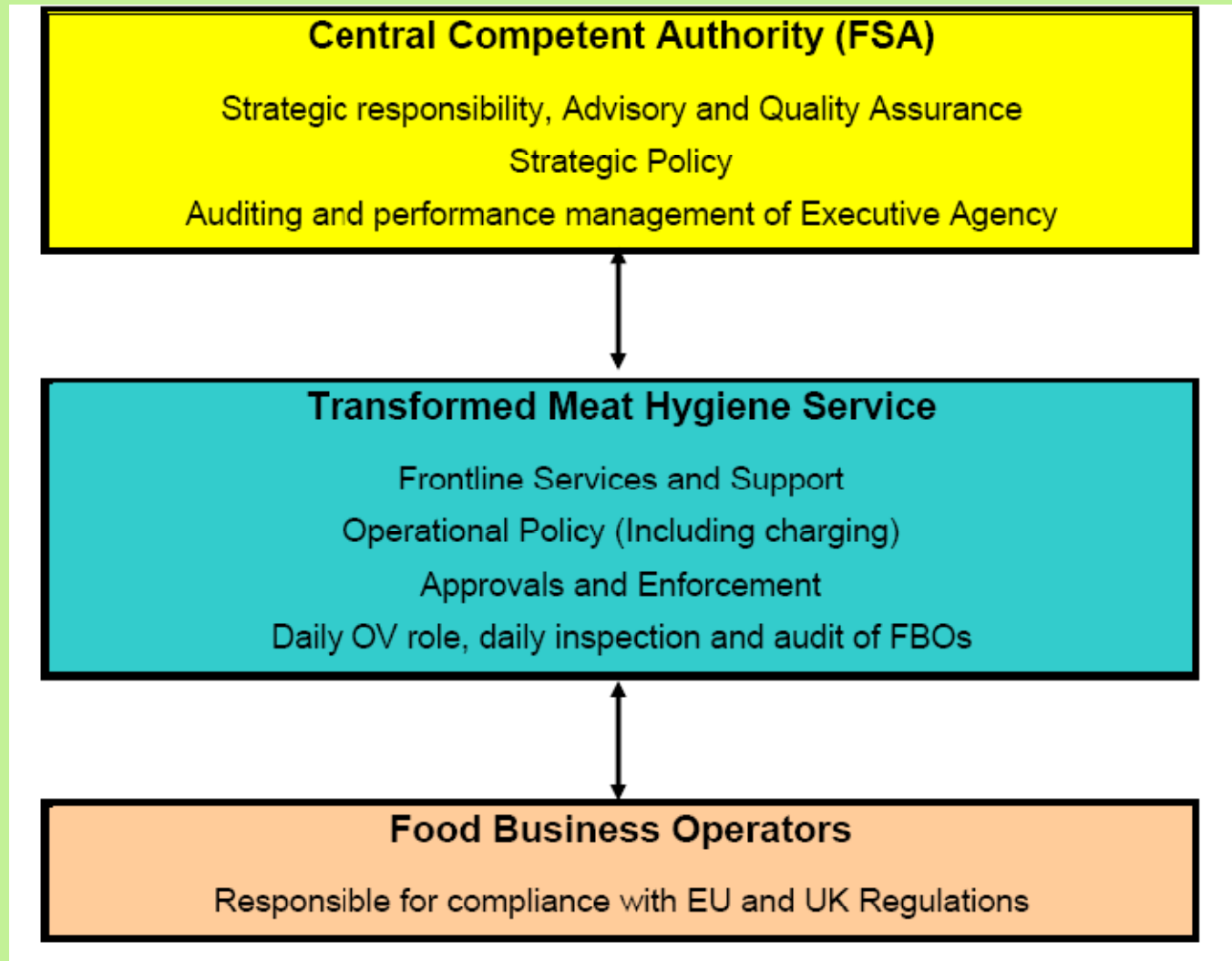


# Options to deliver Official Controls

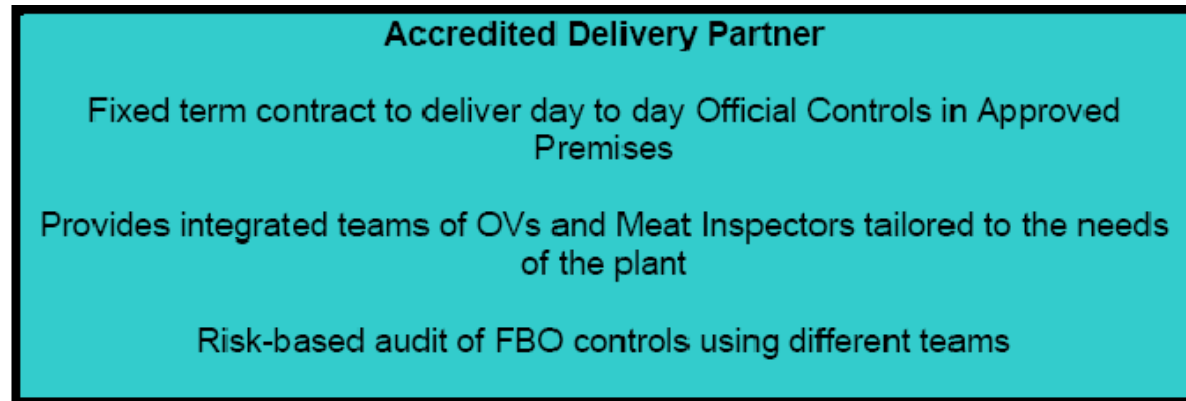
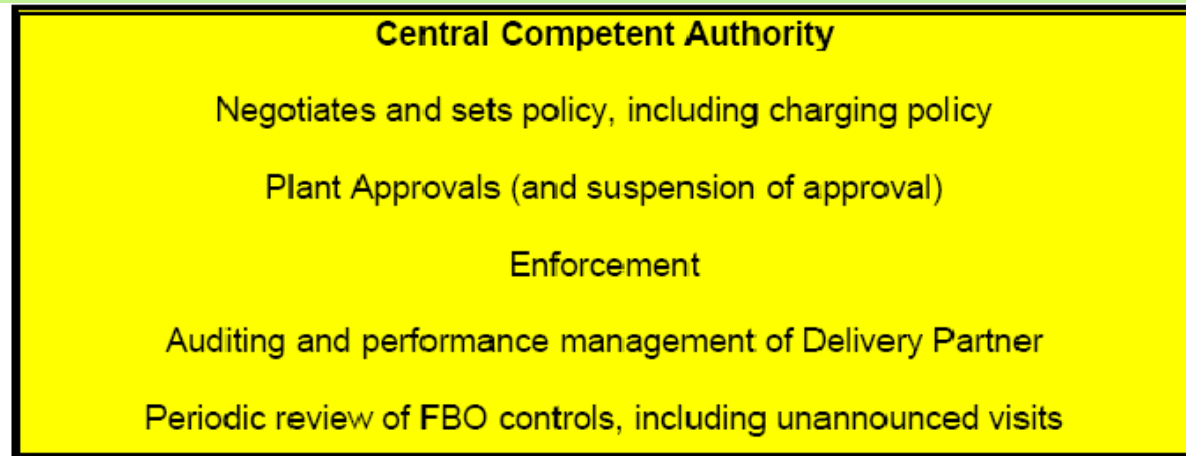
- Delivery models
  - a transformed MHS (TMHS)
  - FSA contracting one or more independent delivery partners (control body)
  - local authorities for small and lower risk plants
  - joined up working between MHS and Animal Health



# TMHS



# Delivery Partner - Control Body



# Control Body Challenges

- Develop national legislation to run a pilot
- Employment law - TUPE
  - The Transfer of Undertakings (Protection of Employment) Regulations (TUPE) preserve employees' terms and conditions when a business or undertaking, or part of one, is transferred to a new employer.



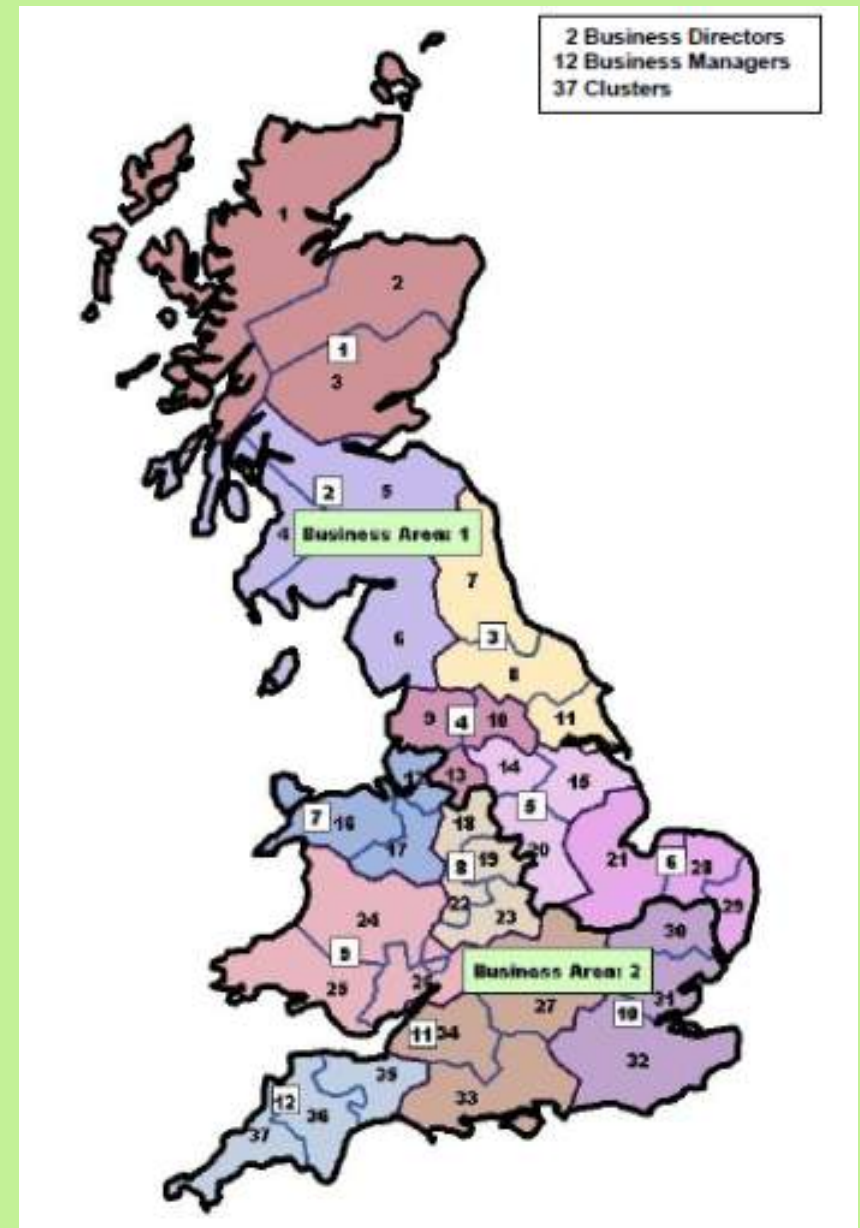
# TMHS targets

	2007/08	2008/09
Total cost	£89m	£89m
Revenue	£54m	£57m
Operating deficit	£35m	£32m
Cost per LU	£13.59 max.	£13.19 max.

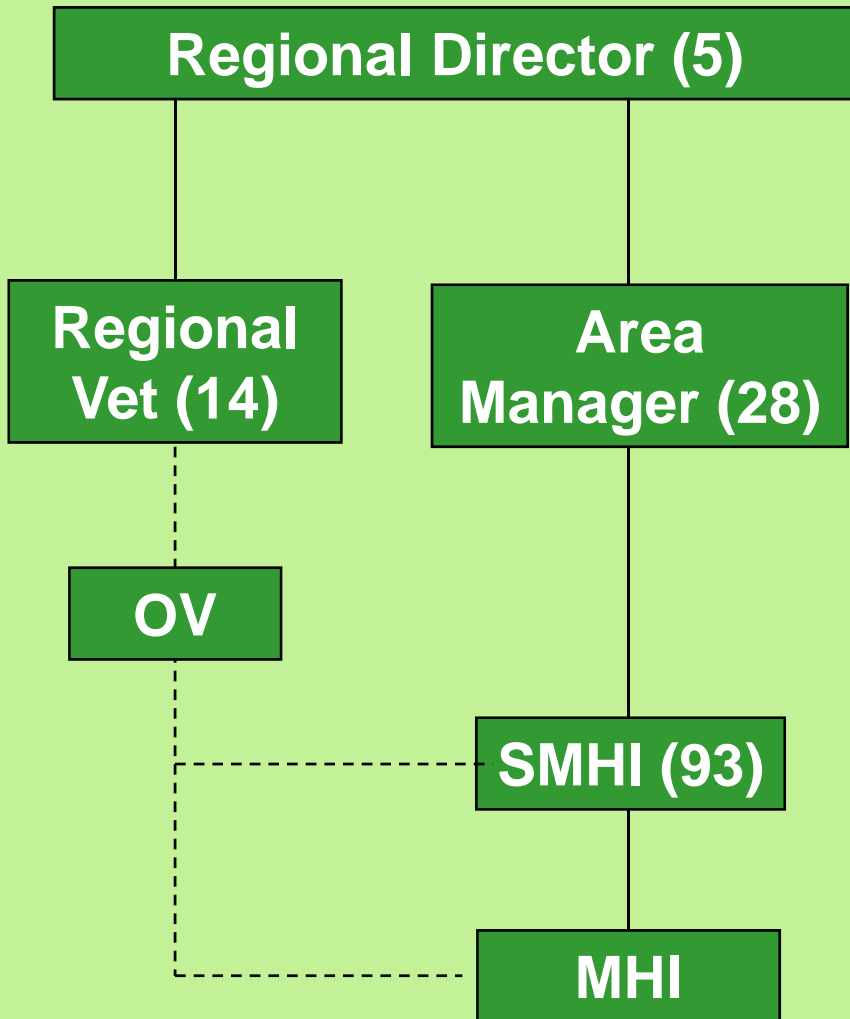


# Change of Operational Structure

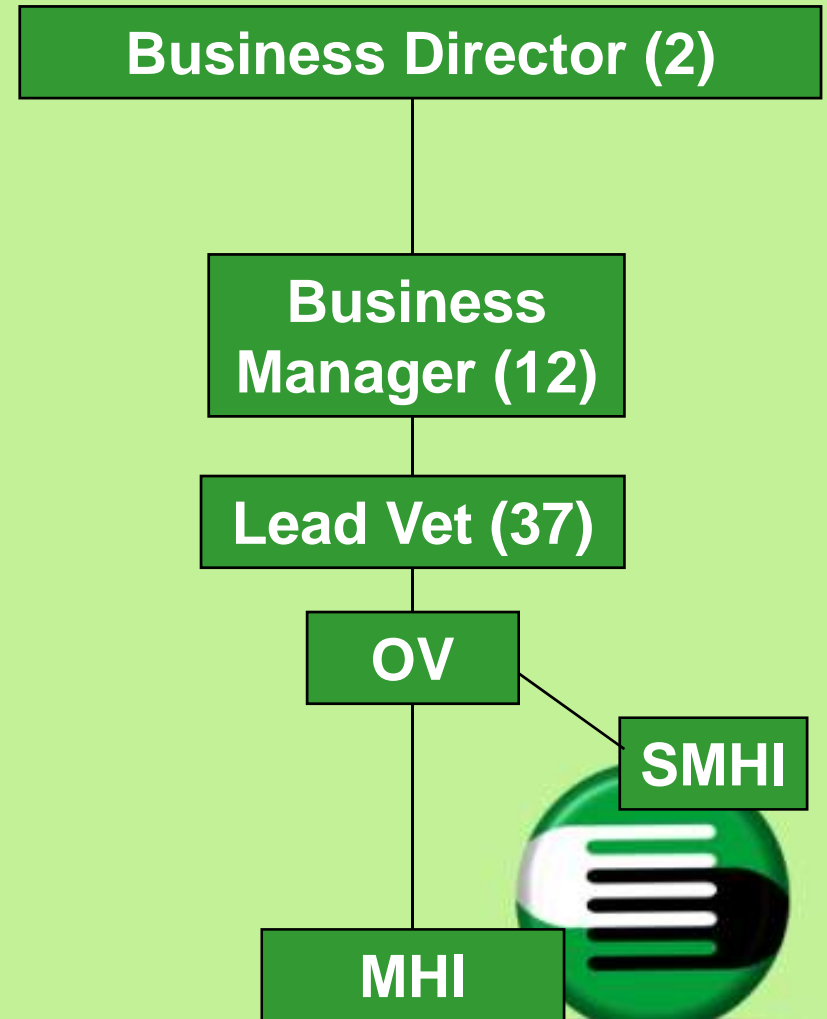
- Regional offices (5) discontinued
- 2 regions with a Business Director
- 12 areas with a Business Manager
- 37 clusters with a Lead Veterinarian
- OV as Team Leader



# Old Structure



# New Structure



# Targets - Gross cost & Staff Reduction

- Reduce gross cost by 21% (2006/07 - £91m to 2009/10 - £72,4m)
- Target for staff reduction for 2010/11 - 15%. By the end of 2008/09 around 410 less (20%) (from 2,024 to 1,600).

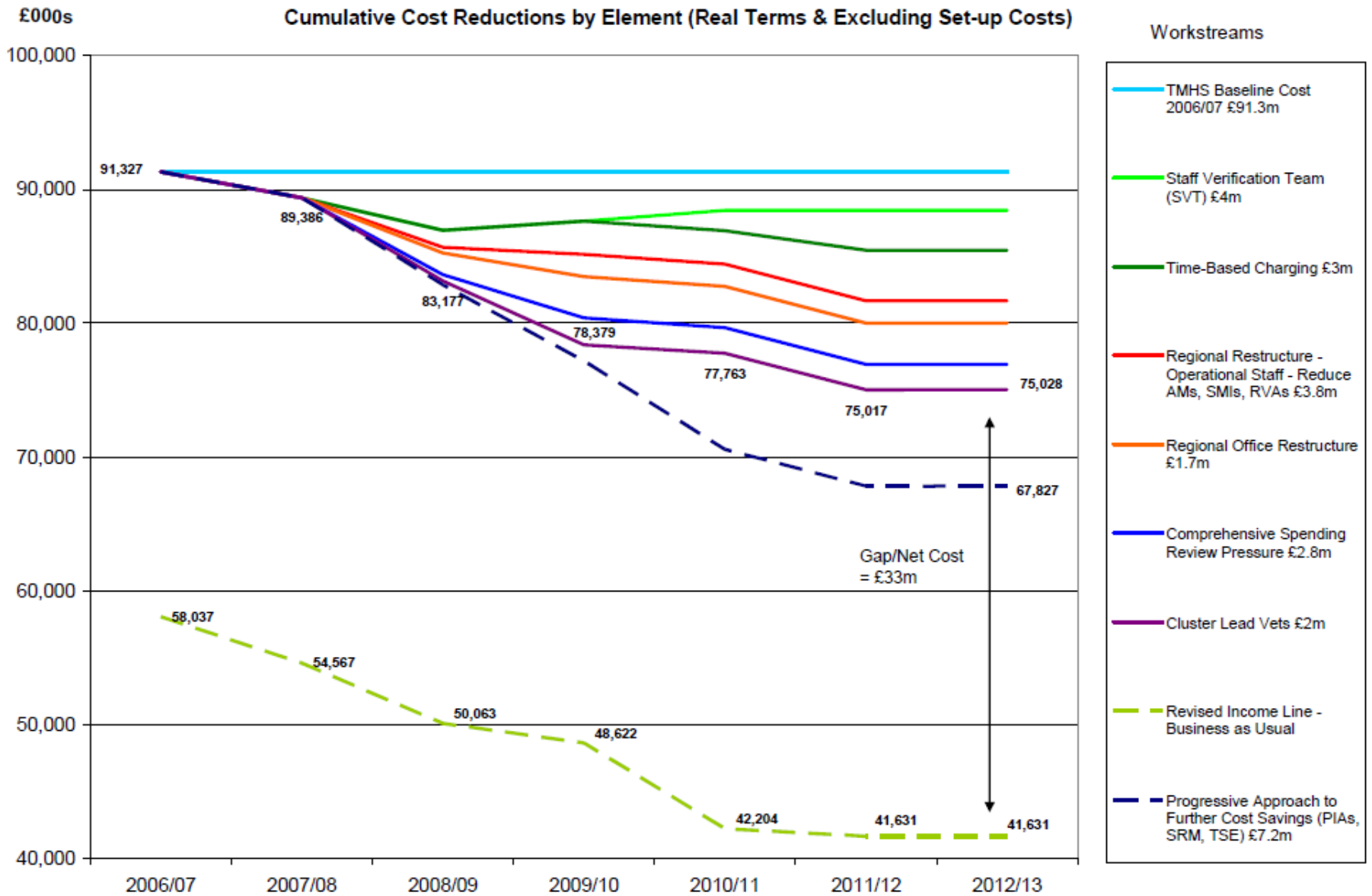


# Increase of fees

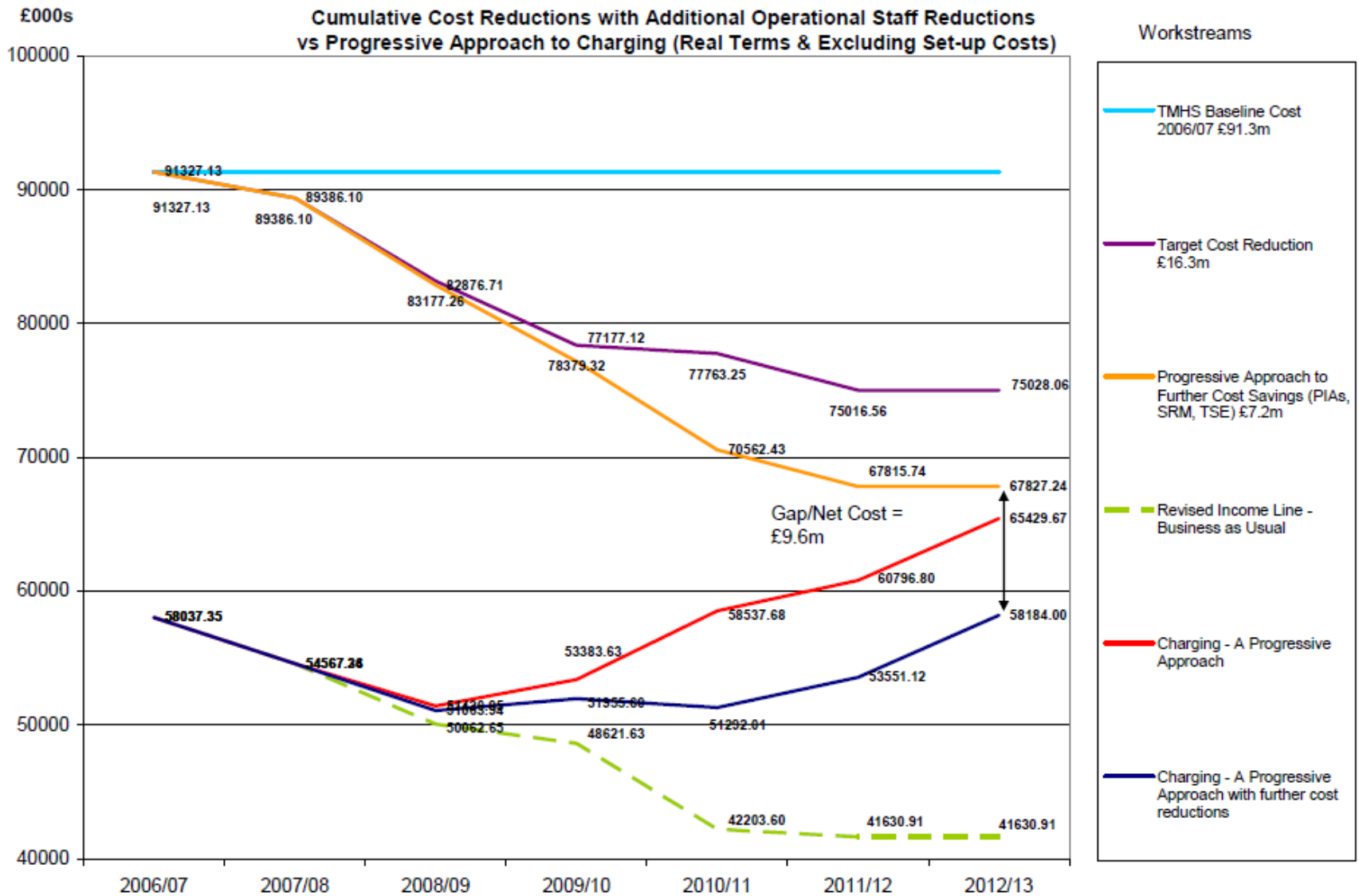
- Based on 'time' - not on 'throughput' or 'tonnage'
- 'Push' the MHS and FBOs to make a more efficient use of resources
- Increase of 4%, 6% or 9% (2009/10)
- FSA & MHS - 9%
- Uncertainty...
  - credit crunch
  - feed
  - petrol - 15% decrease
  - fertilisers - 72% increase



# Chart 1 – Cost reduction Proposals



# Chart 2 – Cost reduction proposals and progressive approach to charging



# Tierney Report - Long Term

- FSA to develop and implement a strategy actively to engage with
  - other Member States,
  - the European Commission and
  - international partners
- to secure the regulatory changes necessary to adopt a more risk-based, proportionate, targeted and cost-effective approach to meat regulation
- This work should be done in close partnership with Agriculture Departments, Food Business Operators, consumers and other interested parties.



# 'Blank sheet of paper' Workshop

- How to control meat public health risks if we do not have a pre-existing system
- Workshop held on September 30
  - Around 40 stakeholders
  - Facilitated by Warwick Business School
  - Soft System Methodology
  - Participants...
    - Express issues
    - Brainstorm desirable features/ objectives of an improved system
    - Think about measures of performance (measurable outcomes)
- Eight themes emerged...



# 'Blank sheet of paper' Workshop

1. Constructing a scientific evidence base concerning disease, hazards and risks along the whole of the food chain;
2. Establishing a set of risk based standards and control processes (HACCPs) along the whole of the food chain, for which FBOs would be responsible;
3. Auditing FBOs (rather than inspecting) in a flexible, contingent and positive way based upon the principles of earned autonomy, individual FBO characteristics and continuing FBO development;
4. Designing a measure of "confidence" in FBOs, which operates as an incentive by affecting audit frequency and intensity (i.e. cost to the FBO)



# 'Blank sheet of paper' Workshop

5. Risk assessing FBOs in order to determine individual FBO characteristics;
6. Adopting a more robust attitude to non-compliance based upon the principles of unannounced visits and stiffer penalties;
7. Using sampling (rather than visual inspection) along the whole of the food chain to evaluate individual FBOs and the effectiveness of the system as a whole;
8. Identifying the need for education amongst the stakeholder groups (particularly consumers).



# Lyon Conference - CVOs

- French Presidency Conference - July 08
  - EU Commission/ EFSA/ OIE
  - Competent authorities & agencies
  - Livestock, farming and slaughterhouse sectors
- Reflect on ways to modernise inspection in slaughterhouses
  - Division of tasks between FBOs & Officials
  - Links between certification standards and inspections, inspection costs
  - International trade
  - Animal health and welfare



# Lyon Conference - CVOs

- Current official controls do not address current meat safety hazards, but an agreement has to be reached with 3<sup>rd</sup> country trading partners before EU legislation could be changed
- Recommendations endorsed by CVOs in Nov 08
  - Clarify responsibilities (FBO & CAs)
  - Increase Official Auxiliaries role
  - Assess relevance of FCI and herd qualification schemes to be encouraged
  - Collaboration between MSs to develop pilot projects to explore more risk-based inspection systems
  - Do not forget animal health and welfare
  - Mutual recognition of OAs qualifications
  - Harmonise inspection fees
  - New inspection systems must guarantee international trade



# Focus on current/relevant zoonoses...

- Lyon seminar
  - The European Food Safety Authority (EFSA) & the European Centre for Disease Prevention and Control (ECDC) to define harmonised animal and human health epidemiological criteria required for Member States (MS) to carry out their own risk analysis to be able, if appropriate, to adapt the general inspection methods within the framework provided by the legislation
- UK and EFSA zoonoses reports



# Analysis of risks in the food chain

- An initiative of the Chief Scientist...
  - Main hazards from 'farm to fork'
  - Current FBO and Official controls
  - Assess different controls and their cost
  - Basis to compare current controls with a revised new system that will emerge from the 'blank sheet of paper'
  - We have started with ruminants



# Science Base



# Routes to achieve regulatory change...

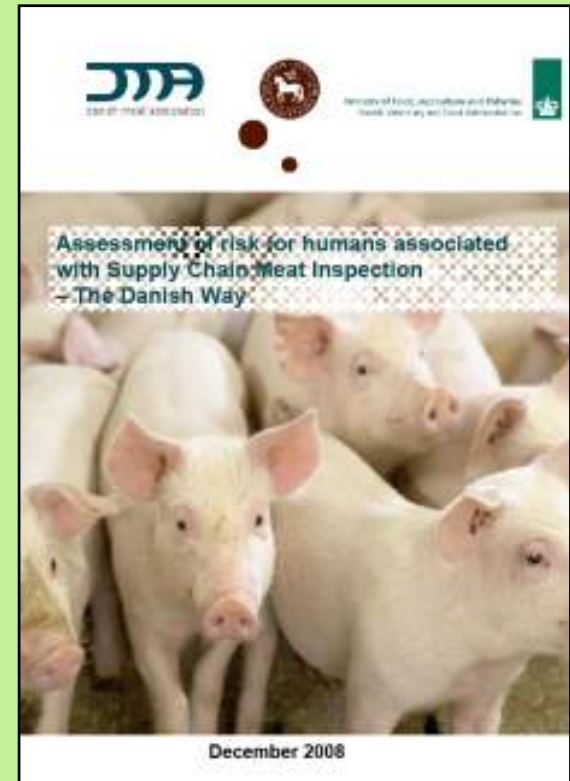
- A) Obtain an opinion on current arrangements from the European Food Safety Authority (EFSA).
- B) Submit a risk assessment to the European Commission and obtain a review of regulations that require or prohibit certain activities or procedures.
- C) Conduct a pilot project.

This requires the agreement of the Commission and no objections from Member States to a national regulation varying the presence of the Competent Authority under Article 17 of Regulation (EC) 854/2004 for a period during which a trial is undertaken to test a hypothesis that proposed new arrangements improve or are at least no worse than current official controls regarding public health, animal health or animal welfare.



# Post Lyon Group

- One of the Lyon recommendations encourages Member States to work together in developing pilot projects
- Two meetings (Oct 08 - NL) & (Apr 09 - SE) - FR, BE, SE, DK and UK
- This forum allows us to discuss ideas for future changes and have direct contact with officials from other countries



# Proposed Scientific Steering Group for the Review of Meat Controls

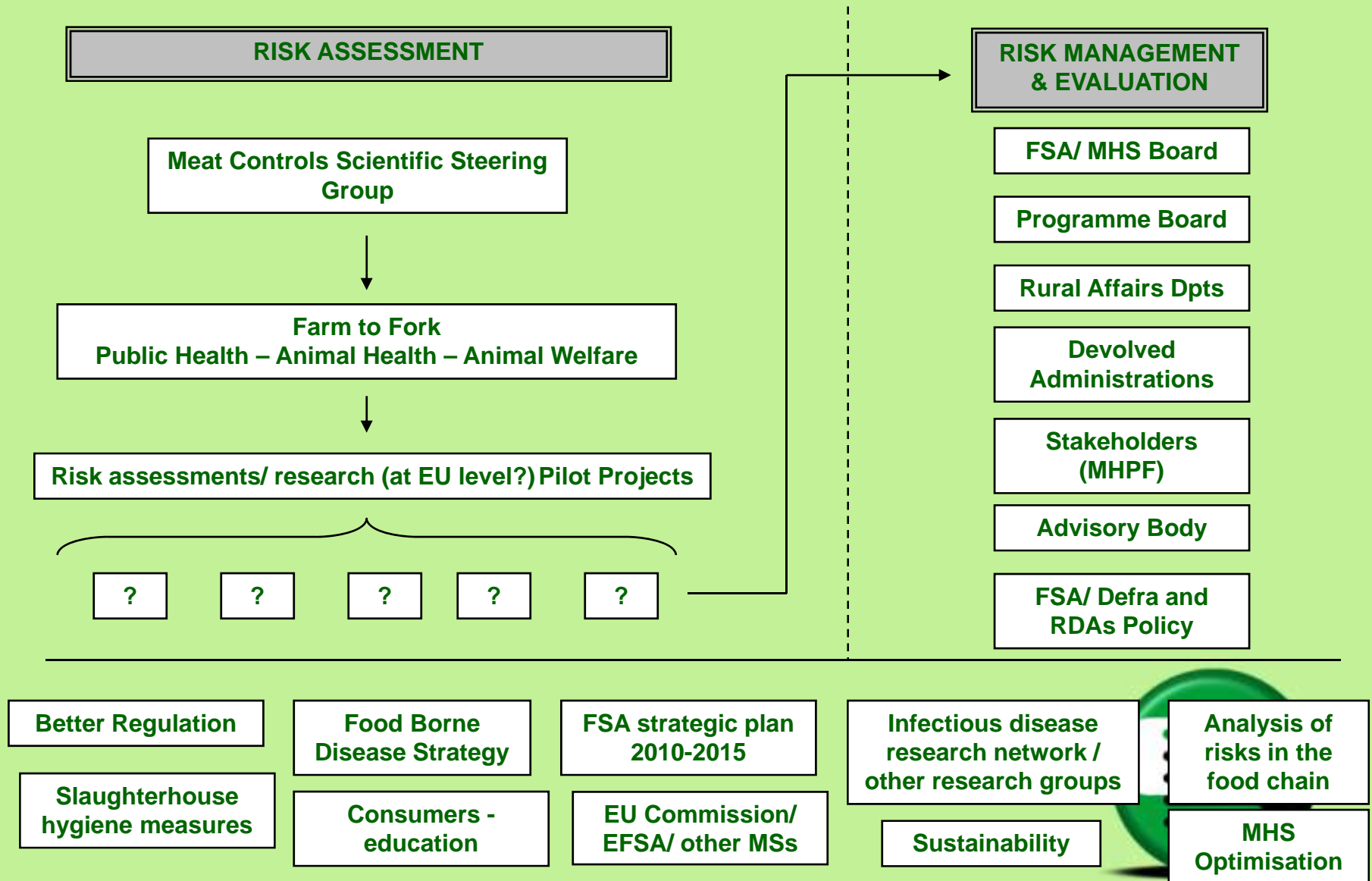


# Scope

- Impact on public health, animal health and welfare of current and possible future controls in the supply chain



# Risk Assessment & Risk Management



## Next...

- Executive Management Board agreement
- Invitation of the members to the first meeting
- Define Terms of Reference
- Start working...



# Conclusion

- Flexible and proportionate - one 'formula' of Official Controls may not be suitable for all premises
- Each country needs to find their own system(s) to deliver Official Controls for their particular situation (public health/ animal health/ animal welfare)
- International trade





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