



FOOD  
STANDARDS  
AGENCY

## Protecting the interests of consumers

Annual Report 2006/07



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FOOD  
STANDARDS  
AGENCY

# Food Standards Agency Annual Report 2006/07

Presented to Parliament under Section 4 of the Food Standards Act 1999  
Ordered by the House of Commons to be printed by 27 June 2007

SE/2007/84  
NIA 12/06-07



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## Foreword by the Chair and Chief Executive

We are pleased to lay the Food Standards Agency (FSA) Annual Report for 2006/07 before the Westminster Parliament, the Scottish Executive, the National Assembly for Wales and the Northern Ireland Assembly. The report outlines what we have done during the year to protect public health and consumers' interests in relation to food.

Our seventh UK-wide Consumer Attitudes to Food Survey demonstrates a substantial increase in the number of consumers who believe the FSA is an organisation that they can trust. The Agency's trust rating stands at 61%, an increase of 17 points over five years.

This report shows that the Agency continues to respond in a timely, decisive and proportionate manner to protect public health. While driving forward initiatives that improve food safety and make healthier eating easier for all, we remain alert to the need to balance public protection and consumers' other interests in relation to food, with the conditions that allow businesses to innovate, compete and flourish.

### Food safety

Perhaps the clearest evidence of improving food safety is the reduction of 19.2 per cent in the incidence of foodborne illness between 2001 and 2006 – close to the ambitious 20 per cent target we set ourselves in our first Strategic Plan. Effective partnerships are essential for such progress, and credit should go in particular to the food industry for its efforts right across the food chain.

The reduction equates to about 1.5 million fewer people suffering from foodborne illness, 10,000 fewer people ending up in hospital as a result of something they ate, and an estimated total cost saving of more than £750 million.

A range of food hygiene initiatives have underpinned this gain, including Safer food, better business. This innovative risk-based food safety management package, originally developed for small catering businesses, goes from strength to strength, with about 230,000 packs distributed since the project's inception in September 2005. Packs for retailers were launched in May 2006 and two new packs covering Chinese, Indian, Pakistani, Bangladeshi and Sri Lankan cuisines were launched in March 2007. An interactive DVD training tool will be available in summer 2007. This will assist managers and staff in catering and retail businesses – especially where there are language or literacy issues.

During the coming year, smaller food businesses can also anticipate helpful guidance from the Agency on preventing and responding to food incidents. Under the aegis of our Food Incidents Task Force, stakeholders have worked in partnership with us to learn from past incidents, such as the contamination of chilli powder with the industrial dye, Sudan I, in 2005.

## Eating for health

The key to making healthy eating easier is to ensure that consumers have the opportunity to make informed choices about what they eat. For that, people need both clear, meaningful information about food, and the ready availability of healthier options from which to choose. Progress has been made in both of these areas over the past year.

In particular, the food industry has continued to reduce the salt content in many of its processed foods, helped by the voluntary targets for 85 categories of food that we published in March 2006. Seventy businesses or trade associations have so far committed to salt reduction and most are working towards these targets.

In support of the food industry's efforts, we launched a new phase of our salt campaign in March 2007 to build on the increasing awareness among consumers of the health benefits of lowering salt consumption towards the recommended target of no more than 6g a day. The most recent advertising helps people to choose lower salt foods, by urging them to check labels to see which products are 'full of it', and to choose the lower salt option whenever possible.

We continue to work with our partners in Government, the food industry, voluntary and non-governmental sectors to build on the small but significant fall in average salt consumption achieved so far – from 9.5g to 9.0g per day between 2000/2001 and March 2007.

By synchronising our salt campaign with publicity for traffic-light colour-coding of key nutrients on the front of food packets, we have been able to help people even more with their food choices. Consumers can now see at a glance the amount of salt, as well as fat, saturated fat and sugar in thousands of processed foods because so many food retailers and manufacturers have started using either our recommended colour-coding scheme or a Guideline Daily Amount (GDA) system of nutrition labelling.

Another piece in the information jigsaw has been Ofcom incorporating our nutrient profiling model in its new measures limiting the advertising to children of food and drink products high in fat, saturated fat, sugar and salt. Ofcom announced its new restrictions in February 2007, and we will be looking to contribute to the evaluation of their impact.

## Better regulation, better public protection

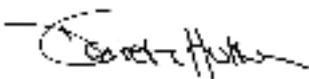
While the Agency has always looked to act in accordance with the principles of better regulation – our first task in April 2000 was to review the proportionality of BSE controls – this is the first year that we have comprehensively enumerated the benefits of our better regulation activities. Our Simplification Plan 2006/07 details over £195 million in estimated policy and administrative savings for the public and private sectors, achieved without compromising our priority of protecting public health. We believe that consumers are the ultimate beneficiaries of our simplification work, as simplification leads to greater compliance and hence improved public protection.

Our confidence in this approach stems from being guided in our activities by the best available scientific evidence and advice. Whether we are negotiating food regulations with EU partners, developing a more responsive and flexible approach to food law enforcement alongside local authority colleagues, or considering the sustainability implications of our policies, we have established robust mechanisms to ensure that our judgements are based on evidence that is rigorous, transparent and independent.

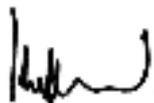
### The future

Three distinct yet related trends are influencing future demands on the Agency: growing awareness of the contribution of poor diet to disease and ill health; the implications for food safety of an increasingly complex global food chain; and the implications for the planet of not managing food in a more sustainable way. Though daunting, we are proud to have a resource that underpins the Agency's vision for safer food and healthier eating for all: our dedicated, energetic staff. Their commitment and knowledge give us the momentum we need to build alliances and deliver on our strategic objectives.

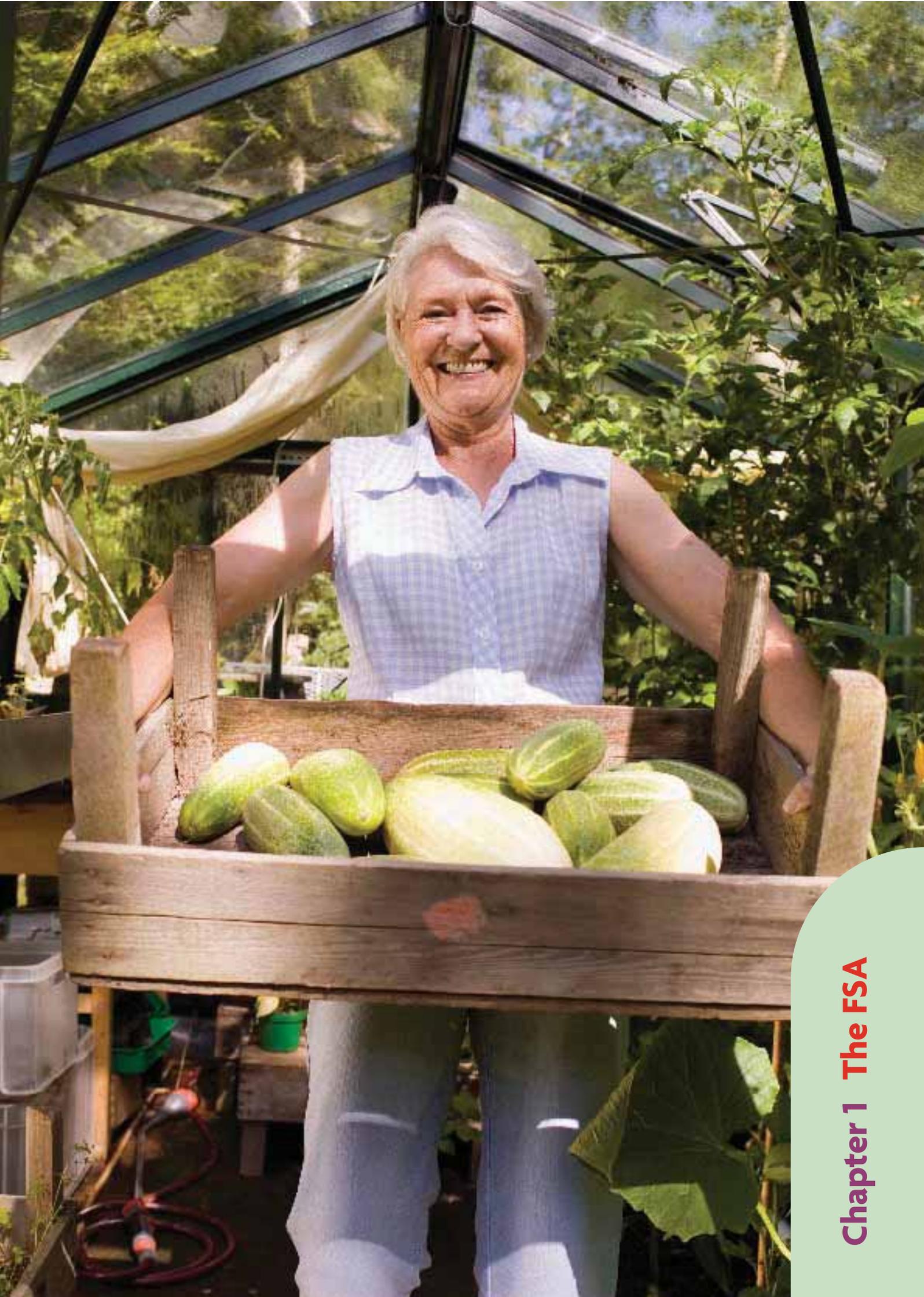
We are also grateful for the continuing support of the many organisations that work in partnership with us and take an active interest in food issues.



Dame Deirdre Hutton CBE  
Chair



John Harwood  
Chief Executive



# Chapter 1 The Food Standards Agency (FSA)

- 1.1** The FSA, a non-ministerial government department, is a UK-wide body operating at arm's length from Ministers and governed by a Board appointed to act in the public interest. We are accountable to the Westminster Parliament and to the devolved administrations in Scotland, Wales, and Northern Ireland through the relevant health ministers, but independence is key to our success in maintaining public confidence in the way food safety decisions are made. The FSA was set up to protect public health. The Food Standards Act 1999 defines our main purpose as:
- ‘to protect public health from risks which may arise in connection with the consumption of food, and otherwise to protect the interests of consumers in relation to food.’**
- 1.2** As a government department, independent regulator, and consumer protection body, we use the best available evidence. We work with:
- **businesses** from farm to fork to help them keep consumers safe
  - **local authorities** and other food law enforcement agencies to help them take proportionate, timely, and resolute action
  - **consumers** to provide reliable and up-to-date information to help them make healthy choices about food
- 1.3** Our remit is wide, involving food safety across the whole food chain – ‘from farm to fork’. Our job is to protect consumers from health risks, and otherwise to look after their interests in all matters connected with food and drink. You can find out more about what we do in appendix 1. More detailed and regularly updated information can be found on our website at [www.food.gov.uk](http://www.food.gov.uk)<sup>1</sup> A detailed contact list by subject is available at: [www.food.gov.uk/aboutus/contactus](http://www.food.gov.uk/aboutus/contactus)

## Our vision

- 1.4** Our vision is:
- **safe food and healthy eating for all**
- 1.5** Everything we do reflects this vision, and our core values:
- **putting the consumer first**
  - **openness and independence**
  - **science and evidence-based**
- 1.6** Putting the consumer first means:
- making food safety our first priority
  - ensuring that people have information and opportunities to make choices about food
  - enabling people to understand risks and benefits

<sup>1</sup> We have two additional websites: [www.eatwell.gov.uk](http://www.eatwell.gov.uk) offers advice to consumers on making healthier choices; and [www.salt.gov.uk](http://www.salt.gov.uk) supports our salt campaign which aims to save lives by reducing the amount of salt people eat.

**1.7** Being open<sup>2</sup> means we:

- are **answerable to the public**, who indirectly fund the FSA and who have a key interest in its effective operation – the organisation therefore needs to hold itself open to **scrutiny**, allowing stakeholders to question and challenge any aspect of our policy and regulatory decision-making
- **must be impartial** in the way it acts to protect consumers and their interests, reaching balanced and evidence-based decisions and acting according to its founding statute – openness allows the organisation to both illustrate its impartiality and protect itself from undue pressures; and
- are most effective when **operating by consent** – openness allows stakeholders to make reasoned judgements on the extent to which the FSA demonstrates the characteristics of fairness, competence and efficiency that underpin public confidence and stakeholder trust in any regulator and its decisions

**1.8** Being independent means:

- being impartial and honest
- basing our decisions on the best expert advice
- gaining international respect for UK food safety and nutritional standards
- publishing our advice

**1.9** Being science and evidence-based means:

- using the best available science and other evidence to develop policies
- communicating clearly what is known and what is not known about food safety and dietary health
- funding work to address uncertainties in the science and to assess the effectiveness of our policies

## Our principles in practice

**1.10** As an organisation, as an employer, and as individuals, we value:

- honesty, objectivity, and integrity
- challenging for continuous improvement, efficiency, and effectiveness
- diversity, co-operation and respect

## Our Strategic Plan to 2010

**1.11** In March 2007 we introduced our review of the Strategic Plan, which gave us the opportunity to measure and report progress against our strategic targets. The review also ensured that the Plan is an evolving, dynamic document that is fit for purpose. The updated Plan does not signal a change in direction. The key aims of food safety, eating for health and choice remain the same.

**1.12** The 'Strategic Plan to 2010' sets out what we want to achieve over the next three years. It will be implemented through a new annually published Corporate Plan

<sup>2</sup> The Board discussed in February 2007 a series of actions to be taken in order to ensure that the FSA – Board and Executive – continues to live up to its core value of being open and accessible, does so in an effective and efficient way, and is an organisation that others look to for a lead.

which shows the short-term goals and milestones against which we will measure and report our progress.

**1.13** The key aims in our Strategic Plan to 2010 are to:

**Food safety:**

- continue to reduce foodborne illness
- deliver proportionate BSE and TSE controls based on the latest scientific knowledge
- build and maintain the trust of stakeholders in our handling of food safety issues

**Eating for health:**

- enable consumers to choose a healthier diet and to help reduce diet-related diseases

**Choice:**

- enable consumers to make informed choices
- protect consumers from food fraud and illegal practices

**1.14** We also aim to be the UK's most trusted provider of independent advice on food safety and standards, and to earn that trust by what we do and how we do it.

**1.15** Our Strategic Plan is published in full on our website at [www.food.gov.uk/multimedia/pdfs/strategicplan2010e.pdf](http://www.food.gov.uk/multimedia/pdfs/strategicplan2010e.pdf) (English) and [www.food.gov.uk/multimedia/pdfs/strategicplanto2010welsh.pdf](http://www.food.gov.uk/multimedia/pdfs/strategicplanto2010welsh.pdf) (Welsh). Copies can be ordered from Food Standards Agency Publications by telephone on 0845 606 0667, by fax on 020 8867 3225, or by e-mail from [foodstandards@ecgroup.uk.com](mailto:foodstandards@ecgroup.uk.com)



## Chapter 2 Food safety

### The year at a glance

#### In 2006/07 we:

- achieved a reduction of 19.2% in foodborne illness compared with the baseline figure for 2000
- estimated that cases of foodborne disease have been reduced by 1.5 million with 10,000 fewer hospitalisations, and the resulting cumulative cost saving over this period is more than £750 million
- expanded our range of guidance material for businesses
- assisted 28,500 small food businesses to better comply with food safety regulations
- announced significant additional funding for food safety
- expanded the Eat Safe award scheme
- prepared our first annual report on food incidents
- established the Food Incidents Task Force and the Food Fraud Task Force
- announced a long term classification (LTC) system for shellfish harvesting areas in England and Wales

**2.1** Food safety continues to be our top priority. We aim to set new standards for protecting consumer interest and public health, and to ensure that they are rigorously maintained. This chapter highlights just some of the issues we have dealt with during 2006/07. More information is available on our website [www.food.gov.uk](http://www.food.gov.uk)

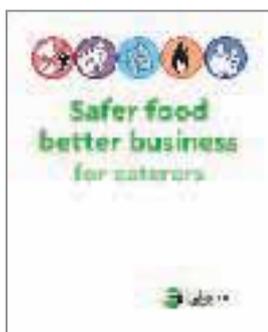
### Foodborne illness

**2.2** In our first Strategic Plan, we set ourselves the ambitious target of reducing foodborne illness by 20% between 2000 and 2006. We worked with our partners throughout the food chain to achieve this. We worked with industry, in local authorities, and through public health campaigns. Our work with local authorities, the Meat Hygiene Service (MHS), and the Department of Agriculture and Rural Development (DARD) in Northern Ireland on food law enforcement made a key contribution to our strategy to reduce foodborne illness.

**2.3** The provisional number of laboratory-reported cases of the foodborne pathogens monitored by the FSA in 2005 is 53,052. This represents a reduction of 19.2% compared with the baseline figure for 2000. Over the same period it is estimated that cases of foodborne disease have been reduced by 1.5 million with 10,000 fewer hospitalisations accounting for 38,000 fewer hospital bed days. The resulting cumulative cost saving over this period is more than £750 million and represents a considerable improvement in public health and significant economic benefits.

## Safer food, better business

**2.4** Safer food, better business (SFBB), the innovative food safety management system we developed for small businesses continues to be a great success. Around 230,000 packs for caterers have been distributed since its launch in September 2005. In 2006, we reviewed the pack, and a revised version was issued in October 2006. SFBB for retailers was launched in May 2006, based on the established catering model. Around 40,000 of the packs for retailers have been distributed to date. We launched two new packs in March 2007, SFBB for Chinese cuisine, and SFBB for Indian, Pakistani, Bangladeshi, and Sri Lankan cuisines.



**2.5** Work has progressed in the year on the production of an interactive DVD based training tool to complement SFBB. This will be available in summer 2007. The DVD is designed to assist managers and their staff in catering and retail businesses, particularly where help may be needed with language or literacy issues. We will make the DVD available in a number of languages commonly used in food businesses.

**2.6** In May 2006 we took part in a successful pilot online forum with the Hansard Society and Department of Constitutional Affairs. This allowed users of the catering pack to share their views and experiences. The findings from the pilot have subsequently fed into SFBB development.

## Additional funding boost for food safety

**2.7** Our £10 million grant scheme was launched in England in 2005 with a first phase of awards totalling £5.5 million. The scheme provides a support package to caterers and food retailers to implement SFBB and is progressing well. We awarded a second series of grants worth over £4 million in September 2006. The money went to 34 projects and a further 109 local authorities received funding. Priority was given to innovative applications that secured supplementary funding from other sources, and to those applicants that had previously received no funding, or limited funding.

**2.8** By the end of March 2007 we will have assisted 28,500 small food businesses to better comply with food safety regulations, with projects agreed to provide support to bring this total to over 50,000 by March 2008. This is the largest scheme we have run to help businesses. More about the grants scheme and case studies of the successful projects can be found in our SFBB newsletters at [www.food.gov.uk/multimedia/pdfs/fsanews57.pdf](http://www.food.gov.uk/multimedia/pdfs/fsanews57.pdf) and [www.food.gov.uk/multimedia/pdfs/sfbb02.pdf](http://www.food.gov.uk/multimedia/pdfs/sfbb02.pdf)

**2.9** In Scotland £4 million of additional funding was made available over two years to assist catering businesses with implementation of HACCP-based<sup>3</sup> systems. All 32 Scottish authorities have participated in funded projects to support local businesses. Interim evaluation during 2005 found that the project was viewed as successful by caterers at that stage. Last year, additional funding of £250,000 was made available to authorities for support to additional businesses with emphasis on the retail and voluntary sectors. FSA Scotland-funded work ceased on 31 March 2007. Data collection is still ongoing but currently shows that at least 13,000 catering businesses have received training and/or mentoring support. Work is under way to conduct a final project evaluation during 2007/08.

<sup>3</sup> Hazard Analysis and Critical Control Point – a documented food safety management system widely regarded as the most effective way of managing and controlling hazards inherent in food handling and production. It is a structured approach based on seven principles, which may be applied flexibly in food businesses of all sizes to ensure that proportionate risk-based controls are in place and safe food is produced.

## CookSafe and other guidance tools

**2.10** The CookSafe guidance manual was developed by a working group of the Scottish Food Enforcement Liaison Committee with enforcement and industry representation. This guidance was first produced in September 2004 and was adopted by local authorities as the principal tool for delivery of local authority support and advice to businesses in Scotland. It has since been produced in Chinese, Urdu, Punjabi and Bengali. Related guidance, RetailSafe was added to the suite last year for retailers handling unwrapped high-risk foods. An interactive e-learning version 'eCookSafe' has also been produced. This was originally available in CD format but was made available to be downloaded via the Internet during 2006. In February 2007 all versions of CookSafe and RetailSafe became available from The Stationery Office on a commercial basis.



## Eat Safe

**2.11** We continue to support and promote the 'Eat Safe' award scheme in Northern Ireland. We now have the full support of all 26 councils in Northern Ireland for the scheme, with award winners in all council areas. We reached the milestone of the 200th award winner in Northern Ireland in June 2006. Since we have widened the scope of the award to include a broader range of catering establishments, we look forward to this number increasing. The Eat Safe web site has undergone a major update to accommodate the categories of food businesses and increasing award numbers.

**2.12** The Eat Safe scheme is administered by District Council Environmental Health Officers in Northern Ireland and has been in operation since June 2003. Eat Safe was rolled out to Scotland in January 2005 and over 300 awards have been made to date.

## Responding to food and feed incidents to protect the public

**2.13** Dealing with food and feed incidents is a large part of our work. We dealt with 1330 such incidents in 2006/07. We aim always to be risk-based and proportionate, in collaboration with local authorities and other partner organisations, after seeking the advice of independent experts. We recognise there is no such thing as zero risk, and aim to reduce risk to the level that would be acceptable to the ordinary consumer, whilst taking into account risks to vulnerable groups.

**2.14** Further developments to our incident response systems are under way and are due to come to fruition in 2007/08. These developments will feed into our incident reduction strategy. They include:

- a revised on-line incident report form for industry;
- an external incident review process; and
- the Data Analysis Project (DAP), which will look at the incident data we hold, covering the period 2000-2006. The first output from DAP is the creation of an FSA Annual Report of Incidents 2006.

## Food Incidents Task Force

- 2.15** Following the 2005 recall of products involving Sudan I<sup>4</sup> we established a Food Incidents Task Force. The Task Force provided a good example of key stakeholders working in partnership to identify ways of preventing and responding to food incidents. The Task Force completed its work with the publication of a document 'Principles for preventing and responding to food incidents'. The Task Force has also developed a shorter summary document for small businesses. A key task for the coming year will be disseminating this guidance to food businesses in the UK. Copies of both documents can be found on our website at [www.food.gov.uk/foodindustry/guidancenotes/incidentsguidance/principlesdoc](http://www.food.gov.uk/foodindustry/guidancenotes/incidentsguidance/principlesdoc)

## Food Fraud Task Force

- 2.16** In April 2006, the FSA Board agreed the terms of reference, work programme, and timetable for a new Food Fraud Task Force, chaired by Dr Philip Barlow, former Associate Professor of Food Science and Technology at the National University of Singapore. The aim of the task force is to ensure that any loopholes in the law and control procedures are identified and closed in order to make it as difficult as possible to carry out fraudulent activities. The task force initially focused on the meat sector and lessons learned were then expanded more broadly to the rest of the food industry.
- 2.17** The work of the task force is continuing by examining areas including health marking, inspection and audit arrangements for food businesses, and adequacy of the existing legal framework for prosecution and suitability of penalties. It is anticipated that the task force will present its final report for consideration by the Board in October 2007.

## Long term classification of shellfish (bivalve molluscs) harvesting areas

- 2.18** Our long term classification (LTC) system for shellfish harvesting areas was implemented in England and Wales from May 2006. It aims to improve classification arrangements in a way that is practical, enforceable, legally acceptable, and delivers improved public health protection. The LTC system allows immediate investigation into all classification sample results to control shellfish harvesting in areas where microbiological results exceed specified levels. The system was developed in response to comments received during a review of classification and two public consultations.
- 2.19** Production areas are categorised by the level of *Escherichia coli* (*E. coli*) contamination found in shellfish sampled. All shellfish placed on the market for human consumption must meet the end product standard of below 230 *E. coli* per 100 grams of flesh. Areas are classified as class A, B, C, or D depending on the level of *E. coli* per 100 grams of flesh.

<sup>4</sup> Sudan dyes are red dyes that are used for colouring solvents, oils, waxes, petrol, and shoe and floor polishes. Sudan dyes are not allowed to be added to food in the UK and the rest of the EU. In 2005, they were found in a number of food products which were subsequently withdrawn from the market.

**2.20** Determination of the underlying LTC status of harvesting areas makes possible a more stable planning programme for the marketing of live bivalve molluscs (filter feeding shellfish such as oysters, mussels, cockles and clams), particularly from Class B areas. The LTC classification system also allows for short term restrictive measures when unusually high microbiological results occur. These measures enhance public health protection while allowing time to investigate the reasons for such high results and to assess the status of the shellfish area in relation to its overall classification.

**2.21** In discussion and agreement with industry and local authorities, elements of the England and Wales LTC have now been incorporated into the classification protocol in Scotland. In particular protocols for its investigation of out of specification results have been enhanced.

## More about food safety

We cannot cover every single food safety issue in this annual report. Go to our website [www.food.gov.uk](http://www.food.gov.uk) to find out more about what we do. In 2006/07, our News Centre carried stories about:

- European food hygiene legislation
- new industry guides to good hygiene practice
- our 'scores on the doors' pilot scheme which lets customers see how well a food business has done on its last inspection
- testing for marine biotoxins in shellfish
- our 'Bacteria Bites Business' video, now available online
- revised guidance on powdered infant formula
- a butchers guide to removal of specified risk material (SRM)
- advice for wheat farmers
- advice on botulism in cattle
- illegal GM rice
- the avian flu outbreak in Suffolk
- Salmonella in non-UK eggs
- post-Chernobyl monitoring and controls
- the continuing ban on kava kava in food
- cloned animals and their offspring

These are only examples. Go to [www.food.gov/news/](http://www.food.gov/news/) to find these stories and many more.



## Chapter 3 Eating for health

## Chapter 3 Eating for health

### The year at a glance

#### In 2006/07 we:

- established the Nutrition Strategy Steering Group (NSSG)
- saw an encouraging reduction in the average salt intakes (down from 9.5g to 9.0g per day) in Great Britain
- reached agreement with a total of 70 businesses or trade associations who have committed to salt reduction
- launched a new phase of our salt campaign to further reduce salt levels
- delivered our response to Ofcom consultation on options for tightening controls on the TV advertising of food to children
- published a systematic review of the effect of diet and nutrition on children's learning, education and school performance
- published target nutrient specifications (TNS) for a range of manufactured foods used in school meals

**3.1** Improving diet and health are central to our objectives. While we share the responsibility for nutrition with health departments, we have a distinct role in ensuring that people have the information they need to make informed choices about their diet. We also help them to decide what changes they need to make to their diet and to put the changes into practice.

**3.2** We cannot achieve this on our own. We work in partnership with health departments, education departments, local authorities, schools, public health interest groups, consumer groups, the food industry, and others. To monitor progress, we work with health departments and others to collect appropriate information on people's diet and nutrition. We work with our partners to help deliver national nutrition action plans in the different countries of the UK – the Food and Health Action Plan in England, the Welsh Nutrition Strategy 'Food and Wellbeing', the Diet and Nutrition Strategy for Scotland, and the Food and Nutrition Action Plan for Northern Ireland.

**3.3** Our website [www.eatwell.gov.uk](http://www.eatwell.gov.uk) is packed with practical advice and tips on eating more healthily and understanding food labels. It also contains detailed information about shopping, cooking and storing food safely. The site was

developed as part of our strategy to help consumers make informed choices, make it easier for people to choose a healthy diet, and reduce diet-related disease. Our advice is underpinned by the latest scientific evidence. Many pages on eatwell are linked direct to [www.food.gov.uk](http://www.food.gov.uk) where you can find more in-depth information.

## The Nutrition Strategy Steering Group

- 3.4** Working in partnership is vital to achieving our shared goal of improving the health of our nation. In October 2006, the FSA and the Department of Health announced the establishment of a Nutrition Strategy Steering Group (NSSG). Bringing together key representatives from industry, consumer and health groups, the NSSG will help drive forward health improvement through diet and nutrition policies including those set out in the Choosing Health white paper<sup>5</sup>. This group represents a high level commitment across industry and government to ensure the action we take to help people make healthy living choices has the greatest impact. The NSSG is jointly chaired by the Public Health Minister and the FSA Chair.
- 3.5** At the first meeting, the group agreed to focus on taking forward our commitment to independently assess nutritional front of pack labelling schemes. The NSSG agreed the research objective was to evaluate the impact of 'front of pack' signpost labelling schemes on purchasing behaviour and consumer knowledge. Results of the independent research will provide a clear way forward for both government and industry on this issue. You can find out more about the group and its work on our website at [www.food.gov.uk/healthiereating/nutcomms/nutritionstrategy/](http://www.food.gov.uk/healthiereating/nutcomms/nutritionstrategy/)

## Salt

- 3.6** Surveys published in March 2007 show that average salt intakes in Great Britain have fallen from 9.5g per day when last measured in 2000/01 to 9.0g per day. The surveys, carried out in England, Scotland and Wales between October 2005 and November 2006, show the impact of work that we and our partners in other departments, the food industry and non-government organisations carried out in the early stages of the salt campaign. This encouraging result spurs on our continuing work to reduce salt intakes.
- 3.7** Voluntary salt reduction targets for 85 categories of food were published in March 2006. 70 businesses or trade associations have committed to salt reduction and most are working to these targets. Good progress has been made towards salt reduction targets set across all sectors of the food industry. Leading retailers and manufacturers are lending active support to the campaign, including Sainsbury's, the Co-op, Marks and Spencer, ASDA, Tesco, Nestlé, Heinz and Birds Eye. A number of health, public sector and voluntary groups, including the British Heart Foundation, Kent County Council and the National Children's Bureau are

<sup>5</sup> Available on the Department of Health website at [www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT\\_ID=4094550&chk=aN5Cor](http://www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT_ID=4094550&chk=aN5Cor)

undertaking projects with specific communities to reduce salt levels, with grants provided by the FSA.

- 3.8** The next step is to devise a self-reporting framework to annually track industry progress towards achieving these targets. The framework needs to provide sufficient information to enable us to track progress, and to feed into a review of the targets in 2008, but to do so without imposing an excessive administrative burden on industry. A data collection tool and guidelines for completion have been developed and are being discussed with stakeholders.



## The salt campaign

- 3.9** A new phase of the FSA's salt campaign was launched in March 2007, including a series of TV ads, plus press and poster advertising, urging people to check if the food products they buy are 'full of it'. The ads hammer home the message that 75% of the salt we eat is already in the food we buy. They highlight that salt levels can vary a lot between similar products, so people should check labels and try to choose the lower salt option. The campaign complements our work with the food industry to reduce levels of salt in food.

## Ofcom consultation on advertising food to children

- 3.10** Last year, we reported on our development of a nutrient profiling model to support work by the independent UK communications regulator, Ofcom, aimed at getting a better balance in the advertising of food to children by restricting the advertising and promotion to children of foods that are high in fat, saturated fat, salt or sugar (HFSS foods). The model was formally delivered to Ofcom in December 2005.
- 3.11** In February 2007 Ofcom announced new restrictions which affect advertising of food and drink products high in fat, salt or sugar in any programme of particular appeal to the under 16s. We have welcomed these new measures.

## Review of effects of diet on children's learning

- 3.12** In July 2006 we published a systematic review of the effect of diet and nutrition on children's learning, education and school performance. The review by the University of Teesside was designed to assess the strength of evidence from studies already published on children aged four to 18 years. It also examined the quality and reliability of the studies. Selected for systematic in-depth review were studies looking into the effect on children of:
- breakfast (15 studies)
  - short-term sugar intake on children with Attention Deficit Hyperactivity Disorder (six studies)
  - fish oil supplements on children with symptoms of learning and behavioural disorders (five studies)
  - vitamin and mineral supplementation (two studies)

- 3.13** The review highlighted that, due to the small number of studies available and the great variation in their designs, there is insufficient quality evidence to reach firm conclusions on the effect of nutrition and dietary changes on learning, education or performance for all schoolchildren. The review concluded that there is also insufficient evidence to reach a firm conclusion on the effect of omega 3 fatty acids on the education or learning of the general population. However, there is some evidence of benefits for some children with learning difficulties.
- 3.14** Eating breakfast and a healthy balanced diet is also known to be beneficial for a child's general development and to maintain good health. A healthy diet has been shown to reduce the risk of developing diet-related conditions such as cardiovascular disease and some cancers. Our dietary advice for children and young people therefore remains unchanged.

### Nutrient specifications for school caterers

- 3.15** In May 2006 we published target nutrient specifications (TNS) for a range of manufactured foods used in school meals. The TNS were developed to support new minimum standards for school food across the UK set by the Department for Education and Skills (DfES), and to assist caterers to meet the standards for school lunches. The TNS are voluntary and set maximum levels for total fat, saturated fat, sodium/salt and sugar in manufactured foods including bread, poultry products, soups, sausages and burgers. Minimum levels have also been set for protein in certain vegetarian products.
- 3.16** In England the wider standards established by DfES apply to food served at lunchtimes and food other than lunch (e.g., from vending machines or tuck shops). The School Food Trust published detailed guidance to help schools implement the new standards. You can find out more at [findoutmore.dfes.gov.uk/2007/02/school\\_meals\\_he.html](http://findoutmore.dfes.gov.uk/2007/02/school_meals_he.html) and [www.schoolfoodtrust.org.uk/content.asp?ContentId=236](http://www.schoolfoodtrust.org.uk/content.asp?ContentId=236)
- 3.17** The Scottish Parliament recently passed the Schools (Health Promotion and Nutrition) (Scotland) Bill to build upon health promoting schools policies and the achievements of the Hungry for Success initiative. The Bill will make health promotion a central purpose of schooling and introduce statutory nutritional regulations for food provided in Scottish schools.

## More about eating for health

We cannot cover every single eating for health development in this annual report. Go to our website [www.food.gov.uk](http://www.food.gov.uk) to find out more about what we do. In 2006/07, our News Centre carried stories about::

- our continuing support for the Food Vision website [www.foodvision.gov.uk](http://www.foodvision.gov.uk)
- improving diet in Scotland
- improving diet in Wales
- the 'two a week' campaign in Northern Ireland
- our continuing work with schools and young people
- nutrient guidance for care homes
- our proposed consultation on options for improving the folate status of young women

These are only examples. Go to [www.food.gov/news/](http://www.food.gov/news/) to find these stories and many more.



## Chapter 4 Choice

### The year at a glance

#### In 2006/07 we:

- saw growing support for our recommended traffic light colour signpost labelling
- established an independent Project Management Panel to take forward an evaluation of the impact of front-of-pack nutritional labelling on shopping behaviour
- were encouraged by our annual Consumer Attitudes Survey which highlights a number of diet and health trends that have emerged since 2000
- announced the results of our Dame Sheila McKechnie awards and other community award schemes
- published guidance on allergy labelling
- introduced allergy alerts by email and text message

**4.1** Consumers need information to make choices. Different consumers want different types of information and may want to avoid certain foods for religious, ethical or cultural reasons. We want to make it easier for consumers to make informed choices. It is our role to ensure that the right information is provided, that it is accurate, and that it does not mislead.

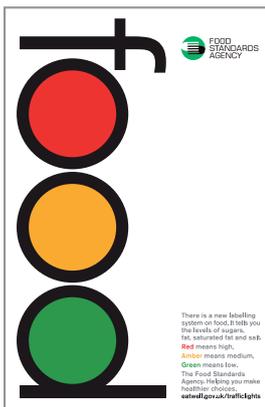
### Signposting

**4.2** Support for our recommended traffic light colour signpost labelling grew during the year. The decision by a number of retailers and manufacturers to introduce traffic light colour-coded information on their front-of-pack labelling was warmly welcomed by consumer groups and organisations concerned with the impact of diet on health. Sainsbury's and Waitrose have been using our recommended principles for front of pack labelling for over a year. McCain, Co-op, Marks and Spencer, Budgen/Londis, the New Covent Garden Food Co, ASDA and others began using our approach during 2006/07.

**4.3** Front-of-pack traffic light colour-coding should deliver three main benefits. It will:

- make it easier for consumers to eat more healthily
- encourage consumers to look for and demand healthier foods
- provide businesses with an incentive to produce foods that are lower in fat, saturated fat, salt, or sugars

- 4.4 In January 2007, we launched an advertising campaign as part of our continuing activity to raise awareness of traffic light colour coded labelling and explain how it can be used to help make healthier choices. Marketing activity included TV ads, press ads, posters and web material.
- 4.5 We continue to encourage other supermarkets and manufacturers currently not adopting our approach to do so. For the background to the development of our recommended approach and further information about signposting see our website at [www.eatwell.gov.uk/foodlabels/trafficlights/](http://www.eatwell.gov.uk/foodlabels/trafficlights/)



## Front-of-pack labelling evaluation moves forward

- 4.6 We established an independent Project Management Panel to take forward an evaluation of the impact of front-of-pack nutritional labelling on shopping behaviour. The scope of the evaluation and the membership of the panel was agreed by the Nutrition Strategy Steering Group (NSSG). The panel is chaired by Sue Duncan, Head of the Government Social Science Research Unit, and includes independent experts in nutritional and social sciences, including market research. They will agree the specification of the project, oversee the appraisal of proposals, and monitor the study. We expect the study to report by the end of 2007.

## The Consumer Attitudes Survey

- 4.7 Our annual investigation into consumer attitudes to food covers issues such as hygiene and safety, shopping, diet, and nutrition. The results of the Consumer Attitudes Survey help to inform us about consumer trends around food. They also help us to decide the areas we need to focus on if we are to maintain consumer confidence in the regulatory system for food safety and standards.
- 4.8 The 2006 survey highlights a number of diet and health trends that have emerged since 2000, including:
  - a significant yearly increase in the number of consumers who are aware that they should eat at least five portions of fruit and vegetables each day. Almost an additional third of consumers are now aware that they should eat at least 5-a-day compared with 2000
  - as in previous years, the amount of fat, salt and sugar in food continue to be key issues of concern for consumers. Salt was mentioned by over half of the UK sample, and fat and sugar by more than two fifths of respondents
  - a growing number of consumers say they look at nutritional information on food labels to check the fat and salt content when purchasing products for the first time
  - almost half of people claim to be trying to increase their consumption of fresh fruit. Almost two fifths were trying to increase the amount of vegetables they eat, and almost a quarter of consumers were trying to up their consumption of salads

- three fifths of those interviewed agreed that they would like to have more information about the food that they buy, with almost half saying that they find it difficult to know if a product is healthy from the label
- two fifths of people who said they snacked in between meals, claimed to have snacked on fresh fruit. However, almost a third snacked on biscuits/cakes and a further fifth on crisps/savoury snacks

**4.9** Along with tracking awareness of key food issues, the 2006 Consumer Attitudes Survey also highlighted steadily rising consumer awareness of the FSA and its role in providing clear consumer advice. This includes a substantial increase, from 2001, in the number of people who believe the FSA is an organisation that they can trust, and a substantial increase, from 2000, in the number who described themselves as confident about the FSA's role in protecting health with regard to food safety.

**4.10** A third of people interviewed in the survey cite the FSA as an organisation that they would use for information on food safety and food scares; a quarter cited the FSA as a source of advice on healthy eating. More than half believe that the FSA provides clear information and advice.

**4.11** The full results of the 2006 survey are available on our website at [www.food.gov.uk/science/surveys/foodsafety-nutrition-diet/cas07](http://www.food.gov.uk/science/surveys/foodsafety-nutrition-diet/cas07)



## Community food award schemes

**4.12** Community food initiatives have an important role to play in encouraging people to think about the food they eat and where it comes from. In 2005 we established the Community Food Initiative awards in honour of the late Dame Sheila McKechnie, to commemorate the contribution she made in helping to set up the FSA. The awards celebrate the valuable contribution community food initiatives make to their local communities in terms of improving access to high quality food at affordable prices. Two community food initiatives are chosen every year and each receives £15,000 (£5,000 a year) over a three-year period. For more information, see our website at [www.food.gov.uk/news/newsarchive/2007/apr/mckechnie2007](http://www.food.gov.uk/news/newsarchive/2007/apr/mckechnie2007)

**4.13** The judging panel for this year's award included FSA Chair Deirdre Hutton, news broadcaster Jon Snow and Tim Lang, Professor of Food Policy at City University. The winners in 2007 were:

- Healthy Eating for Life, run by the charity Sandown Bay in the Isle of Wight, working with young women between the ages of 14 and 25 who are either pregnant, or who have young children, or who for other reasons are excluded from many aspects of mainstream society; and
- Flava Café in the heart of Leamington Spa, a food learning and voluntary action café, working with a range of community members, including people on a low income, children, lone parents, long-term unemployed people, older people, ethnic and religious minorities.

**4.14** The annual Awards for Food Action Locally (AFAL) scheme in Wales recognises individual or team contributions to local nutrition initiatives that have made a positive impact on the diet or eating habits of residents in the communities they serve. The awards enable FSA Wales to identify good practice and encourage others to undertake similar awareness-raising activities. Each winning project is awarded £2,000 and a celebratory fruit bowl. The five projects to receive the 2006 award were:

- Young@Heart – Blaenau Gwent
- You are what you eat – Neath Port Talbot
- Caerphilly Borough Nutrition Group
- 4Winds Evening Meal Group – Cardiff
- FoodMatters/Bwyd o Bwys – Ely and Caerau

**4.15** A further five projects were awarded runner up status. They were presented with £1,000 and a celebratory fruit bowl. More information about AFAL, including further details of award winners and runners up, can be found on our website at [www.food.gov.uk/wales/nutwales/afal/](http://www.food.gov.uk/wales/nutwales/afal/)

## Guidance on allergy labelling

**4.16** In July 2006 we issued guidance to help food producers and retailers improve labelling advice for people with allergies. The voluntary guidance uses examples of ‘best practice’ to help businesses provide appropriate advisory labels that are clearer for consumers to understand. It also helps businesses assess the risk of cross-contamination with allergens.

**4.17** Up to 1.5 million people in the UK have food allergies. It is vital that they are fully informed about the contents of the foods they buy. Our research shows that a variety of warnings such as ‘may contain nuts’ are used so widely on pre-packed foods that many consumers are unable to assess the risks and simply ignore them. There are no statutory controls governing the labelling of the possible presence of allergens due to cross-contamination of foods along the supply chain. The new guidance has the potential to improve things considerably for those affected.

## Allergy alerts

**4.18** Sometimes foods have to be withdrawn or recalled if there is a risk to consumers because the allergy labelling is missing or incorrect or if there is any other food allergy risk. In such situations we will issue an Allergy Alert. It is possible to subscribe to an email alert system to receive automatic messages whenever such Allergy Alerts are issued. Subscribing is a two-stage process. To receive an alert by email, you can subscribe at [www.food.gov.uk/subscribe/specialistinformation/](http://www.food.gov.uk/subscribe/specialistinformation/)

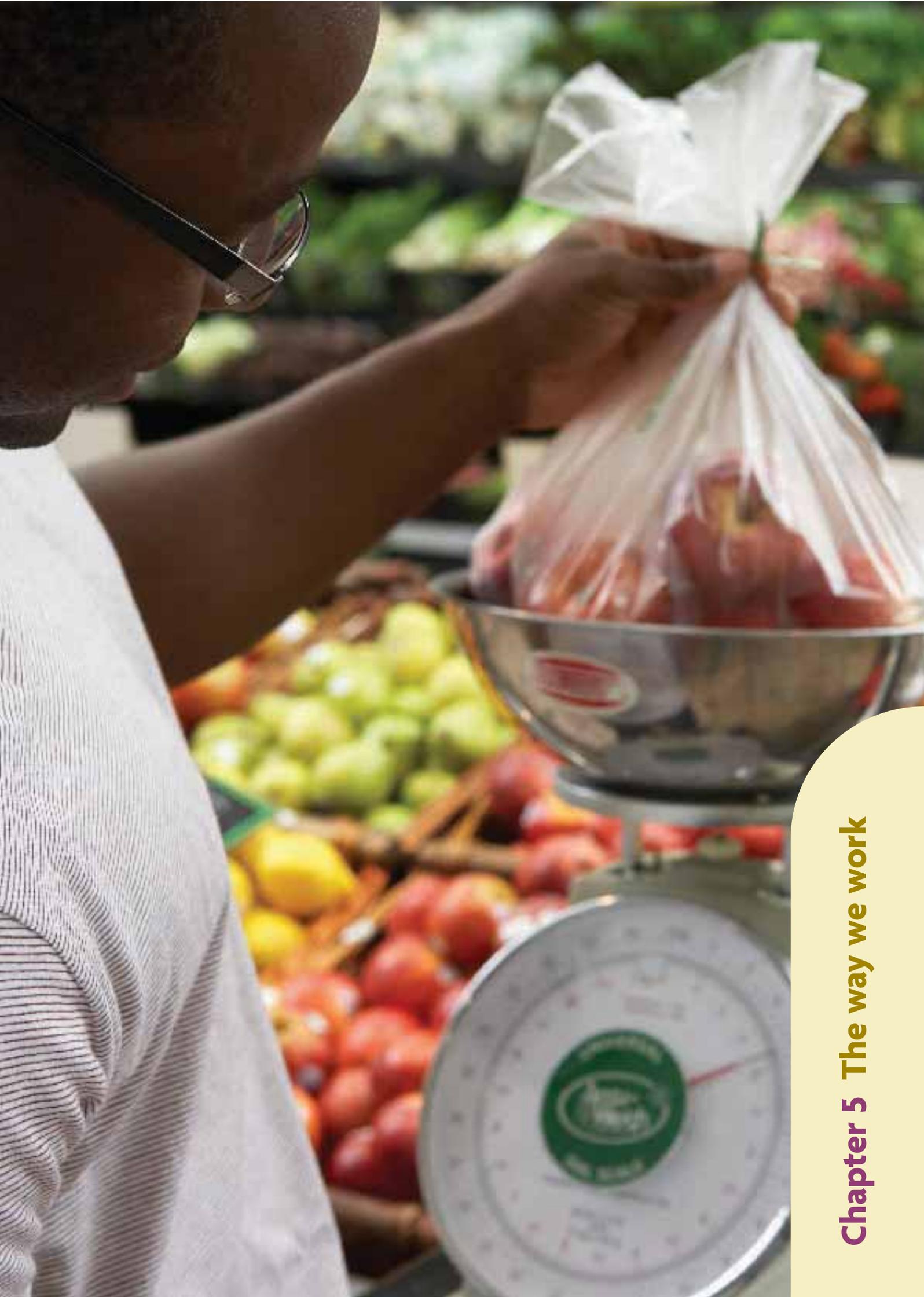
**4.19** You can also get details of all the latest allergy alerts as soon as they’re issued by getting the details sent as a SMS text message direct to your mobile phone. To sign up to this free service, simply send the text message ‘START ALLERGY’ to the number 62372.

## More about choice

We cannot cover every development in respect of choice in this annual report. Go to our website [www.food.gov.uk](http://www.food.gov.uk) to find out more about what we do. In 2006/07, our News Centre carried stories about:

- guidance on vegetarian and vegan labelling
- our pesticide residue minimisation policy
- illegal veterinary medicine and pesticide residues
- reducing nicarbazin residue levels in British chicken
- nutritional differences between organic and non-organic milk

These are only examples. Go to [www.food.gov/news/](http://www.food.gov/news/) to find these stories and many more.



## Chapter 5 The way we work

## Chapter 5 The way we work

### The year at a glance

#### In 2006/07 we:

- developed and published our science strategy 2005-2010
- published the first national control plan (NCP) for the UK
- announced a new vision for enforcement
- set up a national food fraud database
- developed new methods to spot 'organic' labelling fraud
- we established a working presence in four of the nine English regional Government Offices
- further developed our commitment to sustainable development
- published our regulatory Simplification Plan
- introduced the Chief Scientist's blog

**5.1** Our Strategic Plan sets out the targets we will achieve over the period to 2010. The principles underlying the way we will implement the plan are set out under 'the way we work'. In particular, we stress how we will take sustainable development into account in all our activities and policy decisions. We also highlight the importance we attach to working in partnership with all our stakeholders to meet the targets we have set. We are committed to promoting diversity. We published our Disability Equality Scheme in December 2006. Our Gender Equality Scheme will follow shortly, and we are currently revising our Race Equality Scheme and Welsh Language Scheme.

#### Science Strategy 2005-10 published

**5.2** Following a public consultation we published our Science Strategy 2005-10 in July 2006. The strategy describes the key issues and activities we are addressing to ensure that our science supports our strategic objectives effectively, by providing a basis of robust scientific evidence for our policies and advice. The strategy is available on our website at [www.food.gov.uk/multimedia/pdfs/sciencestrategy.pdf](http://www.food.gov.uk/multimedia/pdfs/sciencestrategy.pdf)

**5.3** The first part of the strategy describes 'what we will do.' It covers some of the important drivers, issues and scientific evidence needs in each of our main areas

of work. The research is organised into seven themes that flow from our strategic objectives and support their delivery:

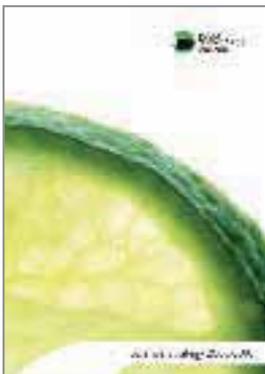
- food safety: microbiological risks
- food safety: TSEs (transmissible spongiform encephalopathies)
- food safety: chemical and radiological risks
- eating for health
- choice
- underpinning delivery
- FSA Scotland's research programme

**5.4** The second section describes 'how we will do it'. It covers how we will identify and obtain the scientific evidence we need and ensure that it is used properly and openly to inform our policies and advice. This work builds on a sound base of established good practice, strengthening our processes for management and governance of science, making them more transparent, and developing and sharing good practice. Five key areas are covered:

- identifying evidence needs, including horizon-scanning
- obtaining scientific evidence
- interpreting scientific evidence
- using scientific evidence
- communicating scientific evidence and how we have used it

**5.5** Our core principle of openness provides the ethical framework for the whole of the Science Strategy. We aim to follow this principle in our own science work and in working with others. This means being open about scientific evidence and analysis, and how we have used it in decision-making and being honest about risks and uncertainties.

**5.6** The strategy highlights a number of areas in which we intend to develop and improve our science, including governance, horizon-scanning, communication, collaborative working, and improving access to, and use of, the social sciences to support delivery of our aims across all activities. It sets indicators of success that we will use to monitor and evaluate progress, linked to the Strategic Plan. This will help ensure that the Science Strategy is effective in supporting our strategic objectives and wider activities, and will continue to be so.



## UK National Control Plan

**5.7** The first National Control Plan for the UK (covering the period January 2007 to March 2011) was published on our website in December 2006. It was prepared jointly by the FSA, Defra, and the Agriculture/Rural Affairs Departments in Scotland, Wales and Northern Ireland, and was produced in order to meet a requirement in Regulation (EC) 882/2004 on official controls – a European Community Regulation that sets out requirements for the regulatory/enforcement authorities in the Member States in the feed, food, animal health and animal welfare sectors. The purpose of the plan is to ensure that there are effective systems in place for monitoring compliance with and enforcement of

feed and food law, and animal health and welfare rules (and also plant health rules). The National Control Plan provides, for the first time, a comprehensive description of the regulatory landscape in the UK. It sets out the roles and responsibilities of the different authorities and associated bodies that are involved, and gives an overview of how they work together to safeguard public, animal and plant health, and to protect consumer interests. The strategic objectives of the plan, and the planned official control activities during the period of plan, are also set out.

## New vision for enforcement

- 5.8** In October 2006, the FSA Board approved the details of the “New Vision” for food law enforcement. This is an innovative new approach, which will improve the delivery of regulatory services. It builds on both past experience and the principles of the Hampton Review<sup>6</sup>. Greater flexibility for areas which are not high risk will assist in driving up levels of compliance with food law. Work to update policies and arrangements is now under way, and will be completed in 2007/08 for implementation from 1 April 2008.

## Food Fraud Database

- 5.9** In line with our Strategic Plan, we have developed a national Food Fraud Database. The database utilises specialist intelligence software used by other intelligence agencies including a number of police forces, and the Welsh Food Fraud Co-ordination Unit. Once fully operational, this will be used to assess and monitor reported food fraud.

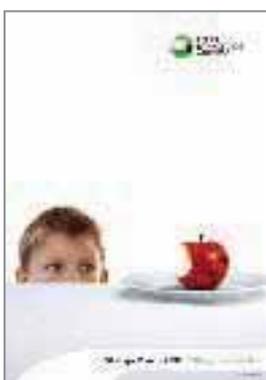
## New tests to prevent labelling fraud and spot ‘organic’ labelling fraud

- 5.10** The authenticity programme develops novel methods to help prevent food fraud. One test has been developed to check the dosing regime of antibiotics, which is one the areas of control under the EC Organic Regulation (EEC) No. 2092/91. The test can detect the presence and number of treatments of antibiotics in chicken or pork bones. The test also indicates whether antibiotics have been used illegally on animals as growth promoters. Another test based detects whether artificial fertilisers have been used to grow plant crops, which are not permitted in organic growing systems.
- 5.11** The programme has also developed a number of other tests to check labelling based on different DNA techniques – fish and meat species identification, durum pasta, Basmati rice and fruit juice adulteration. We have assisted 10 public analysts to use these techniques by putting all the tests in a simple lab on a chip format and helping them to purchase and implement the tests.

<sup>6</sup> The Hampton Review was commissioned in 2004 and covered the inspection and enforcement work of 63 national regulators, as well as the 203 trading standards offices and 408 environmental health offices in English, Scottish and Welsh local authorities. It considers how to reduce administrative burdens on business without compromising the UK’s excellent regulatory outcomes.

- 5.12** New methods to spot 'organic' labelling fraud have been developed for the FSA by the government's Central Science Laboratory. Most mislabelling fraud will, however, continue to be detected by local authority enforcement officers checking a 'paper trail' to indicate if claimed organic produce has really come from an authentic source. Local authorities are encouraged by the Local Authorities Co-ordinators of Regulatory Services (LACORS) and our Authenticity Sampling Group to carry out their own surveillance programmes on organic labelling. We recently provided funds to assist Richmond Borough Council in pursuing legal action against two traders fraudulently selling meat and meat products as 'organic'.

## Regional and local delivery



- 5.13** Our Strategic Plan recognises the need for the FSA to strengthen its links and develop partnerships with organisations working at a regional and local level to help improve the local delivery of key FSA food safety and healthy eating priorities. During 2006, as part of this work, we established a working presence in four of the nine English Government Offices of the Regions. Teams of two FSA staff are now working out of the Government Offices of the East Midlands, South East, South West and North West. Although the initiative is at an early stage, it has been very positively received by all key stakeholders in the four regions where we have a presence. The regional teams have enabled us to improve local communications and build new working relationships with local organisations. During the year a number of local partnership events have taken place which have helped embed key FSA messages and supported the local delivery of key FSA targets on food safety, healthy eating and choice. A decision on the roll-out of the initiative to the remaining five English regions will be taken shortly.

## Sustainable development

- 5.14** Sustainable development is about meeting the needs of the present without compromising the ability of future generations to meet their own needs. This is a big challenge for a government committed to integrating sustainable development principles into all its activities and policies. It has set challenging targets for all government departments on overarching commitments, travel, water, waste, energy, procurement, estates management, biodiversity and social impacts. The FSA is committed to taking sustainable development into account in all of its activities and policy decisions. You can find out more about the government's approach on the website [www.sustainable-development.gov.uk/index.asp](http://www.sustainable-development.gov.uk/index.asp)
- 5.15** To put this into practice we have developed guidance for staff on sustainability assessment, designed to sit alongside and augment the government's Regulatory Impact Assessment procedures. This helps integrate sustainability assessments into policy developments and decision making. A public consultation on the draft guidance in 2005 showed support for our approach and contributed towards the further development of the guidance.

- 5.16** We monitor the use and effectiveness of the guidance to staff. A review of sustainability assessments was carried out over a six month period from April to September. The review concluded that sustainability assessments and the associated guidance are a useful tool for examining options as they require decision makers to consider a wider range of impacts than they would have previously. Our Strategic Plan includes targets and milestones relating to sustainable development to help assess our progress. More detailed targets can be found in our Sustainable Development Action Plan. You can find out more about the Action Plan and sustainable development on our website at [www.food.gov.uk/aboutus/how\\_we\\_work/sustainability/](http://www.food.gov.uk/aboutus/how_we_work/sustainability/)

## Simpler regulation

- 5.17** The government is determined to reduce the amount of red tape that it imposes on business and boost competitiveness through its 'better regulation' policies. We are firmly committed to better regulation because reducing bureaucracy offers consumers improved protection. We believe that levels of consumer protection will increase, because when businesses find it easier to obey the law then more will comply. Enforcement officers will benefit too, because they will spend less time on paperwork, and be freed up to talk to businesses, again boosting compliance.
- 5.18** Our Simplification Plan, a wide-ranging strategy designed to cut business red tape, reduce the burden on enforcement officers, and improve levels of consumer protection was published in December 2006. It draws together a number of initiatives we have in hand for reducing the burden of the regulations for which we are responsible. We have calculated that, taken together, all these measures will save business and the public sector some £195 million per annum, without damaging consumer protection.
- 5.19** Most of the savings come from a cattle testing system for BSE, which eases the administrative burden on livestock farmers. Farmers' revenue should also increase, as the return from the sale of cattle for human consumption is greater than that which farmers received through the compensation scheme. Other initiatives include the deregulation of butchers' licensing and GRAIL, a database system developed with some of the UK's Port Health Authorities. The latter gives each authority rapid access to the relevant legislation relating to food imports.

## The Chief Scientist blog

- 5.20** In November 2006, FSA Chief Scientist Dr Andrew Wadge launched a blog<sup>7</sup> to demonstrate how the FSA's consumer advice and policies are underpinned by the latest scientific evidence. Aimed at stakeholders including the general public, fellow scientists, the food industry, and enforcement professionals, the blog aims to show the importance of robust scientific research, and how it is used at the

<sup>7</sup> "Blog" is an abbreviated version of "weblog," which is a term used to describe web sites that maintain an ongoing chronicle of information. A blog is a frequently updated, personal website featuring diary-type commentary and links to articles or other websites.

FSA to develop policy. More importantly, feedback on his regular postings will be used to develop our thinking on a range of scientific issues. You can access the blog at [food.gov.uk/scienceblog](http://food.gov.uk/scienceblog)

- 5.21** The blog aims to complement other channels of engagement we use to demonstrate our core values of openness, being an independent voice, and putting consumers first. These include open Board meetings, stakeholder forums, and regular updates to our website [www.food.gov.uk](http://www.food.gov.uk)

## More about the way we work

We cannot cover every how we will deliver initiative undertaken in 2006/07 in this annual report. Go to our website [www.food.gov.uk](http://www.food.gov.uk) to find out more about what we do. In 2006/07, our News Centre carried stories about:

- helping stakeholders get involved by consulting on rapidly developing policy
- our programme of quality update training for enforcers
- a survey of food hygiene standards in UK food premises

These are only examples. Go to [www.food.gov/news/](http://www.food.gov/news/) to find these stories and many more.



# Appendix 1 About us

## The FSA

- 1 The FSA is a UK-wide body – a non-ministerial government department – operating at arm’s length from Ministers and governed by a Board appointed to act in the public interest. This independence is key to our success in restoring public confidence. Our current organisation chart is at appendix 3. You can find out more about what we do on our website at [www.food.gov.uk](http://www.food.gov.uk). The website is updated regularly. A detailed contact list by subject is available at: [www.food.gov.uk/aboutus/contactus](http://www.food.gov.uk/aboutus/contactus)
- 2 We advise Ministers in all UK countries on all issues relating to food safety and standards. We negotiate on behalf of the UK in Europe, where much of the legal framework and standards for the food market are set, and other international fora. We advise Ministers on all issues relating to food safety and standards. We provide guidance to the public on healthy eating, and work with the food industry to make it easier for consumers to make healthier choices. We carry out surveys on nutrition and diet to monitor changing eating habits.
- 3 The Wine Standards Board (WSB), the non-governmental body responsible for wine-making practices, labelling of wine and the UK vineyard register, merged with the FSA on 1 July 2006. The merger was one of the recommendations of the Hampton Review, published in March 2005, which aimed to simplify enforcement activity in England and reduce the number of enforcement bodies. The move resulted in the FSA taking over responsibility for enforcing the EU wine regime in the UK. The Department of the Environment, Food and Rural Affairs (Defra) retains policy responsibility for all other aspects of the Common Agricultural Policy wine regime and for industry sponsorship.

## The FSA Board

- 4 The Board is responsible for our overall strategic direction and for ensuring our legal obligations are fulfilled. The Board consists of a Chair, Deputy Chair and up to 12 other members. The Chair and Deputy Chair are appointed jointly by the Secretary of State for Health, Scottish Ministers, the National Assembly for Wales and the Department of Health, Social Services and Public Safety (DHSSPS) in Northern Ireland (‘the appropriate authorities’). Of the other current Board members, eight are appointed by the Secretary of State for Health, two by Scottish Ministers, and one each by the National Assembly for Wales and DHSSPS. Members of the Board each demonstrate substantial achievement in their chosen field. More information about our Board can be found at appendix 2 and on our website at [www.food.gov.uk/aboutus/ourboard/](http://www.food.gov.uk/aboutus/ourboard/)
- 5 The Chief Executive manages the operational work of the FSA. The Chief Executive is appointed by the FSA with the approval of the ‘appropriate authorities’ in the four countries of the UK, the Prime Minister, and the Head

of the Civil Service, under normal Civil Service Commission rules. The Treasury appoints the Chief Executive as Principal Accounting Officer of the FSA, with responsibility for the day-to-day running of the FSA itself. In particular, the Chief Executive has overall responsibility for preparing the FSA's accounts and for transmitting them to the Comptroller and Auditor General. Our staff are civil servants, accountable through the Chief Executive to the Board.

## Accountability

- 6 The FSA is accountable to the Westminster Parliament through the Secretary of State for Health, and to the Scottish Parliament, the National Assembly for Wales and the Northern Ireland administration through their Health Ministers or equivalents.
- 7 Food safety and standards are devolved matters: the FSA has offices in Scotland, Wales and Northern Ireland, each headed by a Director, and a statutory food advisory committee in each country.
- 8 In Scotland, the FSA provides advice on proposed legislation and all food safety and standards matters to the Minister for Health and Community Care in the Scottish Executive. This ensures consistency of approach while allowing the specific Scottish circumstances to be fully taken into account in the implementation of food safety and standards policy in Scotland. The statutory Scottish Food Advisory Committee (SFAC) provides the FSA with independent information and advice on all food safety and standards issues in Scotland. The FSA in Scotland is funded by the Scottish Parliament and is headed by a Director accountable to the Chief Executive of the FSA.
- 9 The FSA is accountable for its activities in Wales to the National Assembly for Wales through the Assembly Minister for Health and Social Services, whom the FSA also advises on food safety and standards policy and legislation. The statutory Welsh Food Advisory Committee provides the FSA with independent information and advice on all food safety and standards issues in Wales. The FSA in Wales is funded by the National Assembly for Wales and is headed by a Director accountable to the Chief Executive of the FSA.
- 10 The FSA in Northern Ireland is responsible for providing advice and draft legislation on issues across the food chain to the Northern Ireland Minister with responsibility for the DHSSPS. The statutory Northern Ireland Food Advisory Committee provides the FSA with advice or information about matters connected with the FSA's functions in Northern Ireland. The FSA in Northern Ireland is funded from within the Northern Ireland estimates and is headed by a Director accountable to the Chief Executive of the FSA.
- 11 The FSA in Northern Ireland has developed several linkages with other international organisations with an interest in food safety and standards issues. FSA NI liaises closely with the Food Safety Promotion Board (FSPB), which operates on an all-Ireland basis, and the Food Safety Authority of Ireland, which

operates in the Republic of Ireland only, on food or food related issues. We have also forged close links with the New South Wales Food Authority, and senior personnel from that organisation have visited FSA NI on two separate occasions. This has led to a greater understanding of, and sharing of information about, food safety and standards practice on an international basis.

## Wine standards

- 12 We aim to ensure that EU wine regulations are enforced in the UK. We also maintain the UK Vineyards Register. Our enforcement responsibilities apply to all premises and traders within the production and marketing chain, including wholesalers, warehouses and vineyards. Retail premises come under the control of local authorities trading standards (see [www.lacors.gov.uk](http://www.lacors.gov.uk)), as do licensing law requirements from 2005 (further details about licensing may be found on the Department for Culture, Media and Sport website at [www.culture.gov.uk](http://www.culture.gov.uk)). The UK Vineyard Register records the area covered by vineyards and the annual harvest and production returns from growers and producers.
- 13 Our objectives are to:
  - encourage growers and traders to comply with laws on wine by offering advice and education
  - carry out a programme of inspections, using risk analysis to deliver a targeted and cost-effective and service
  - identify breaches of the law and gather evidence for legal action in serious cases
  - work closely with other regulatory bodies
- 14 You can find out more about this area of work on our website at [www.food.gov.uk/foodindustry/winestandards/](http://www.food.gov.uk/foodindustry/winestandards/)

## The Meat Hygiene Service

- 15 The MHS is an executive agency of the FSA operating in Great Britain (DARD provides a similar service in Northern Ireland). The MHS provides assurance to consumers that Food Business Operators produce hygienic fresh meat and that risks to animal health and welfare are controlled. This is achieved through verification and audit of the Food Business Operator's food safety management plan, meat inspection, and fair, consistent and effective enforcement where appropriate. These cover approved slaughterhouses, cutting plants, farmed and wild game facilities, and co-located minced meat and meat products premises. The MHS also enforces the Regulations concerning Bovine and other Transmissible Spongiform Encephalopathies, and animal by-products, in approved premises. The MHS has its own Agency Accounting Officer (the MHS Chief Executive) and publishes its own Annual Report and Accounts. Copies can be found on our website at [www.food.gov.uk/enforcement/meathygieneservice](http://www.food.gov.uk/enforcement/meathygieneservice). More information about MHS enforcement can be found in appendix 7 to this report.

- 16** The MHS provides assurance to consumers that Food Business Operators produce hygienic fresh meat and that risks to animal health and welfare are controlled. This is achieved through verification and audit of the Food Business Operator's food safety management plan, meat inspection, and fair, consistent and effective enforcement where appropriate. This public health role in Northern Ireland, in respect of some 60 licensed fresh meat premises, is carried out by DARD on behalf of the FSA.
- 17** As the Central Competent Authority responsible for official controls in approved meat establishments, we carry out audit work to provide assurance that these controls are being delivered effectively and in accordance with EU requirements. During the year we carried out a full review of the audit arrangements. An amended audit scheme will be introduced for the year 2007/08 which provides for a risk based approach and assessment of the MHS structures that support delivery of controls, in addition to reality checks on the work of MHS teams in approved establishments.

### Food law enforcement: Dairy Hygiene Inspectorate (DHI)

- 18** The DHI aims to protect the milk supply in England and Wales by ensuring a satisfactory standard of hygiene is maintained on dairy farms. The DHI acts on behalf of the FSA by monitoring and verifying compliance with and enforcing food hygiene legislation at milk production holdings. During 2006/07 the DHI carried out around 14,000 inspections. In Northern Ireland, the DHI's equivalent is part of the Quality Assurance Branch of DARD and in Scotland local authorities are responsible for inspections.

### Our role as a government department

- 19** We work consistently with the three aims of modernising government: ensuring that policymaking is more joined up and strategic; making sure consumers are the focus of our work; and delivering public services that are high quality and efficient. We are committed to delivering policy outcomes that matter: we aim to develop our policymaking to ensure we take account of and promote best practice.
- 20** On our website we publish targets for our service standards, which are in accordance with the Six Standards for Central Government for: answering correspondence, seeing callers, answering telephone calls, publishing contact points, publishing our complaints procedure and consulting users. Each year we publish details of complaints received by the FSA: see appendix 6 of this report for details.
- 21** We are committed to doing everything reasonably possible to make our services available to everyone, including people with disabilities, ethnic groups, disadvantaged groups and those with particular health needs, and in particular to promoting racial equality. We will continue to consult users and potential users regularly about the services we provide and we will report our findings.

- 22** We are committed to promoting racial equality. The Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000, gives public authorities a general duty to promote race equality in Great Britain. Under this duty, when they carry out their functions, public authorities must aim to: eliminate unlawful racial discrimination; promote equality of opportunity; and promote good relations between people of different racial groups. While our core values of putting the consumer first and openness are intrinsically linked to these principles, in accordance with the specific duty placed on public authorities we have published our Race Equality Scheme on our website at [www.food.gov.uk/aboutus/how\\_we\\_work/68192](http://www.food.gov.uk/aboutus/how_we_work/68192)
- 23** The FSA is currently solely responsible for five public bodies, all advisory committees. In addition there are five committees which report to the FSA and one or more other government departments. The FSA's Annual Appointment Report can be found on our website at [www.food.gov.uk](http://www.food.gov.uk)
- 24** We work with our executive agency, the Meat Hygiene Service (MHS) which has a Great Britain remit, with the Department of Agriculture and Rural Development (DARD) in Northern Ireland, and with local authorities and other government departments across the UK to ensure that regulations on food safety and standards are enforced to protect consumers.
- 25** We monitor the performance of local authorities through our audit scheme. The scheme is implemented on a UK basis, with the FSA in England, Scotland, Wales and Northern Ireland each co-ordinating their own audit programmes.

## Developing our people

- 26** It is through our people, and the knowledge and skills they possess, that we are able to achieve our key aims and objectives. Their development, in line with our core values and Investors in People (IIP) principles, is critical to our success and we will continue to develop the organisation through growing its capability and capacity to deliver.
- 27** We successfully achieved IIP accreditation in April 2004. Our 2006 staff attitude survey indicated that staff increasingly value the investment we make towards their development. Our informal assessment against the new IIP standard in November 2006 showed we had made good progress on the road to a full re-assessment against the standard, due in November 2007.
- 28** We currently provide tailored learning opportunities through our comprehensive learning and development programme. We have developed the programme further to support the skills needed for successful delivery of our Strategic Plan following a major skills needs analysis. This will include activities to further develop leadership skills as well as the skills to support delivery of our Strategic Plan through partnership working with key stakeholders. The enhanced development programme was during 2006. The FSA Leadership Programme for members of the Senior Civil Service launched in February 2006 has had a positive

impact on the leadership capabilities of our senior staff and this process of structured development will be/was extended to middle managers during the first part of 2007.

## Diversity

- 29** The FSA continues to ensure that everyone who works in, or who has contact with us is treated fairly and with respect. Our human resource policies support this aim and we review them regularly to reflect changes in legislation and best practice. For example, our competency framework has been equality proofed and a recently begun review of all our policies will be subject to a similar assessment.
- 30** We are however, always looking at ways we can raise awareness of diversity. Our Diversity Forum established in late 2005 continues to grow and develop. Representatives across the FSA who have different diversity agendas meet on a regular basis to identify, support and promote good inclusion practice. Our Diversity Strategy contains action plans aimed at delivering our challenging organisation wide diversity targets that will help to deliver an increasingly diverse FSA.
- 31** We continue to support the Windsor Fellowship, an educational charity providing personal and management training programmes for talented and high performing undergraduates from minority ethnic backgrounds. In 2006 we sponsored two placements, and aim to continue this in 2007.

## Recruitment

- 32** The FSA follows the principle of fair and open competition within its recruitment campaigns in line with the requirements of the Civil Service Commissioners. A recent audit by the Commissioners highlighted the FSA's strengths in providing comprehensive job descriptions that outlines the qualities required of expected applicants. As emphasised by the Commissioners, this assists in ensuring that we attract the most suitable candidates. Our use of different assessment techniques was also supported by the Commissioners who incorporated a number of our practices in their good practice guide to recruitment.
- 33** We continue to ensure that our recruitment practices support our equal opportunities policies. Our Guaranteed Interview Scheme for applicants with disabilities ensures that we obtain applications from these under-represented groups, for example Ethnic Britain, while continuing our features in Hobsons ethnic Minority and Science Guides.
- 34** We are conscious however that we do need to do more to ensure that we attract the right applicants. Our employer brand developed with our recruitment consultants, Tribal Resourcing, and launched in 2006, has proved successful in helping us improve both the quality and quantity of applicants.

- 35** The interchange of staff with key stakeholders has continued, with a number of FSA staff being seconded to other organisations during the year. Secondments include consumer organisations, enforcement bodies, the European Commission in Brussels and the European Food Safety Authority. FSA staff have also taken the opportunity to visit and complete secondments of up to a year in other food agencies, for example in New Zealand, Holland, and Australia. All of this aids development of mutual understanding as well as providing development opportunities for staff. For the coming year we aim to encourage further inward secondments and increase our interchange with European institutions operating in the same environment.

### The FSA's accounts

- 36** Summary information about how we spend our money can be found at appendix 4. The FSA's accounts are published separately from the annual report. Copies of the accounts are available from The Stationery Office, and are also available on our website at [www.food.gov.uk](http://www.food.gov.uk)

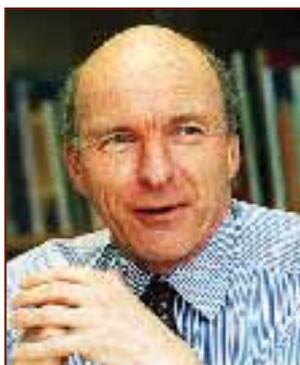
### This report

- 37** This report presents an overview and assessment of the FSA's performance and activities over the past year. Throughout the report, references are made to publications and websites where more detailed information is available.
- 38** A formal assessment of progress against our last remaining Service Delivery Agreement (SDA) targets, agreed with HM Treasury as part of Spending Review 2002, can be found at appendix 5.

## Appendix 2 Our Board and Chief Executive

### The Chief Executive

For further information, including biographical details of the current Chief Executive and Director profiles, please see our website at [www.food.gov.uk/aboutus/](http://www.food.gov.uk/aboutus/)

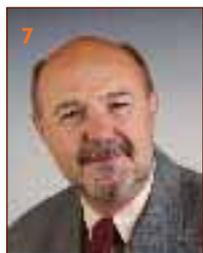


John Harwood  
Chief Executive

## The Board

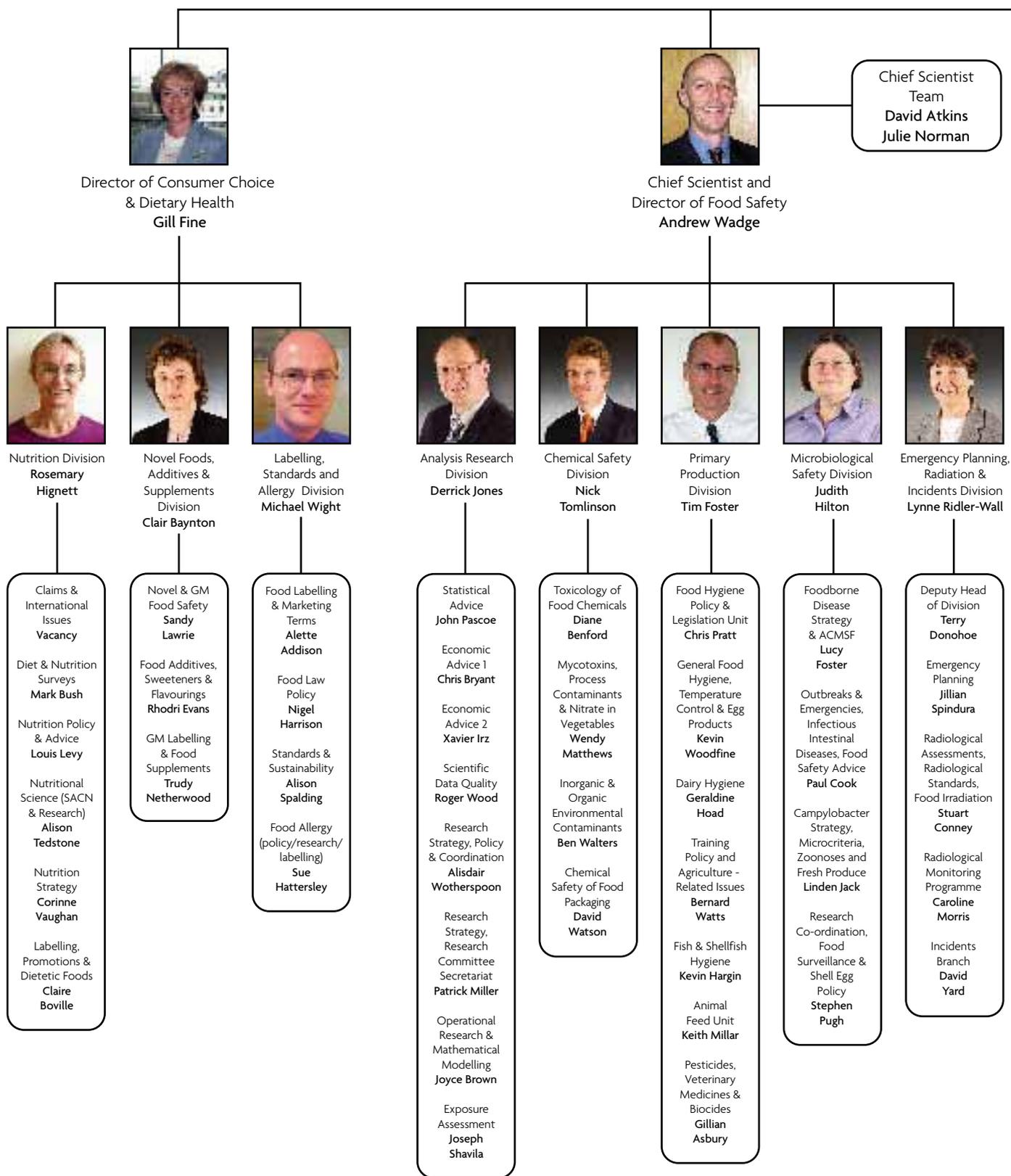
For further information, including biographical details of current Board members and their register of interests, please see our website at [www.food.gov.uk/aboutus/ourboard/](http://www.food.gov.uk/aboutus/ourboard/)

The following were members of the Board during 2006/07



- 1** Dame Deirdre Hutton  
Chair
- 2** Doctor Ian Reynolds, Deputy Chair  
(appointed Deputy Chair  
1 February 2007)
- 3** Julia Unwin, Deputy Chair  
(to 31 December 2006)
- 4** Professor Graeme Millar  
(Scotland/Chair of the Scottish  
Food Advisory Committee)
- 5** John W Spence  
(Wales/Chair of the Welsh  
Food Advisory Committee,  
from 1 April 2007)
- 6** Dr Maureen Edmondson  
(Northern Ireland/Chair of the  
Northern Ireland Food Advisory  
Committee)
- 7** Richard Ayre
- 8** Tim Bennett (from 1 March 2007)
- 9** Chrissie Dunn
- 10** Alan Gardner, Board member  
for Wales/Chair of Welsh Food  
Advisory Committee February to  
July 2006
- 11** Baroness Valerie Howarth of  
Breckland OBE  
(to 28 February 2007)
- 12** Iain MacDonald (to 31 May 2006)
- 13** Michael Parker (from 1 June 2006)
- 14** Chris Pomfret  
(was also interim Chair of the  
Welsh Food Advisory Committee  
July 2006 to March 2007)
- 15** Professor Bill Reilly (Scotland)
- 16** Nancy Robson (from 1 March 2007)
- 17** Sandra Walbran
- 18** Nelisha Wickremasinghe  
(to 28 February 2007)

# Appendix 3 How we are organised



A detailed contact list by subject is available at: [www.food.gov.uk/aboutus/contactus](http://www.food.gov.uk/aboutus/contactus)

If you can't see the contact you need, please call our helpline on 020 7276 8829 or the switchboard on 020 7276 8000.



Chief Executive  
John Harwood

Private  
Office  
Nick  
Raisen



Director of Strategy  
and Resources  
Richard Calvert



Chief Executive  
Meat Hygiene Service  
Steve McGrath



Human Resources  
Director  
Brian Davies



Finance  
Director  
Allan Hutton



Information  
Systems &  
Services Division  
Paul Clements



Corporate &  
Board Secretariat  
Alastair Cannon



Regulation,  
International &  
Openness Division  
Steve Wearne



Strategy Division  
Teresa O'Reilly



TSE Division  
Alison Gleadle



Meat Hygiene and  
Veterinary Division  
Alick Simmons  
(Veterinary Director)

Personnel  
Operations  
Ray Davies  
  
Recruitment,  
Policy &  
Operations  
Ian  
Thomson  
  
Learning &  
Development  
Christine  
Forde

Management  
Accounting,  
Accounting  
System &  
Financial  
Operations  
Larin Esan  
  
Chief  
Accountant  
Rob  
Mackintosh  
  
Financial  
Accounting  
Femi  
Oguntunde  
  
Procurement  
Frank  
Wright

IT/IS, Facilities  
Management,  
Security &  
Information  
Services  
Neil Harvey

Private  
Secretary to  
the Chair  
Sue Johns  
  
Board  
Secretariat  
Keith  
Gregory

Better  
Regulation &  
Consultation  
Philip Clarke  
  
EU &  
International  
Strategy  
Bill Knock  
  
Openness  
Jane  
Cockram

Horizon  
Scanning,  
Scenario  
Planning &  
Strategic  
Planning  
Sharn Bowen  
  
Annual Business  
Planning &  
Efficiency  
Planning  
Olu Fadipe  
  
Business Risk  
Management &  
Corporate  
Reporting  
Processes  
Keith  
Watson

Veterinary  
Advisor  
Adrienne  
Conroy  
  
Research  
Advisor  
Steve Dixon  
  
OTM  
David  
Carruthers  
  
SRM  
Paul Holley  
  
Science  
Irene Hill

Deputy  
Veterinary  
Director  
Peter  
Hewson  
  
Senior  
Veterinary  
Advisor  
Kenneth  
Clarke  
  
MHS Charges /  
Meat Hygiene  
Approvals  
Branch  
David Hart  
  
MHS Charges  
John Bush  
  
Meat Plant  
Approvals and  
Approvals Policy  
Sylvie  
Sadowski  
  
Meat  
Hygiene Policy  
Joanna  
Fullick  
  
Veterinary  
Advisor  
Milorad  
Radakovic  
  
Veterinary  
Public Health  
Research  
Mary Howell

**Veterinary  
Advisors**  
  
Alistair Booth  
  
Jose Camara-Diaz  
  
Dennis Cryer  
  
Jose Gomez-Luengo  
  
John Hukku  
  
John Sterry  
  
Lawson Wood  
  
David Thomas



Director of Enforcement  
**David Statham**



Enforcement Division  
**Julie Monk**

Food Authenticity, Monitoring, Strategy & Policy  
**Paula Waldron**

Food Fraud Diversity, Support & Audit  
**Vacancy**

Food Authenticity  
**Mark Woolfe**

Monitoring  
**Geoff Deville**

Strategy & Policy  
**Vacancy**

Audit Branch  
**John Questier** (London)  
**John Cragg** (York)

Food Fraud, Diversity & Support  
**Shaheen Zar**



Food Hygiene Implementation Division  
**Tom Murray**

Regional Presence Unit  
**John Barnes**

Food Safety Management (HACCP) Policy  
**Stephen Airey**

Food Safety Management (HACCP) Implementation  
**Julian Blackburn**

Food Hygiene Regulations Applications Project  
**Catherine Bowles**

Official Controls Regulation Application Project  
**Catriona Stewart**

**Regional Co-ordinators**

East Midlands  
**Rob Howard**

North West  
**Angela Towers**

South East  
**Alan Harvey**

South West  
**Toni Smith**



Imported Food Division  
**Sarah Appleby**

Food Standards Enforcement  
**Colin Houston**

Imported Foods  
**Mark Ball**

Wine Standards  
**Alan Curran**

**Legal Investigators**

**Gareth Williams**

**Dave Hickman**

**Alan Stead**

**Andy Perry**

**John Roberts**

**Keith Bassett**

**Adrian Morgan**

**Robert Astley**

**Marita Benito**



Director of Legal Services  
**Vivienne Collett**

Deputy Director  
**Alex Rae**

Food Labelling, General Food Law  
**Vacancy**

Meat Hygiene, TSE Controls  
**Marcus Porter**

Emergencies, Imports, EC Food Package  
**John Guthrie**

Animal Feedingstuffs, Contaminants, Contact Materials  
**Robert Madge**

Enforcement, Advice to MHS, Hygiene Charges  
**Barry Proudfoot**

Additives, Water, Fish/Shellfish, Irradiation, Specific Foods, GM/Novel Foods, Information Disclosure, Contract / Commercial Liaison  
**Alison Nunn**



Director of Communications  
**Terrence Collis**

Head of External Affairs / Deputy Director  
**Stephen Humphreys**

Media Relations Manager  
**Gabrielle Owtram**

News Manager  
**Justin Everard**

Marketing  
**James Brandon**

Editorial & Website  
**David Payne**

Public Affairs  
**Julie Sheppard**

Consumer Branch  
**Jaswinder Bangar**

Business Support Branch  
**Velene Igbinyemi**

Chair's Speechwriter  
**Roger Lakin**

Internal Comms Manager  
**Bridget Holley**



Director of FSA Scotland  
**George Paterson**

Policy & Regulation  
**Lydia Wilkie**

Science & Enforcement  
**Jim Thomson**

Science (Research, Surveys & Advice)  
**Anna Whyte**

Food Standards, Diet & Nutrition  
**Susan Pryde**

Contaminants, Hygiene, Additives & Shellfish  
**Sandy McDougall**

Local Authority Food Law Enforcement  
**Peter Midgley**

Corporate Services  
**Martin Reid**

Animal Food Chain & Novel Foods  
**Elspeth MacDonald**

Strategy & Co-ordination  
**Bill Adamson**

Medical Advisor  
**Jane Knight**

Audit  
**Marion McArthur**



Director of FSA Wales  
**Joy Whinney**

Nutrition Policy  
**Food Safety Policy & Corporate Issues Phil Morgan**

LA Enforcement, Food Hazards, FEPA, Chernobyl Monitoring  
**Fish & Shellfish Emergency Planning Jane Davies**

Agricultural Issues - Meat Dairy Policy, Slaughterhouses, BSE MHS Liaison  
**Animal Feedstuffs Mike Pender**



Director of FSA Northern Ireland  
**Morris McAllister**

Deputy Director  
**Food Safety, Enforcement & Consumer Choice Gerry McCurdy**

Assistant Director  
**Corporate Resources Roberta Ferson**

General Food Hygiene  
**Trevor Williamson**

Primary Production  
**Kirsten Dunbar**

Audit  
**Michael Jackson**

Meat Hygiene  
**Jim Ross**

Consumer Choice  
**Maria Jennings**

## Appendix 4 Analysis of Departmental Expenditure Plans

The aim of the following tables is to provide a detailed analysis of departmental expenditure plans in resource terms, showing resource consumption and capital investment.

**Table 1 Total public spending for the Food Standards Agency**

This table shows the Departments total public spending splitting the total Departmental Expenditure Limit (DEL) into resource and capital DEL.

Consumption of Resources	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
Request for Resources: 1) Protecting and promoting public health in relation to food									
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	94,982	99,165	105,278	102,440	109,700	108,892	106,240	103,654	101,130
b) slaughterhouse inspections and controls	25,054	24,442	29,847	31,606	34,200	35,000	34,148	33,316	32,505
c) FSA devolved funding:	-	-	-	-	-	-	-	-	-
of which:									
Scotland:									
Expenditure	5,410	4,533	6,311	7,631	10,346	10,671	10,671	10,671	10,671
Income	(5,410)	(4,533)	(6,311)	(7,631)	(10,346)	(10,671)	(10,671)	(10,671)	(10,671)
Wales:									
Expenditure	2,041	2,060	2,214	2,254	2,852	2,852	2,852	2,852	2,852
Income	(2,041)	(2,060)	(2,214)	(2,254)	(2,852)	(2,852)	(2,852)	(2,852)	(2,852)
Northern:									
Expenditure	1,245	1,376	2,867	2,789	9,360	10,852	10,852	10,852	10,852
Income	(1,245)	(1,376)	(2,867)	(2,789)	(9,360)	(10,852)	(10,852)	(10,852)	(10,852)
<b>Total Resource Budget</b>	<b>120,036</b>	<b>123,607</b>	<b>135,125</b>	<b>134,046</b>	<b>143,900</b>	<b>143,892</b>	<b>140,388</b>	<b>136,970</b>	<b>133,635</b>
of which:									
Resource DEL <sup>(1,2)</sup>	120,036	123,607	135,125	134,046	143,900	143,892	140,388	136,970	133,635
of which:									
Depreciation	1,510	1,792	2,466	1,615	2,004	2,004	1,955	1,908	1,861
Cost of Capital charges	150	-96	-1,587	-658	762	762	743	725	708
New Provision & adjustments to previous provisions	42	396	2,451	-1,597	42	42	41	40	39
Changes in provision and other charges	-	70	65	65	-	-	-		

**Table 1 (continued)**

Capital Spending	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	1,158	1,195	430	853	322	322	314	307	299
b) slaughterhouse inspections and controls	359	1,897	469	500	625	325	317	309	301
<b>Total capital budget</b>	<b>1,517</b>	<b>3,092</b>	<b>899</b>	<b>1,353</b>	<b>947</b>	<b>647</b>	<b>631</b>	<b>616</b>	<b>601</b>
of which:									
Capital DEL <sup>(1)</sup>	1,517	3,092	899	1,353	947	647	631	616	601
<b>Total public spending<sup>(3)</sup></b>	<b>120,043</b>	<b>124,907</b>	<b>133,558</b>	<b>133,784</b>	<b>142,843</b>	<b>142,535</b>	<b>139,064</b>	<b>135,678</b>	<b>132,374</b>

(1) Departmental Expenditure Limits, set as part of the 2006 Spending Review

(2) of which, resource "near-cash" DEL

(3) Total public spending calculated as the total of the resource budget plus the capital budget, less depreciation

**Table 2 Departmental Resource Budget**

This table shows the breakdown of resource spend between MHS and FSA HQ, and what the money is spent on.

Consumption of resources by activity:	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	94,982	99,165	105,278	102,440	109,700	110,792	106,240	103,654	101,130
b) slaughterhouse inspections and controls	25,054	24,442	29,847	31,606	34,200	33,100	34,148	33,316	32,505
<b>Total Resource Budget</b>	<b>120,036</b>	<b>123,607</b>	<b>135,125</b>	<b>134,046</b>	<b>143,900</b>	<b>143,892</b>	<b>140,388</b>	<b>136,970</b>	<b>133,635</b>
of which:									
Resource DEL <sup>(1,2)</sup>	120,036	123,607	135,125	134,046	143,900	143,892	143,892	143,892	143,892

(1) Departmental Expenditure Limit, set as part of the 2006 Spending Review

(2) of which, resource "near cash" DEL

**Table 3 Departmental Capital Budget**

This table gives a breakdown of investment or capital spending plans by the MHS and FSA HQ.

Capital Spending:	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	625	1,195	430	1,097	322	322	314	307	299
b) slaughterhouse inspections and controls	282	1,897	469	500	625	325	317	309	301
<b>Total Capital Budget</b>	<b>907</b>	<b>3,092</b>	<b>899</b>	<b>1,597</b>	<b>947</b>	<b>647</b>	<b>631</b>	<b>616</b>	<b>601</b>
of which: Resource DEL <sup>(1,2)</sup>	907	3,092	899	1,597	947	647	631	616	601

(1) Departmental Expenditure Limist, set as part of the 2006 Spending Review

**Table 4 Capital Employed**

Resource Accounting and Budgeting (RAB) gives a much clearer picture of the capital assets used by a department. This is used as the basis for calculating the cost of capital charges paid by departments to reflect the economic costs of holding the assets. This table sets out total capital employed by the department within the accounting boundary, and by its sponsored bodies outside the boundary.

	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
General Fund	(9,737)	(8,748)	(66,464)	(43,063)	(43,063)	(43,063)	(43,063)	(43,063)	(43,063)
Revaluation Reserve	569	545	363	363	363	363	363	363	363
<b>Total Resource Budget</b>	<b>(3,111)</b>	<b>(9,168)</b>	<b>66,101</b>	<b>(42,647)</b>	<b>(42,700)</b>	<b>(42,700)</b>	<b>(42,700)</b>	<b>(42,700)</b>	<b>(42,700)</b>

**Table 5 Analysis of Administration Costs**

This table shows the analysis of administration costs.

	2002-03 Outturn £'000	2003-04 Outturn £'000	2004-05 Outturn £'000	2005-06 Outturn £'000	2006-07 Outturn £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
<b>Gross Admin Costs:</b>									
Pay bill:	21,422	22,898	24,578	27,556	28,576	28,576	27,880	27,202	26,539
Other	22,725	23,503	34,566	29,887	44,315	46,687	45,550	44,442	43,360
<b>Total Gross Admin Costs</b>	<b>44,147</b>	<b>46,401</b>	<b>59,144</b>	<b>57,443</b>	<b>72,891</b>	<b>75,263</b>	<b>73,431</b>	<b>71,643</b>	<b>69,899</b>
Related administration cost receipts	(11,084)	(8,101)	(14,027)	(13,224)	(21,568)	(22,848)	(22,292)	(21,749)	(21,220)
<b>Total net administration costs</b>	<b>33,063</b>	<b>38,300</b>	<b>45,117</b>	<b>44,219</b>	<b>51,323</b>	<b>52,415</b>	<b>51,139</b>	<b>49,894</b>	<b>48,679</b>
of which:									
Departmental expenditure limit (DEL)	33,063	38,300	45,117	44,219	51,323	52,415	51,139	49,894	48,679
Non-cash AME	-	-	-	-	-	-	-	-	-
<b>Total net administration costs by activity:</b>									
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	33,063	38,300	45,117	44,219	51,323	52,415	51,139	49,894	48,679
<b>Total Administration Costs</b>	<b>33,063</b>	<b>38,300</b>	<b>45,117</b>	<b>44,219</b>	<b>51,323</b>	<b>52,415</b>	<b>51,139</b>	<b>49,894</b>	<b>48,679</b>

**Table 6 Staff Numbers**

This table shows analyses of staff numbers, including the Meat Hygiene Service, in terms of Civil Service Full Time Equivalents (FTEs).

	2002-03 Actual £'000	2003-04 Actual £'000	2004-05 Actual £'000	2005/06 Actual £'000	2006-07 Actual £'000	2007-08 Plans £'000	2008-09 Plans £'000	2009-10 Plans £'000	2010-11 Plans £'000
CS FTEs	2,175	2,207	2,258	2,175	2,175	2,175	2,175	2,175	2,175
Overtime	234	178	157	166	166	166	166	166	166
Casuals	51	32	38	32	32	32	32	32	32
<b>Total</b>	<b>2,460</b>	<b>2,417</b>	<b>2,453</b>	<b>2,373</b>	<b>2,373</b>	<b>2,373</b>	<b>2,373</b>	<b>2,373</b>	<b>2,373</b>

# Appendix 5 Progress against our Service Delivery Agreement

## Aim: Better Food Safety and Standards

Key Result	Performance Measurement	Delivery (main operational targets)	Assessment	Progress
Reduce foodborne illness by 20% by the end of the SR period	Published annual levels of foodborne illness based on laboratory reports of the five main foodborne bacteria excluding cases acquired abroad	Our published foodborne illness strategy and supporting action plan set out in detail how we will meet our overall target. We will publish 6-monthly progress reports against the plan.	Met	<p>At the end of the Spending Review period and based on provisional data for 2005, the reduction in foodborne illness as monitored by laboratory reports of illness due to the five main foodborne bacteria was 19.2%.</p> <p>We are continuing to implement strategies to secure a further reduction in foodborne disease.</p>

## Appendix 6 Complaints received by the FSA

- 1 The FSA's complaints procedure covers any written or oral expression of dissatisfaction with the service that we provide to our customers. These do not have to be 'formal' complaints. They will generally cover instances where it is felt that the FSA has failed administratively or taken inappropriate action. The complaints process does not cover disagreements over policy issues.
- 2 The complaints procedure is published on the FSA website [www.food.gov.uk/aboutus/how\\_we\\_work/fsacomplaintsprocedure](http://www.food.gov.uk/aboutus/how_we_work/fsacomplaintsprocedure). Initially, complainants are encouraged to approach the person in the FSA that they have been dealing with. If still dissatisfied, complainants are then invited to lodge a complaint with the FSA's Complaints Co-ordinator. If the matter cannot be resolved at this stage, the complainant can ask for their complaint to be referred to the Chief Executive. If they are still dissatisfied after the Chief Executive has investigated and replied, the complainant may ask any MP to refer the issue to the UK Parliamentary Commissioner for Administration (the Ombudsman).
- 3 The total recorded number of complaints received during 2005/06 was 16. This is typical of the numbers received for most years. These have varied between 12 and 19 per annum since 2000/01, the exception being 2004/05 during which 54 complaints were made, the majority concerning Sudan 1. Of those received in 2005/06, 12 were resolved internally by Divisions, three were dealt with by the FSA's Complaints Co-ordinator and one was handled by the Acting Chair. There were no complaints referred to the Ombudsman. The 16 complaints came from a variety of sources. There were three from local authorities, two from sections of the media and 11 from members of the general public.
- 4 The 16 recorded complaints are categorised on the same basis as previous years<sup>8</sup>:

Category	Definition	Number	Resolution
A	No fault, where complaint turned out to be unfounded	8	All resolved after corresponding with complainants
B	Minor oversights and processing delays	3	All resolved after explanations were provided
C	Complex and novel issues, which caused a delay or other problem	2	All resolved after explanations were provided
D	Complaints made in respect of diversity issues	0	
E	Other, such as inappropriate or inadequate actions taken by FSA	3	All resolved after explanations were given by officials
<b>Total</b>		<b>16</b>	

<sup>8</sup> The categories do not include requests for internal reviews of decisions made under the Freedom of Information Act (FoIA) or Environmental Information Regulations (EIR).

- 5 Each year, an analysis of complaints is undertaken to see if they reveal potential weaknesses within the FSA's internal processes. From those received over the past year, the following issues have arisen:
  - the complaint handled by the Acting Chair came from a local authority which considered that a decision to undertake a full audit of its food service had been made unfairly by two senior members of staff. The Acting Chair concluded that the complaint was unfounded, but it did at the same time reveal some gaps in the FSA's complaints handling process
  - in the last 2 reporting years (2004/05 and 2005/06) there has been one complaint per year which concerned correspondence addressed simply to the 'Food Standards Agency' going unanswered (there has also been one so far in 2006/07). When investigating the complaints it has not proved possible to ascertain whether the letters had ever been received by FSA, or whether the fault lay with the internal handling. Such correspondence is now being logged on a central database which will permit better tracking
  
- 6 Whilst not a complaint received this year, it is worth noting the conclusion of an Ombudsman's investigation into a complaint received in 2004. A company alleged that its shellfish beds had been wrongly classified by FSA. In her report the Ombudsman stated she had not found evidence that demonstrated administrative fault by FSA, and she did not uphold the complaint.
  
- 7 A Board paper outlining complaints received and action taken in 2006/07 will be published on our website [www.food.gov.uk](http://www.food.gov.uk) following discussion at the July 2007 Board meeting.

# Appendix 7 MHS enforcement

## The MHS Inspection Team

- 1 The MHS provides assurance to consumers that Food Business Operators produce hygienic fresh meat and that risks to animal health and welfare are controlled. This is achieved through verification and audit of the Food Business Operator's food safety management plan, based on HACCP (Hygiene Assessment and Critical Control Points) systems; meat inspection, and fair, consistent and effective enforcement where appropriate. The MHS is present in approved slaughterhouses, cutting plants, farmed and wild game facilities, and co-located minced meat and meat products premises. The MHS also enforces the regulations concerning bovine and other Transmissible Spongiform Encephalopathies (TSEs), and animal by-products, in approved premises. The MHS operational workforce consists of around 1,450 full-time, casual and contracted staff in the 'front-line' meat inspection teams located in approved fresh meat premises throughout Britain. In addition, the MHS employs around 200 administrative and managerial staff at its headquarters in York and its five regional offices in York, Edinburgh, Wolverhampton, Cardiff and Taunton. Application of the health mark confirms that red meat and wild game has been produced in accordance with the regulations, and under the supervision of an Official Veterinarian (OV).

## MHS Enforcement Policy

- 2 The MHS Enforcement Policy outlines the major functions of the MHS, the principles of enforcement that the MHS has agreed to adopt, and the standards that will be applied when carrying out enforcement work. It also seeks to ensure that any formal action in which the MHS engages is reasonable, consistent, and proportionate to the risk posed to public health and animal welfare. The published enforcement policy can be accessed at [www.food.gov.uk/multimedia/pdfs/mhsenforcementpolicy.pdf](http://www.food.gov.uk/multimedia/pdfs/mhsenforcementpolicy.pdf)
- 3 Those working for the MHS may speak directly to plant production staff, but will also inform the managers of approved premises of significant deficiencies. Written advice/warnings are appropriate when there is a minor contravention of the regulations which does not have an immediate impact on public health or animal welfare, or where the occupier fails to follow previous verbal advice. Where informal advice is not followed, the OV may escalate matters up to formal enforcement through the enforcement hierarchy.

## Formal Enforcement Action

- 4 Statutory notices may be served due to defects in hygiene, unsatisfactory structural matters, to stop the use of particular types of equipment, to impose conditions on the meat production process, to close down the operation

completely, or to stop a particular practice that contravenes the hygiene provisions of the legislation. Statutory notices must accurately reflect the non-compliance, refer correctly to the relevant legislation, and be clearly legible and unambiguous in order to be legally valid.

### Formal and informal enforcement action taken by the MHS during 2006/07

- 5 Implementation of the EU Food Hygiene Regulations from 1 January 2006 did not materially affect the reasons for taking enforcement action, but it did herald a change in the layout of the formal notices that can be served, and in their titles.

Formal Action	Number of Notices, 1 April 2006 – 31 March 2007
Hygiene Emergency Prohibition Notice, served under the Food Hygiene (England) (Scotland) (Wales) Regulations 2006, giving an FBO a day's notice of the intention to apply to a court for the granting of a Hygiene Emergency Prohibition Order	Nil
Hygiene Improvement Notice served under the Food Hygiene (England) (Scotland) (Wales) Regulations 2006	777
Remedial Action Notice served under the Food Hygiene (England) (Scotland) (Wales) Regulations 2006	346
	<b>Number of Warnings, 1 April 2006 – 31 March 2007</b>
Informal Action	
Written warning	6,637

Source: Veterinary & Technical Directorate of the MHS

## Prosecutions

- 6 Legally, prosecutions are taken by the relevant enforcement authority. In practice, in England and Wales they are taken by the FSA following a recommendation by the MHS, for all cases except animal welfare, cattle identification and some animal by-product and TSE offences, where Defra prosecute. In Scotland the prosecutor is the Procurator Fiscal.
- 7 Prosecutions are only taken after oral representations have been made to the plant management. Usually – but not always – other enforcement tools (such as written advice/warnings, and/or statutory notices) will have been tried and found wanting before a prosecution is recommended by the OVS.
- 8 Those recommendations are subject to a robust quality control process, passing through the hands of the Regional Veterinary Adviser, the Regional Director, FSA Investigations Branch, FSA Legal and – where appropriate – Defra lawyers. The final decision on whether or not to prosecute rests with prosecution lawyers acting on behalf of the FSA or Defra, in accordance with the Code for Crown prosecutors, taking into account any recommendation from the MHS. FSA lawyers take into account the MHS Enforcement Policy.
- 9 In Scotland, the decision to prosecute rests with the Procurator Fiscal who will consider cases reported by the FSA Legal Department on the basis of recommendations from the MHS, in accordance with the Prosecution Code issued by the Crown Office and the Procurator Fiscal Service.
- 10 In certain circumstances, cautioning (or, in Scotland, a formal warning) will be appropriate – for example, where the criteria for prosecution have been made out, but there have been admissions; there is no history known of the defendant; the offence is less serious, and there is evidence of remorse.
- 11 In 2006/07, the FSA Investigations Branch undertook to investigate 300 referrals by the MHS for possible prosecution. The breakdown of these was as follows:

### Referrals by the MHS for possible prosecution, 2006/07

Legislation	Number of referrals
Food hygiene/safety	110
Transmissible Spongiform Encephalopathies (TSEs)	72
Animal welfare	71
Animal By-Products	28
Cattle Identification	19
<b>Total</b>	<b>300</b>

Source: Legal Services, Food Standards Agency

## Referrals to prosecutors, and results of referral, 2006/07

Prosecuting body	Total referrals	Convictions	Official cautions /Warning letters	Referrals in court	Referrals withdrawn	Under review at prosecutors	No further action after review
DoH/DWP (on behalf of the FSA)	76	12	5	38	6	8	7
Defra	87	3	21	33	7	7	16
Procurators Fiscal (Scotland only)	29	6		8	4	5	6

Source: Legal Services, Food Standards Agency

- 12** Only in exceptional circumstances will a case be referred, investigated, and prosecuted all within the same 12-month period. However, during 2006/07 a total of 206 charges were laid across 39 cases. Ultimately, 31 of the 39 cases resulted in conviction. Two cases resulted in acquittal and the remaining 7 cases were withdrawn.

## Appendix 8 Glossary of terms

AFAL	Awards for Food Action Locally
BSE	Bovine Spongiform Encephalopathy
DARD	Department of Agriculture and Rural Development
DEL	Departmental Expenditure Limit
DfES	Department for Education and Skills
DHSSPS	Department of Health, Social Services and Public Safety
EC	European Commission
EFSA	European Food Safety Authority
EU	European Union
FSA	Food Standards Agency
FSPB	Food Safety Promotion Board in Ireland
FTEs	Civil Service Full Time Equivalent staff
GM	Genetically modified
HACCP	Hazard Analysis and Critical Control Point – a documented food safety management system widely regarded as the most effective way of managing and controlling hazards inherent in food handling and production. It is a structured approach based on seven principles, which may be applied flexibly in food businesses of all sizes to ensure that proportionate risk-based controls are in place and safe food is produced.
LACORS	Local Authorities Coordinators of Regulatory Services
LTC	Long term classification
MHS	Meat Hygiene Service
NCP	National Control Plan
NI	Northern Ireland
NSSG	Nutrition Strategy Steering Group
Ofcom	Office of Communications
OTM	Over Thirty Months
OV	Official Veterinarian (MHS)
SACN	Scientific Advisory Committee on Nutrition
SFAC	Scottish Food Advisory Committee
SFBB	Safer Food, Better Business
TNS	Target nutrient specifications
TSE	Transmissible Spongiform Encephalopathy
WSB	Wine Standards Board



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