



FOOD
STANDARDS
AGENCY

Putting the Consumer First

Departmental Report Spring 2004

This document is part of a series of Departmental Reports (Cm 6201 to 6231) which, along with the Main Estimates 2004-05, the document *Public Expenditure Statistical Analyses 2004*, and the Supply Estimates 2004-05: Supplementary Budgetary Information, present the Government's expenditure plans for 2003-2006.

The complete series of *Departmental Reports and Public Expenditure Statistical Analyses 2004* is also available as a set at a discounted price.



Food Standards Agency
Departmental Report

Presented to Parliament by the Secretary of State
for Health and the Chief Secretary to the Treasury
by Command of Her Majesty

April 2004

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The purpose of this report is to present to Parliament and the public a clear and informative account of the expenditure, activities and performance of the Food Standards Agency.

This report and those of 2001, 2002 and 2003 are available on the Internet at www.food.gov.uk/aboutus/publications/busreps

Foreword by the Chair of the Food Standards Agency

I am pleased to present the Food Standards Agency's annual Departmental Report, which details the Agency's key activities and achievements for the year April 2003 to March 2004.

Two distinct developments characterise this period: a gradual decrease in levels of concern among consumers about food safety, and increased public awareness of the risks associated with an unhealthy diet. I believe these trends are, in part, a testimony to the achievements of the Agency since it was launched in April 2000, and also a challenge for the next five years.

The findings of the Agency's fourth annual *Consumer Attitudes to Food* survey underline these trends. Safety concerns about BSE, meat and eggs continue to decline, while about 40 per cent of respondents claim to have changed their eating habits to some extent, triggered by concerns about the amount of fat, salt, and sugar in food.

Provisional results for 2003 from the surveillance centres across the UK support consumer perceptions on food safety. These figures show a reduction of just over 20 per cent in the main causes of foodborne disease. This suggests that one of the key targets set out in the Agency's inaugural Strategic Plan has been met two years early.

Furthermore, an Agency survey of UK-produced eggs published in March 2004 found Salmonella contamination had fallen by about a third since 1996. Contamination inside the egg was virtually eradicated, and very few samples tested positive for Salmonella on the shell.

Much still remains to be done though, and the Agency's Foodborne Disease Strategy has a comprehensive range of measures in progress to improve safety at all stages from farm to fork.

Further reductions in foodborne illness hinge to a large extent on tackling *Campylobacter*, the single biggest cause of foodborne disease in the UK. Evidence suggests that chicken is the major source. A strategy to combat *Campylobacter* contamination was published in June 2003, with the first phase of action – improving hygiene measures on broiler farms – launched in January 2004.

Improving hygiene standards in the catering sector, accounting for about 60 per cent of all UK food establishments, is another key area. The FSA has developed practical guidance in plain language called *Safer Food, Better Business*. This, together with appropriate training, should enable catering businesses to operate in accordance with the principles of good hygiene regardless of scale, from works canteens to burger vans.

A variety of educational and entertaining initiatives are ongoing under the umbrella of our Food Hygiene Campaign. This aims to improve consumer understanding of food hygiene and healthy eating. Demonstrations such as the spoof TV cookery show *Bad Food Live!* featured at several major public exhibitions. Our Christmas turkey advertisement proved successful for a second year with television viewers. And since November 2003 the FSA-sponsored Cooking Bus (a mobile kitchen/classroom), has been delivering food safety and healthy eating messages at schools across the country, focussing mainly on low-income areas.

Turning to our work on nutrition, the FSA is currently involved in two major initiatives to improve the balance of the diet.

In May 2003 the Scientific Advisory Committee on Nutrition (SACN) published its *Salt and Health Report*, in which it confirmed an increase in evidence for the link between salt consumption and high blood pressure. In England alone, high blood pressure contributes to more than 170,000 deaths each year. Based on the SACN report, the FSA has been able to issue for the first time salt intake targets specifically for children, and at the same time advise adults to cut salt intake from the current average of 9.5g to 6g per day.

In 2004 the FSA will be launching a major public information campaign on salt and health. And the Agency continues, along with UK Health Departments, to work with the food industry to achieve the reductions in the salt content of processed foods that will save lives.

Most advertising aimed at children is for foods high in salt, sugar, and fat, and the influence, or otherwise, of food promotion on diet has long been a contentious issue. Based on a systematic review of all the available evidence, the FSA has concluded that promotion and advertising of food does exert some degree of influence on children's preferences for both food brands and food categories. An independent academic seminar upheld these conclusions after considering various critiques and a contemporaneous food industry-funded review of similar evidence, that reached different conclusions.

On this basis, the FSA Board agreed at its March 2004 meeting to consult on an Action Plan designed to redress the imbalance in the promotion to children of foods high in fat, sugar, and salt over healthier options. The draft Action Plan encompasses promotion in the widest sense, so its recommendations extend to promotions in the school environment and public buildings, the retail and food service sectors, and to food labelling as well as broadcast, print, and new media advertising.

These activities are intended to help encourage a cultural shift towards a healthier diet, but it has to be recognised that food promotion is just one aspect of a complex, multi-factorial public health issue that threatens the quality of life and longevity of many people.

Consequently, the Agency is increasing the priority it gives to risks related to diet and health, in addition to maintaining its efforts on more traditionally-recognised food safety risks. This is reflected in the draft Strategic Plan for our second five years, which was circulated for consultation in April 2004. In tackling both its food safety activities and its commitments to improving the balance of the diet, the Agency will remain committed to its core values of putting the consumer first, of being open and accessible, and being an independent voice.



John Krebs

The Chair and Deputy Chair

Professor Sir John Krebs – Chair of the Food Standards Agency



Sir John Krebs has, since 1988, held a Royal Society Research Professorship in the Department of Zoology, Oxford University, where he is also a Fellow of Pembroke College. He has also held posts at the University of British Columbia and the University of Wales, Bangor. Sir John is an internationally renowned scientist for his research on the behaviour and ecology of animals.

Between 1994 and 1999, Sir John was Chief Executive of the Natural Environment Research Council. Sir John is a Fellow of the Royal Society, a member of Academia Europea and of the Max Planck Society, an Honorary Foreign Member of the American Academy of Arts and Sciences, and a Foreign Member of the American Philosophical Society. He has received numerous awards and honorary degrees for his scientific work.

Julia Unwin OBE – Deputy Chair



Julia Unwin OBE has worked in the voluntary sector, local and central government and in the private sector, and has a long track record in promoting and developing the public interest in social policy. She was a Charity Commissioner from 1998 to April 2003. She served on the Board of the Housing Corporation for over ten years, and was the Chair of the Investment Committee there. She was chair of the Refugee Council until 1998. She is a member of the Committee Reference of Friends Provident and a Board member of the National Consumer Council. She is also an independent Board member of the DTI, and a member of the Audit Committee there.

In a freelance capacity she has been an adviser to grant-making trusts and to companies and has researched and published on the funding of the voluntary sector. As a consultant she has specialised in issues of governance and organisational strategy. As a Senior Associate at the King's Fund she is currently chairing an inquiry into the care market for elderly people in London.

The Food Standards Agency Board



Top (left to right): Professor Sir John Krebs; Chair; Julie Unwin OBE – Deputy Chair; Ann Hemingway CBE; Michael Gibson; Michael Walker; Dr Sati Ariyanayagam.

Middle (left to right): Richard Ayre; Chrissie Dunn; Baroness Valerie Howarth OBE; Iain MacDonald; Professor Andrew Miller; Robert Rees.

Bottom (left to right): Vernon Sankey; Sandra Walbran.

Ann Hemingway

Ann Hemingway CBE is Chair of the Advisory Committee for Wales. Ann is an experienced businesswoman qualified in Home Economics and Marketing. Her early career experience was in publicity for the milling industry before she moved to British Gas, initially in a marketing role using her home economics background but later taking senior management positions in information technology, personnel and general management of customer service operations. She played a significant role in developing the new direction for British Gas from

Ann Hemingway – continued privatisation through to demerger, leading the management team responsible for customer service in the first phase of gas competition. She is currently a non-executive Director on the Board of the Department for Transport and holds other non-executive roles in transport with the Highways Agency and Driver and Vehicle Operators Group.

Michael Gibson **Michael Gibson** is Chair of the FSA's Scottish Food Advisory Committee and sits on the Meat Hygiene Advisory Committee to advise the Board on meat hygiene policy and to take a strategic overview of the Meat Hygiene Service.

Michael is Managing Director of a small family butchery company, Macbeth's Butchers, employing eight full and part-time staff. He runs this in conjunction with Edinvale Farms, upland farms of some 900 acres with 600 head of cattle. In his role as Senior Fieldsman to the Highland Cattle Society, Mr Gibson provides advice to breeders on feeding, marketing, breeding policy and general husbandry as well as formulating Society policy on breed development.

Michael recently joined the Board of Governors and has been made a trustee of the Macaulay Land Use Research Institute, Scotland's foremost scientific institution advising policymakers and land managers on a wide range of land use issues. Michael has also been Vice Convenor, Chair of the Agricultural Committee and Chair of the Highland region of the Scottish Landowners Federation.

Michael Walker **Michael Walker** is Chair of the FSA's Food Advisory Committee for Northern Ireland. As a partner in a private firm of UKAS accredited consulting chemists, he is the resident Public Analyst for Northern Ireland. The Public Analyst provides an official food control laboratory for Local Authorities, dealing with, among other things, chemical enforcement services relating to food composition, additives, contaminants, labelling and consumer complaints. He was appointed to the General Consumer Council (Northern Ireland) in February 1999, and is convenor of the Council's Food and Consumer Affairs Group. He was a member of the Advisory Board of the all-island implementation body, the Food Safety Promotion Board between 2000 and 2002. His academic background is in chemistry and he is a fellow of the Royal Society of Chemistry and a member of the Institute of Food Science and Technology.

Dr Sati Ariyanayagam

Sati Ariyanayagam is a Consultant Physician at Barking, Havering and Redbridge NHS Hospitals Trust in Essex, chairing the Senior Medical Staff Committee's Havering Division. He is an elected member of the General Medical Council, the BMA and currently serves as a Clinical Governance Reviewer with the Commission for Health Improvement and an External Research Assessor to the Community Fund. He also makes a professional contribution to the Eastern Region Multi Centre Research Ethics Committee as its Deputy Vice Chair. As a member of the Consumers' Association, Dr Ariyanayagam has championed the 'public interest' for a number of years and has served the Committee on Toxicology and the Advisory Committee on Research within the FSA previously.

Richard Ayre

Richard Ayre is a consultant in media ethics. He was Deputy Chief Executive of BBC News until 2000 and before that the BBC's Controller of Editorial Policy, responsible for the editorial and ethical standards of all BBC programme-making. He now advises media organisations in the UK and overseas. He is Freedom of Information Adjudicator for the Law Society, and Chairman of Article 19, a charity that works around the world to achieve freedom of expression, to fight censorship and to promote open government.

Chrissie Dunn

Chrissie Dunn was a founder and, until 2002, Managing Director of Danby's Foods Limited. Danby's Foods are manufacturers of own-label and branded frozen and chilled ready meals, soups and sauces for the retail and food service sectors in the UK and Northern Europe. Her academic background is in education where she gained experience in nursery, primary, secondary and special needs education both as a teacher and School Governor. She is currently a Director of The Dales Quality Meat Company, which she helped to form in 2002 to promote and market the provenance, traceability and quality of meat products produced in the Northern Pennine Dales for the benefit of consumers throughout the UK, encourage food tourism and conserve the heritage of the Pennine Dales. The Company is owned and supplied by Dales farmers. Mrs Dunn has comprehensive knowledge of all stages of food production and the supply chain, from primary production, secondary processing and distribution through to consumer sales via retail and food service outlets. Her breadth of knowledge is particularly strong with regard to matters of food safety and quality assurance standards. She was a Director of Business Link York and North Yorkshire from 1966–1999 and is currently a Council Member of Food from Britain (DEFRA) and Board Member of the Yorkshire, Humber and East Midlands Industrial Development Board (DTI). She was appointed to the Board of the Food Standards Agency in 2003 and serves on the Audit Committee.

**Baroness
Howarth of
Breckland**

Baroness Howarth of Breckland OBE (Valerie Howarth) was, until July 2001, the Chief Executive of the charity ChildLine, the free national helpline for children in trouble or danger. Under her leadership, ChildLine counselled over one million children and young people since it opened in 1986 and developed from a small London-based project to a UK-wide children's charity. A social worker by background, she worked in the Family Welfare Association, the London Borough of Lambeth and then Brent where she was Director of Social Services. During this time she served on numerous working parties and chaired several child-care service groups. She was the first UK representative of the European Forum for Child Welfare, a founder member and first Chair of the Telephone Helplines Association, founded the King's Cross Homelessness Project and London Homelessness Forum. She has taken a leading role in changing the law concerning Child Witnesses and served on the Department of Health's Quality Protects Steering Group. She has spent over ten years in consumer protection and standard setting as a committee member of the Independent Committee for the Supervision of Telephone Information Systems (ICSTIS). She is President of John Grooms Association for Disabled People, Vice Chair of the Faithfull Foundation, an organisation providing treatment for child abusers and Patron and Trustee of Little Hearts Matter. She chairs the 'Stop It Now' campaign, a partnership organisation involved in child abuse education. In February 2000 she was appointed to the Board of the Food Standards Agency and serves on the Meat Hygiene Advisory Committee. From February 2001–2004 she was Vice Chair of The National Care Standards Commission and is now Deputy Chair of the Children and Families Courts Advisory Support Services (CAFCASS). Awarded the OBE in 1999, she became Baroness Howarth of Breckland in the Summer of 2001, one of the first of the new commission-appointed peers. She is Secretary of the All Parliamentary Children's Group and sits on the European Union Sub Committee (Social Policy and Consumer Affairs).

Iain MacDonald

Iain MacDonald is currently self-employed as a management consultant and Chartered Surveyor. He is a Fellow of the Royal Institution of Chartered Surveyors, a Member of the Institute of Management and a Member of the Institute of Revenues, Rating and Valuation. He is a former Local Authority Chief Executive and a widely experienced senior manager with extensive experience of change and business management in the public, voluntary and private sectors. One of his most recent assignments was as the United Nations Municipal Administrator for the City of Pristina in Kosovo, combining the role of Mayor, Council Leader and Chief Executive of the City. Iain has widespread experience of serving on boards and committees and of chairing meetings. He has served as national President and national Chair of a number of professional associations and is Chair of the Food Standards Agency Meat Hygiene Advisory Committee and Chair of the Meat Hygiene Service Audit and Risk Committee.

**Professor
Andrew Miller**

Andrew Miller is a biophysicist interested in the structure and arrangement of the molecules in biological fibres particularly collagen, keratin and muscle. He has spent two-thirds of his career in universities and one-third in publicly-funded research laboratories, mainly in the UK but also in Australia, France and the USA. The output from research in molecular biophysics is applicable to problems in medicine, agriculture and the food industry. He was a lecturer in molecular biophysics at the University of Oxford from 1966–84. He was the first Head of the European Molecular Biology Laboratory in France from 1975–80 and was the first Director of Research at the European Synchrotron Radiation Facility in Grenoble, France from 1986–91. He was Professor of Biochemistry at the University of Edinburgh from 1984–94 and Vice Principal from 1993–94. From 1994–2001 he was Principal and Vice-Chancellor of the University of Stirling and from 2001–2002 the Interim Chief Executive of Cancer Research UK where he oversaw the merger of ICRF and CRC into the largest cancer charity in the world. At present he is General Secretary of the Royal Society of Edinburgh and takes up the post of Secretary and Treasurer of the Carnegie Trust for the University of Scotland in July 2004.

Robert Rees

Robert Rees is a self-employed consultant, chef and restaurateur from Far Oakridge, Gloucestershire. He has a strong catering background. From 1993 until 2000 he ran a restaurant called The Country Elephant in Painswick. He has also worked in restaurants in Bath, in the Grand Cayman Islands (West Indies) and at Le Gavroche, one of London's most fashionable eating houses. He has had entries in many international restaurant guides, including the *Michelin Guide* (Gourmande and Red Meal Award); *Taste of West Country*; the *Good Food Guide*; the *Egon Ronay Guide*; the *Ackerman Guide*; and has been awarded two AA rosettes in four consecutive years. He is currently resident chef for Stroud Farmers' Markets, cooking seasonal and local fresh produce. Robert is a consultant with Gloucestershire Tourism, Vice Chair of Taste of the West and Director of Stroud Education Business Partnership. Robert is a regular contributor on terrestrial and satellite television and BBC Radio Gloucestershire. He is former Chairman of Gloucestershire Hospitality Education and Tourism Group – an organisation with a remit of upskilling the industry as well as promoting various careers. He is a former assessor and lecturer in the Hospitality Department of Gloscat where he is involved with Modern Apprenticeships, National Trainee schemes and work-based training. Robert is a member of the SME taskforce for the Sector Skills Council and a General Governor of the British Nutrition Foundation.

Robert is also a board member of the Stroud Business Education Partnership, and has worked with Gloucestershire Tourism promoting local foods. Robert does a lot of work with children and persons with various special needs. He has been involved with Gloucester Food Links promoting food as a life skill, healthy diets and procurement challenges. In July 2002 he was appointed General Governor of the British Nutrition Foundation. Robert's term with the board came to an end in February 2004.

Vernon Sankey

Vernon Sankey is currently a non-executive Director of Pearson plc, Zurich Financial Services AG (Swiss), Taylor Woodrow plc and Cofra AG (Swiss). He is Chairman of the Really Effective Development Company Ltd and Deputy Chairman of Photo-Me International plc and Beltpacker plc. He also serves on the Advisory Boards of a number of companies in the UK and abroad. From 1992 to 1999 he was Chief Executive of Reckitt & Colman plc, having spent 28 years with that company in a number of functions and countries and was also Chairman of Thomson Travel Group plc, Gala Group Ltd and Gala Group Holdings plc. Vernon is a former member of the London Stock Exchange's Listed Companies Advisory Committee, a former Board member of the Grocery Manufacturers of America and a former Council member of the UK's Food and Drink Federation.

Sandra Walbran

Sandra Walbran is currently employed as Food and Safety Manager at South Lakeland District Council. She has extensive experience in the Environmental Health field, particularly linked to the area of food safety and has a long-standing operational experience of management. She has been actively involved in the production of national guidance on many food safety matters including scientific research and publication of papers of importance in food safety. She was instrumental in the development and establishment of the national Curry Chef competition, which was later adopted by the Chartered Institute of Environmental Health and the Food Standards Agency. She currently represents the Cumbria region on the LACORS national Food Policy Forum.

The Food Standards Agency Chief Executive

Jon Bell – The Chief Executive



Dr Jon Bell is the Agency's Chief Executive and Chief Scientific Adviser. Prior to this appointment he was Deputy Chief Executive and Director of Food Safety Policy, and he was the Acting Chief Executive from December 2002 to April 2003. He joined the Agency on its formation in 2000 following a 25-year career in the Ministry of Agriculture, Fisheries and Food, during which time he held a wide variety of posts including a number at senior level overseeing areas which are now the responsibility of the Food Standards Agency.



Who we are

- 1.1 The Food Standards Agency was set up in April 2000 to protect public health and to restore public confidence in the way food safety decisions are made. 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.
- 1.2 The Agency 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. 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.'
- 1.3 We are committed to three core values that govern all that we do. They are to:
 - **put the consumer first**
 - **be open and accessible**
 - **be an independent voice**
- 1.4 Responsibility for our overall strategic direction and for ensuring that our legal obligations are fulfilled lies with our Board. The Board consists of a Chair, Deputy Chair and up to 12 other members. The Chair Sir John Krebs and the Deputy Chair Julia Unwin were 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 other current Board members, eight were appointed by the Secretary of State for Health, two by Scottish Ministers, and one each by the National Assembly for Wales and Department of Health, Social Services, Health and Public Safety in Northern Ireland. Members of the Board each demonstrate substantial achievement in their chosen field.

- 1.5 The day-to-day operations of the FSA are managed by the Chief Executive. He was appointed by the FSA with the approval of the appropriate authorities, the Prime Minister, and the Head of the Civil Service under normal Civil Service Commission rules. The Treasury has appointed the Chief Executive as Principal Accounting Officer of the FSA, with responsibility for the day-to-day running of the Agency itself. In particular, he has overall responsibility for preparing the FSA's accounts and for transmitting them to the Comptroller and Auditor General.
- 1.6 Our staff are civil servants, accountable through the Chief Executive to the Board. Food safety and standards are devolved matters; the FSA has offices in Scotland, Wales and Northern Ireland, each headed by a Director.
- 1.7 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. FSA Wales is funded by the National Assembly for Wales and is headed by a Director accountable to the Chief Executive of the FSA.
- 1.8 FSA 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. FSA Northern Ireland is funded from within the Northern Ireland estimates and is headed by a Director accountable to the Chief Executive of the FSA.
- 1.9 FSA Northern Ireland liaises closely with the Food Safety Promotion Board (FSPB) and the Food Safety Authority of Ireland in relation to food issues having an all-Ireland dimension, such as foodborne illness.

- 1.10 In Scotland, the FSA provides advice on proposed legislation 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. FSA Scotland is funded by the Scottish Parliament and is headed by a Director accountable to the Chief Executive of the FSA.
- 1.11 The Meat Hygiene Service (MHS) is an Executive Agency of the FSA operating within Great Britain. (The Department of Agriculture and Rural Development (DARD) provides a similar service in Northern Ireland.) Its main functions are to ensure that the highest standards required by the law for the hygienic production of meat and for the welfare of animals at slaughter are maintained, and to provide a meat inspection service to all licensed meat plants. The MHS also enforces the Bovine Spongiform Encephalopathy (BSE) controls in licensed premises. The MHS has its own Agency Accounting Officer (the MHS Chief Executive) and publishes its own Annual Report and Accounts.

What we do

- 2.1 Our job is to protect consumers from health risks, and otherwise to look after their interests in all matters connected with food. We have a wide remit, involving food safety across the whole food chain – ‘from farm to fork’.
- 2.2 We advise Ministers on all issues relating to food safety and standards. We negotiate on behalf of the UK in Europe and other international fora, where much of the legal framework and standards for the food market are set. We provide guidance to the public on healthy eating and carry out surveys on nutrition and diet to monitor changing eating habits.
- 2.3 We work with the Meat Hygiene Service (MHS) (an Executive Agency of the FSA with a Great Britain remit), local authorities and with other Government departments to ensure that regulations on food safety and standards are enforced to protect consumers. In Northern Ireland the Department of Agriculture and Rural Development (DARD) performs the equivalent functions to the MHS on behalf of the FSA.
- 2.4 Our high-level organisational chart is in Appendix 1. You can find out more about what we do on our website at www.food.gov.uk. The website is updated regularly. A detailed contact list by subject is available at:
www.food.gov.uk/aboutus/contactus1/contactusaz/



What we are aiming to achieve

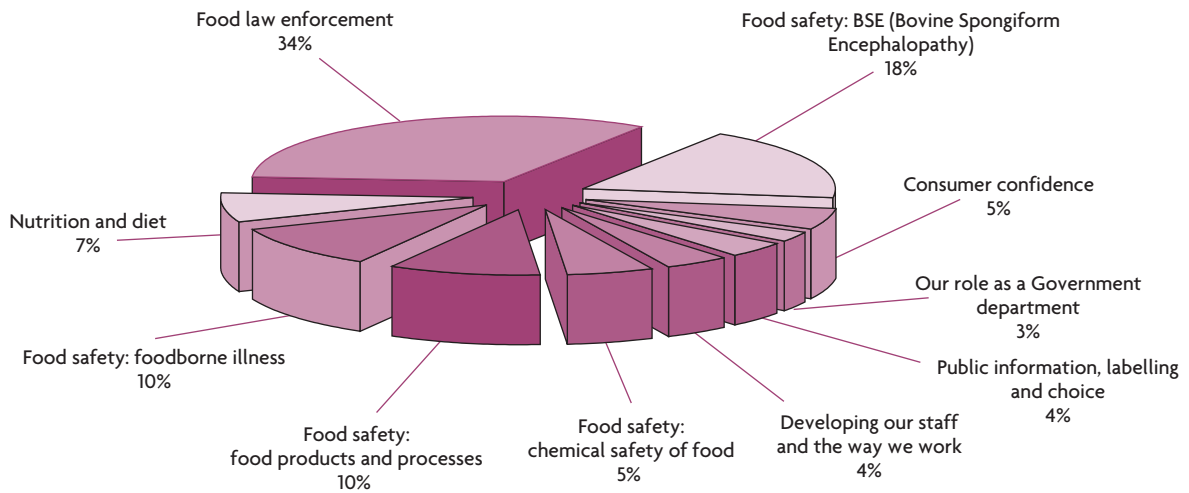
- 3.1 Our first Strategic Plan 2001/06 set out our key priorities for food safety, public information, labelling and choice, nutrition and diet, and food law enforcement over a five-year period. You can find the full text on our website at www.food.gov.uk/aboutus/publications/busreps
- 3.2 In our first Strategic Plan we aim to:
- reduce foodborne illness by 20% by improving food safety right through the food chain
 - help people to improve their dietary health
 - promote honest and informative labelling to help consumers
 - promote best practice within the food industry
 - improve the enforcement of food law
 - earn people's trust by what we do and how we do it
- 3.3 Our draft Strategic Plan for 2005/10 was issued for consultation on 2 April 2004. It can be found on our website at www.food.gov.uk/news/newsarchive/agencynewstrategicplan020404 or a copy can be obtained from Ike Damon (email: Ike.damon@foodstandards.gsi.gov.uk or telephone 020 7276 8496). We have asked for responses to our consultation by 25 June 2004. The FSA Board will discuss the draft plan and the responses to the consultation at an open Board meeting in autumn 2004, and the new Strategic Plan will be published before the end of 2004.



What we spend our money on

- 4.1 The common core tables in Appendix 2 provide a detailed analysis of departmental expenditure in resource terms. The chart below illustrates how we forecast expenditure for 2004/05, by the themes set out in our first Strategic Plan.
- 4.2 Detailed information about our actual expenditure can be found in our Annual Report and Accounts 2000/01, 2001/02 and 2002/03. These publications are available from The Stationery Office bookshops, and are also available on our website at www.food.gov.uk/aboutus/publications/busreps

Distribution of Expenditure
Forecast Expenditure including the MHS





How we are doing

- 5.1 A detailed report of our progress against our published Service Delivery Agreement (SDA) targets can be found at Appendix 3 and Appendix 4. The rest of this chapter sets out just some of our key achievements in the past year.

INCREASED CONSUMER CONFIDENCE

The Consumer attitudes survey

- 5.2 In January 2004 we published our fourth UK-wide *Consumer attitudes to food survey*, which provides information covering consumer attitudes, knowledge, behaviour and awareness of food issues. The survey was devised to help track changes in consumer opinions about food, and about the way food safety is protected, since the FSA was set up in April 2000. This helps us to improve our knowledge and understanding of consumer views, as well as to help gauge changes of public confidence in food safety.
- 5.3 The 2003 survey highlighted a number of key trends that have emerged since 2000, including:
- a significant decline in consumer concern over Bovine Spongiform Encephalopathy (BSE) (down to 42% in 2003 from 61% in 2000);
 - a decline in consumer concern about the safety of meat – particularly raw meat (down to 63% in 2003 from 70% in 2000) and raw beef (down to 38% in 2003 from 53% in 2000);
 - a decline in consumer concern over eggs (down to 20% in 2003 from 26% in 2000);
 - a year-on-year increase in the number of consumers who are aware that we should eat five portions of a variety of fruit and vegetables each day (up from 43% in 2000 to 59% in 2003). In terms of social class, 76% of the ABs were aware that we should eat ‘at least five portions per day’, falling to 61% among the C1C2s and to 41% among DEs¹;
 - a significant rise in the number of consumers that look for the total salt content in a product by checking the nutritional information on food labels. This was up from 22% in 2000 to 36% in 2003;

¹ Social grade is a standard classification used by the UK market research industry. It is a broad segmentation based on working status and occupation of the chief income earner in the household, including level of responsibility at work and level of qualifications.

- one-third of consumers (37%) felt that they had changed their eating habits over the last year and were now eating more healthily, with only 6% believing that their diet was currently less healthy than a year ago;
- confidence in the role played by the FSA in protecting health in 2003 was 60% (compared to 50% in 2000);
- about 50% of UK respondents were concerned about the amount of fat (53%), salt (50%) and sugar (47%) in food (new issues added this year). Of those respondents, about 40% claimed that it affected their eating habits 'a little' and around 40% claimed it affected them 'a lot'.

5.4 Full survey results are available from our website:
www.food.gov.uk/yourviews/surveys/foodsafety-nutrition-diet/

Consumer Committee

5.5 Our Consumer Committee was established in April 2002 to help identify consumer needs and views, and we publish all papers and minutes on our website. The wide range of its members' expertise and experience relevant to consumers has been applied to discussions on: how we can put into practice our core value of putting consumers first; low-income consumers; horizon-scanning; and assurance schemes. The Board has specifically invited the Committee's views on those areas of food policy which have a particular impact on, and on getting a better understanding of how best to target messages to children and young people. This formed the basis of the Committee's first open meeting in June 2003. The Committee held an extra meeting on genetically modified (GM) issues in April 2003, and its next open meeting will be held in June 2004.

BETTER FOOD SAFETY AND STANDARDS

- 5.6 In our first Strategic Plan we set ourselves a target to reduce foodborne disease by 20% by 2006. The Health Protection Agency's provisional figures for 2003 show a reduction of just over 20% in comparison with the baseline figure for 2000, suggesting that the target has been achieved two years ahead of schedule. The provisional figures will not be confirmed until the end of 2004.
- 5.7 Much effort was put into assisting smaller meat plants to comply with European Union (EU) requirements for operating Hazard Analysis Critical Control Point (HACCP)-based controls, which came into effect in June 2003. These requirements, which applied to large meat plants the previous year, laid the foundation for a move to more risk-based controls in the meat area when the new raft of EU 'farm to fork' legislation is completed. We have already been pursuing the risk-based agenda in the meat area, with further work promoting the clean livestock policy for sheep and cattle and providing the industry with financial support for its programme to reduce the level of salmonella carriage by pigs and, hence, the contamination of pig meat by salmonella. In order to target significant campylobacter levels in poultry, a strategy to reduce the prevalence of campylobacter in the UK flock, as well as considering action in the slaughterhouse, was published in June 2003. Phase 1 of a campaign aimed at improving biosecurity on the broiler farm was launched in January 2004.
- 5.8 A survey to assess levels of salmonella contamination in eggs on retail sale was completed, and published in March 2004. Results from this survey will be used to inform the approach to promoting the wider use of vaccination and our advice to consumers on eating eggs.

5.9 We put special emphasis on improving understanding of food hygiene and healthy eating for schoolchildren (see paragraph 5.37, for example). In November 2003 we launched the FSA's 'cooking bus' (a mobile kitchen/classroom) for schools and a 'bus' programme designed to fit with the National Curriculum and teachers' work objectives. The Cooking Bus programme focuses on schools in the more socially disadvantaged areas and will also visit community food projects in school holiday periods. A full programme to end 2004 is already in place. In Wales, this supplements the existing mobile educational resource used to promote food hygiene and healthy eating messages for a range of audiences at major public events, in town centres and at schools. An education pack consisting of a video of *Bad Food Live!* (our popular spoof television cookery show) and supporting teachers' material aimed at 10- to 14-year-olds) highlighting basic food hygiene messages was promoted and made available to all primary and secondary schools across England and Wales during autumn 2003. In November/December of 2003 we invited all pupils in Scottish primary schools to participate in a competition to design Christmas cards with clear food safety themes. We received over 1,000 cards from over 50 schools. The winning card was printed and sent to stakeholders in Scotland as our official 2003 Christmas card. The winning pupil received £250 and the school received a total of £1,250 to be spent on an approved project. In Northern Ireland we jointly sponsored (with the Health and Safety Executive for NI, FSPB, Seagate, Child Accident Prevention Trust and Building Control Fire Safety Panel) a Safe and Sound Booklet initiative produced by the Southern Group Environmental Health Service. This booklet complements the school curriculum and, it is hoped, will raise awareness of safety and lifestyle issues among young children and their families. The booklets were distributed to 65,000 Key Stage 2 children in NI. We also presented the second Michael Cole Award to the pupil achieving the highest marks in the Food Production and Safety Module of the GCSE A Level Home Economics Exam in Northern Ireland.

- 5.10 Ten grants were awarded to local authorities to develop local hygiene promotion initiatives. Two of the developed schemes were joint winners at the Foodlink Communicating Food Safety National Awards held in October 2003. We also supported the Food and Drink Federation June 2003 Foodlink Safety Week joint initiative. This was also the second year of the Welsh Food Hygiene Awards, overseen by the Food Standards Agency and all 22 local authorities in Wales. Our local authority (LA) partners are soon to submit an evaluation report, looking towards the future development of the scheme and its possible expansion to include an assessment of nutritional content. In Northern Ireland the *EatSafe* Award Scheme was launched in June 2003. The aim of the scheme is to recognise catering establishments which have exceeded standards set by current food hygiene legislation, particularly in respect of food safety management. A prestigious award ceremony for the first 20 awards was held in the Belfast Waterfront Hall in November to raise the profile of the scheme and the NI Tourist Board have undertaken to list winners on their website and to link the *EatSafe* section of the FSA website. A glossy four-page newsletter – 'Eat Safe Now' – has been produced and circulated to councils, Environmental Health Officers, award recipients, catering trade associations etc. This publication will be issued on a regular basis.
- 5.11 We committed £70,000 to support local food hygiene initiatives across Scotland as part of the Food Hygiene Campaign. Seven grants, each worth £10,000, were awarded in a bid to develop new projects, or to add value to ones already in existence, helping to raise awareness of good food hygiene practices. It is hoped the grants will build on food hygiene promotion work already under way across the country, as well as encouraging working partnerships between the FSA, local authorities and other local organisations such as catering colleges. FSA NI and FSPB jointly sponsored the Armagh and Dungannon Health Action Zone 'Decent Food for All' initiative. This is a partnership-based programme, involving stakeholders from the voluntary, statutory and private sector and is committed to addressing food poverty issues in terms of access to decent, healthy, safe and affordable food for all, particularly low-income households.

- 5.12 We presented *Bad Food Live!*, our popular spoof television cookery show, at the BBC Good Food Show, Birmingham (November 2003) and – in both English and Welsh (*Bwyd Drwg yn Fyw!*) – at the Royal Welsh Show (July 2003). As part of our ongoing work with caterers, we also sponsored the Chartered Institute of Environmental Health (CIEH)–FSA National Curry Chef Competition 2003. In Northern Ireland we sponsored a new stand of the Young Consumers Competition which is organised by the General Consumer Council for Northern Ireland and Trading Standards Service of DETI. Schools were invited to enter teams of 13- to 14-year-olds, by producing an eight-page newsletter, looking at food safety, diet and nutrition, consumer rights and consumer responsibilities. Two representatives from FSA NI sat on the judging panel and the winners were announced on 5 March.
- 5.13 Food Standards Agency Scotland took a consumer roadshow to Stornoway, on Lewis, in July 2003 and to Falkirk in February 2004. The events were well attended by members of the local community, who were entertained with a cookery demonstration followed by a panel discussion on matters related to our remit. We also exhibited our ‘comedy kitchen’ – an interactive stand featuring a giant fridge, handwashing units and interactive computers, intended to communicate key food safety messages – at both the Royal Highland Show in Edinburgh and the Ideal Home exhibition in Glasgow. The events were attended by over a quarter of a million consumers and the stand attracted a great deal of interest. FSA NI had a stand at the Ideal Home Exhibition in the King’s Hall, Belfast in September. Environmental Health Officers from the local councils helped FSA staff to man/woman the stand which helped cement the already-close working ties which FSA NI has with the local councils. The stand was specially designed to promote the Eat*Safe* initiative and included two eight-foot-tall photographs, one depicting a ‘safe’ kitchen, the other a very ‘unsafe’ kitchen. These, coupled with a competition to identify the five ‘worst’ hazards, proved a very successful way of engaging the public in discussion about food safety hazards. Approximately 3,150 competition entries were received and countless leaflets were distributed. Figures for those attending the exhibition were in excess of 60,000.

- 5.14 Formal evaluation of our Christmas turkey television advertisement, which ran in December 2003, showed awareness and enjoyment of the advertisement matched that achieved in 2002. Press coverage of this initiative was higher in 2003. FSA NI sent out a Christmas Card with a difference in December. The card took the form of an email featuring an animated cartoon. The cartoon was an alternative version of the Christmas carol *God Rest Ye Merry Gentlemen* and was designed to highlight FSA NI's new EatSafe Award Scheme. We received positive feedback on the card from as far away as the West Coast of America and from the US Food and Drugs administration.
- 5.15 Following a great deal of consultation with UK stakeholders and numerous meetings with officials from other member states, the EU Commission and Council, and MEPs, a Common Position on First Reading of the Consolidated EU Food Hygiene Legislation was achieved in October 2003. An analysis accepted and sent by Department of Health Ministers to European Policy Committee colleagues showed the Common Position to reflect the agreed negotiating line and, in some cases, to have achieved more than UK negotiating expectations.
- 5.16 We co-ordinated an investigation involving the Meat Hygiene Service (MHS) and local authorities, concerning allegations that the strong opiate Immobilon™ and its antidote Revivon™ were injected into red deer as part of herd management practices in Perthshire during August and September 2003. Immobilon and Revivon have only been approved for use on non-food producing animals. Meat from these animals was subsequently placed on the market for human consumption, and may have been offered for sale in Scotland, England and Holland. Following extensive discussions between estate owners, game processors and retailers since the allegations were made, a comprehensive and targeted product recall was initiated in October. We have since written to the 'Veterinary Record', reminding practising vets to ensure that veterinary medicines are responsibly handled and prescribed, and also to remind them that it is illegal to use veterinary drugs not authorised for food animal use on food chain animals.

- 5.17 In 2003/04 the Scottish Food Surveillance System became fully operational for microbiological and chemical food samples collected by the 32 Scottish local authorities. It was also piloted within three local authorities for chemical food samples in England. The system collates food analysis and deposits this in a central database (50,000 samples per annum). The database will provide valuable data to the FSA and local authorities, and will assist in informing future policy. This implements one of the key recommendations of the Timbury 1998 Review of Scientific Services in Scotland.
- 5.18 To develop a Scottish action plan to support our strategy for reduction of the foodborne pathogen campylobacter in the food chain, we carried out an enhanced statistical analysis of campylobacter data collected over a two-year period in Lothian NHS Board. A number of potential risk factors were identified by this and by a multidisciplinary working group formed in August 2003 to help identify what additional research should be undertaken. The working group has identified two potential research projects, which will be considered for funding in 2004/05.
- 5.19 In October 2003 we handled a complex communication issue following reports that low levels of semicarbazide had been detected in food jars, including baby food. Whilst not advising against eating food in jars, we provided advice for parents who wished to choose alternative foods for their babies.
- 5.20 In August 2003 we updated and re-consulted stakeholders on EU proposals to extend controls on specified risk material (SRM). This included the addition of sheep ileum to the list of tissues classified as SRM. This represented a partial implementation of the recommendation made by the Agency to the European Commission in 2002 to classify sheep intestine as SRM. The proposals came into force in October.

Responding to food safety incidents to protect consumers

- 5.21 We now review all incident investigations when they are formally completed. In addition, we select eight incidents a year for in-depth review. Each review team is led by a Head of Division who was not involved in the original investigation.
- 5.22 We successfully tested our capacity to respond to emergencies and incidents with implications for the food chain by participating in two national, multi-agency nuclear exercises, and running an in-house exercise around a foodborne disease outbreak. These exercises provided valuable opportunities to assess the effectiveness of both internal procedures and relationships with other organisations. A review of two real incidents is also to be undertaken on a UK-wide basis in order to inform best practice across the FSA.

Review of the Over Thirty Months rule

- 5.23 Following an open review process, including public meetings with stakeholders, the FSA Board's open meeting on 10 July 2003 considered the case for a change to the Over Thirty Months (OTM) rule, a BSE control measure in place since 1996. In the light of the Board's conclusions, the FSA advised Ministers that a move to replace the rule with BSE testing of OTM cattle would be justified on the grounds of the public health risk in relation to food and proportionality. On the setting up of a BSE testing system, the FSA went on to advise that Ministers should not change the OTM rule until they are satisfied that the necessary arrangements have been made by the relevant Government departments, industry and other agencies throughout the UK. The FSA further advised that such a system should be subject to an independent review.
- 5.24 Further information on the review is available on our website at: www.food.gov.uk/foodindustry/meat/otmreview/ Our advice is being considered by Ministers.

FOOD LAW ENFORCEMENT

- 5.25 We have continued to work closely with local authorities to help achieve better consistency and effectiveness in food law enforcement. During this year we have, in particular, completed a major review of all 20 statutory codes of enforcement practice and are due to publish a consolidated and revised Code and associated guidance in early 2004/05. This includes a new chapter on inspections of ships and aircraft, which is needed following the introduction this year of new legislation to clarify enforcement officers' powers of entry to ships and aircraft. We have continued our programme of update seminars and low-cost training for LA food law enforcement officers, with 22 courses in 2003/04 covering areas such as HACCP, shellfish depuration and on-farm pasteurisation. We have also been negotiating in Brussels on a major proposal which aims to improve consistency and effectiveness of feed and food law enforcement across the European Community as a whole.
- 5.26 The launch in September 2003 of a new enforcement portal on our website and the establishment of an Enforcement Stakeholder Forum have helped improve communication links between the FSA and local authorities.
- 5.27 We have continued to assess food incidents reported to us by local authorities, the European Commission, the food trade and other sources, to determine the need for local authorities to take action to protect the consumer. Including environmental and on-farm incidents, 771 incidents with the potential to affect food safety were investigated and 82 food hazard warnings (including updates) were issued to local authorities.
- 5.28 We have also been working with enforcement bodies to tackle other food safety breaches by providing financial, practical and technical help. This included the development of guidance on the illegal meat trade and the setting up of an Illegal Meat Task Force, comprising LA officers and a team of investigative officers within the FSA, to advise local authorities on illegal meat operations. We have set up a 'fighting fund' to help local authorities meet the costs incurred in investigations of major food frauds. The Food

Standards Agency in Wales has been working in partnership with Welsh local authorities since 2001 to investigate the illegal slaughter of livestock and supply in Wales of meat unfit for human consumption. Funding has now been secured from the Welsh Assembly Government for the creation of a Food Fraud Co-ordination Unit for Wales, to co-ordinate the enforcement endeavours.

- 5.29 To help local authorities address problems of recruitment and retention of enforcement officers, we have set up a pilot scheme to help increase the number of paid placements for environmental health students by partnership working between Government departments and local authorities.
- 5.30 During 2003/04 we provided targeted training to enforcement officers on shellfish biotoxins, including practical training on the inspection and risk assessment of shellfish depuration tanks. The training helped to facilitate a move towards enforcement officers using temporary prohibition notices to regulate the safety of inshore shellfish beds.
- 5.31 Over the last year, through the Scottish HACCP working group, we have drafted a guidance manual to assist the catering sector with the introduction of HACCP-based food safety management systems. This is part of our UK-wide strategy to develop appropriate 'management aids' for food catering managers throughout the UK. The Northern Ireland HACCP guidance pack, which has been in use for approximately five years, was recently redesigned to increase flexibility and allow any size of catering business to use it. A series of training seminars for caterers and Environmental Health Officers from all 26 District Councils were held and 4,500 copies of the pack have recently been supplied to District Councils in NI for use in catering businesses. A recent survey of District Councils indicates that approximately 35% of caterers in NI already have HACCP-based food safety management systems in place.

5.32 We have continued to audit and monitor food law enforcement activity by local authorities. As of the end of March 2004, 92 authorities (71 in England, 14 in Wales and 7 in Northern Ireland) had been subject to a full audit, and 58 had been subject to themed audits (53 in England, 4 in Northern Ireland, and 1 in Scotland) focusing on imported foods, on food sampling, formal enforcement, and internal monitoring. A three-year programme of annual partial audits of all 32 Scottish authorities is now complete. We have continued to place on our website copies of all audit reports and action plans developed by the local authorities to address audit recommendations.

5.33 In April 2003 we issued guidance to local authorities on SRM and other BSE controls. This explained to local authorities that in addition to the MHS they, too, have an important enforcement role to play in this area. The guidance set out the background to the rules and regulations and provided examples of the circumstances when local authorities might encounter SRM and the action they might take. The guidance has been well received.

Imported food

5.34 As part of wider government action on import controls, the FSA has been leading the Government initiative to secure a 'Step Change' improvement in the co-ordination and delivery of LA inspection of imported foods. To achieve this we have continued to work actively with other government departments, notably the Department for Environment, Food & Rural Affairs, HM Customs & Excise, and local authorities and port health authorities. We have also funded a Step Change Project Officer at the Association of Port Health Authorities. The Step Change has been taken forward in a way consistent with the FSA's ten-point plan and includes:

- a programme of training (with accompanying resource pack) on imported food issues for enforcement officers in all UK local authorities
- a UK-wide sampling and surveillance initiative on imported food
- an audit programme on the imported food enforcement arrangements at major UK ports of entry for products not of animal origin

5.35 April 2004 marks the end of the Step Change year. The success of the initiative will be judged against criteria agreed by Ministers. To provide supporting evidence, we will be following up our baseline survey of LA enforcement activity, validating the responses and reporting the results to Ministers. Funding has been agreed to continue the work started by the Step Change, including the roll-out of an IT database of imported food controls and the production of statutory guidance for enforcement officers on imported food. Discussions with the Department for Environment, Food & Rural Affairs on a proposed transfer of responsibility to us for the veterinary checks regime will resume on achievement of the Step Change.

IMPROVED CONSUMER CHOICE AND DIET

5.36 We have published a comprehensive review of the evidence on the impact of food promotions on children's eating behaviour, and a discussion document setting out a range of policy options to tackle this issue. The Board discussed this issue at its open meeting on 11 March 2004, and we are currently consulting on a draft Action Plan.

5.37 We published a survey on the food and nutrient content of school lunchboxes in the UK. This showed that nine out of ten children were taking food to school that contained too much saturated fat, salt and sugar. These results were disseminated via media articles and our website, and, to help parents give their children varied and balanced lunchboxes, we published some practical tips and suggestions including a month's worth of healthier lunchbox options. In October 2003 we also published the findings from our survey to explore the effects in Wales of the introduction in 2001 of statutory minimum standards for school lunches. The report showed that the nutrition standards are being met, with improved availability of vegetables and fruit.

- 5.38 We have published a survey to monitor uptake of our advice on the use of label descriptions such as ‘fresh’, ‘natural’ and ‘traditional’. The survey indicated that while many manufacturers are following the advice, some are not. We are encouraging local authorities to follow up the findings of the survey, and will be discussing with stakeholders how to improve take-up of the advice.
- 5.39 The Scientific Advisory Committee on Nutrition (SACN)² produced its widely-anticipated report ‘Salt and Health’ in May 2003 following a request from the FSA and the Chief Medical Officer Wales to review the evidence.
- 5.40 The report recommended salt intake levels for adults and children and offered a number of research recommendations. The report has been of crucial importance in providing the groundwork for wide-ranging FSA policy initiatives to reduce population salt intakes currently under way.
- 5.41 Three volumes of results from the National Diet and Nutrition Survey of adults aged 19–64 were published in 2003/04. These presented data on nutrient intakes (including energy, protein, carbohydrate, fat, vitamins, and minerals) and also indicators of longer-term nutritional status. Physical measurements, such as height and weight (used to determine the incidence of obesity), blood pressure and a measure of physical activity, were also covered. Together with an earlier volume on types and quantities of foods consumed and a final summary volume to be published later in 2004, the National Diet and Nutrition Survey is the most detailed examination of the dietary habits and nutritional status of the adult population of Great Britain yet undertaken.
- 5.42 In November 2003, Food Standards Agency Wales launched the AFAL (Welsh for ‘apple’) award scheme for nutrition in the community. The purpose of these awards is to identify, celebrate and reward individual or team contributions to local initiatives that have a positive impact on the diet or eating habits of residents in the communities served.

² SACN advises the UK health departments as well as the Food Standards Agency, and is supported by a joint secretariat of the Department of Health and the Food Standards Agency

MORE EFFECTIVE AND EFFICIENT WAYS OF WORKING

Continuous improvement

- 5.43 We have established a Programme Board to oversee the continuous improvement initiatives being undertaken in the FSA. During 2003/04, these included reviews of the business processes undertaken for Food and Veterinary Office (FVO) visits and for the implementation of EU regulations, and a successful pilot of electronic records management. We have also reviewed the way we organise clerical and secretarial support, and upgraded and reconfigured our accounting system to help meet the government's faster closing agenda.
- 5.44 In addition, all business continuity plans have been reviewed. We also have an ongoing programme of improvement covering the resilience of IT and telecommunications systems, the development of an alternative site as a contingency centre of operations, and detailed planning at an operational level.

Public service

- 5.45 Our employees are our biggest asset and the development of our staff – in line with our core values and Investors in People (IiP) principles – is a key aim, and a means of continuing to develop the organisation and its capacity to deliver.
- 5.46 2003/04 saw enhancements to our staff development programme through our training and development strategy, and a wider range of training and development opportunities for all our staff. These included new modules in our Management Scheme designed to help staff improve business planning; to develop performance management skills in a diverse environment; and to understand the implications of working with devolved administrations and in Europe. Other development activities addressed leadership and management skills, equal opportunities and diversity awareness, and handling food incidents effectively and efficiently.

Diversity

5.47 We are committed to ensuring that everyone who works for or with the FSA is treated fairly and with respect. This is an integral part of all our personnel policies and we monitor them regularly to ensure they meet this commitment. We continue to explore ways in which we might increase the diversity of our workforce so that we benefit from the richness of talent and perspective this brings. At 31 March 2004, 51% of our employees are women while 25% are from a minority ethnic group. Employees with a disability remain some 7% of the total workforce.

5.48 In recognising the need to assist staff in balancing their work/life priorities, we introduced flexible working arrangements which went beyond the new statutory requirements. All staff employed by the FSA are able to request flexible working and, at 31 March 2004, 6.5% of our employees were working part-time.

Senior Civil Service

5.49 The table below gives the number of Senior Civil Servants (SCS) by salary band.

Number of staff in salary bands	SCS salary bands, £
1	50,000 – 54,999
3	55,000 – 59,999
8	60,000 – 64,999
4	65,000 – 69,999
3	70,000 – 74,999
3	75,000 – 79,999
2	80,000 – 84,999
1	85,000 – 89,999
1	90,000 – 94,999
1	95,000 – 99,000
1	above 100,000

5.50 In June 2003 Dr Jon Bell took over the role as Chief Executive from Geoffrey Podger, following open competition. The FSA appointed Dr Andrew Wadge as Director of Food Safety Policy, also following open competition.

5.51 We introduced a new performance management system for Senior Civil Servants in line with the arrangements developed by Cabinet Office.

Board recruitment

5.52 Julia Unwin was appointed as Deputy Chair of the FSA following the departure of Suzi Leather. She brings with her a wealth of knowledge in public and private sector organisations, as well as a track record in championing consumer rights. These qualities will be helpful to the FSA in taking forward its strategic plans.

Recruitment practice

5.53 Our recruitment policy follows the principles of fair and open competition as set out in the Civil Service Commissioners' Recruitment Code. External vacancies are advertised widely, as well as appearing on the FSA website. We have used the permitted exceptions to fill only positions on a casual basis for fewer than 48 weeks.

5.54 In undertaking recruitment we are developing the use of assessment techniques to gain a wider perspective of applicants' skills, experience and competencies. The assessments include written exercises, oral presentations and discussions rather than more traditional interviews.

5.55 Underpinning all recruitment exercises are the FSA's equal opportunities policies, agreed with trade unions. We operate a guaranteed interview scheme for disabled applicants. When advertising externally we seek to encourage applications from under-represented groups, and we have also taken action to improve recruitment processes to encourage and facilitate applications from disadvantaged groups.

- 5.56 The FSA also carries out a number of profile-raising initiatives, for example through representation at a number of recruitment fairs, advertising in publications such as the *Ethnic Britain Employers Directory*, *Disability View*, www.blackbritain, and features in *Hobsons Ethnic Minority*, *Science Guides* and in lifestyle magazines aimed at young people. We also continue to offer work experience placements to a small number of school and university students.
- 5.57 We have a strong commitment to interchange of staff with industry, enforcement bodies and other external organisations. We have several inward secondees providing expertise not available within the organisation. We also have four people working in the European Commission on secondment, one with the National Consumer Council, and one with the National Care Standards Commission.

Public appointments

- 5.58 The FSA is a UK non-ministerial Government department operating at arm's length from Ministers and governed by a board who are public appointees. The FSA is currently solely responsible for eight public bodies. These include six advisory committees and two tribunals. There are five committees which report to the FSA, as well as one or more other government departments. Further details can be found in Appendix 5. Information on these public bodies, including annual reports, can be found on our website.

Race Relations (Amendment) Act 2000

- 5.59 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. 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 published our Race Equality Scheme on 31 May 2002.

Health and safety

5.60 We are committed to ensuring the health, safety and welfare of staff and others working in and visiting all our buildings. Trained in-house staff carry out workstation risk assessments. Our health and safety committee, which includes trade union representation, meets on a quarterly basis and, as part of its role, carries out a full building inspection.

Environmental policy and activities

5.61 We are fully committed to conserving energy, water and other resources and reducing waste. The FSA and MHS offices are on a number of sites around the country; each is committed to pursuing environmental practices.

Waste

5.62 Our London building, Aviation House, follows an active recycling policy through our contract with the Waste Removal Company, HANNAY, which recycles 85% of our waste. The recycling programme, operated by HANNAY waste, is supported by documentation for audit purposes to ensure all legal obligations are met to observe the Data Protection Act 1990 and the Environmental Protection Act 1990. The Disposal Services Agency dispose of our consumable items such as IT items and display systems through recycling and reuse, minimising the need to landfill. We are able to monitor the waste management for Aviation House and identify areas where improvements can be made.

Energy

5.63 We are able to monitor the energy efficiency of Aviation House through the Building Management System software. We have taken a further step in our commitment to conserving energy and protecting the environment by signing up to London Electricity's Green tariff. The Green tariff supplies electricity generated from eligible renewable sources under the Government's climate change levy renewable exemption scheme.

Purchasing

5.64 Our policy on procurement will help to minimise the procurement of goods and supplies which are dependent on the use of non-renewable resources or pollutant substances. We encourage the purchase of products based on recycled material and produced with due consideration to energy efficiency. In partnership with Office of Government Commerce (OGC) Buying Solutions we are benefiting from competitive utility contracts for cleaner fuels and renewable energy. OGC monitoring and targeting services help us cut energy consumption.

Freedom of Information Act 2000

5.65 Openness and accessibility are enshrined in our core values. We are publicly committed to doing our business in as open and transparent a way as possible, and we work in accordance with our Code of Practice on Openness. The Freedom of Information Act 2000 places a specific duty on public authorities to adopt and maintain a scheme which relates to the publication of information by the authority. We published our Publication Scheme in November 2002.

Publicity and advertising

- 5.66 The FSA did not have any major advertising during 2003/04, apart from a short humorous Christmas television advertising campaign about careful defrosting and cooking of turkeys. The campaign was well received with high level of recall and understanding. Moreover, evaluation among consumers showed that there is receptivity to 'reminder' advertising. The next phase of the Food Hygiene Campaign aimed at consumers has been developed over the year for launch later in 2004. Hygiene information and a dedicated website section for caterers and environmental health officers continue to be popular.
- 5.67 The FSA again took part in the BBC Good Food Show with its popular spoof celebrity chef show, *Bad Food Live!* and, in response to demand, a video version of the show supported by teachers' notes is now freely available. Over 4,000 copies of the video are now in circulation and response has been highly favourable.
- 5.68 The FSA also sponsored the National Curry Chef Competition and hosted the final live at the Good Food Show.
- 5.69 *Food Standards Agency News* continues to be popular among its readership and aims to be current, topical and authoritative.

Public Accounts Committee recommendations to departments

- 5.70 The Public Accounts Committee published a report on 27 November 2003 entitled 'Protecting public health and consumer interests in relation to food: the Food Standards Agency'.³ The Government response to the Committee's report was published on 22 January 2004.⁴ The FSA is already taking action in a number of the areas highlighted by the Committee. For example, the Board has approved a Nutrition Action Plan on which it receives annual progress reports and it is actively involved in developing policy on food promotions and children's diets. Other issues are being considered in the context of the current review of the FSA's Strategic Plan.

³ House of Commons Committee of Public Accounts Forty-fifth Report of Session 2002–03, HC 708

⁴ Treasury minute on the Forty-third to the Forty-sixth Reports from the Committee of Public Accounts 2002–03, Cm 6105



Departmental Report Spring 2004

Better regulation

The European factor

- 6.1 More than 90% of legislation handled by the FSA comes from Europe (compared with 40% of UK legislation as a whole). We regularly make a case in Brussels for greater flexibility, but the dominance of European Union (EU) law in our area remains a constraint. We support efforts to ensure that EU law is developed in accordance with better regulation principles and practice.

General principles of good regulation

- 6.2 The FSA has a good record of looking for alternatives to regulation where EU law allows this, for example:
- The FSA has prompted public debate on the promotion of food to children by commissioning research to provide a sound evidence base, and by floating an imaginative range of policy options for discussion and comment.
 - The FSA is working with the Department of Health (DH) to press the food industry to reduce salt levels in processed foods. Our joint aim is to reduce salt consumption by one-third to the level recommended by the Scientific Advisory Committee on Nutrition (SACN) so as to reduce the incidence of high blood pressure and, hence, of cardiovascular disease. As part of this initiative the FSA has surveyed salt levels in processed foods on retail sale and publicised the results to help consumers to make better-informed choices.
 - The Better Regulation Task Force report on 'Imaginative thinking for better regulation' (September 2003) cited the decision by the FSA to publicise the possible risk of whether lamb or mutton might be infected with Bovine Spongiform Encephalopathy (BSE) but leaving it to the public to make its own decisions.
- 6.3 The examples above show our adherence to *proportionality* — one of the five principles of good regulation endorsed by the Better Regulation Task Force. We also demonstrate *accountability* by holding open Board meetings and publishing Board meeting agendas, papers and decisions.

The five principles of good regulation:

- * proportionality
- * accountability
- * consistency
- * transparency
- * targeted

- 6.4 In line with the Better Regulation Task Force recommendations on transparency, we have committed publicly to following the Code of Practice on Consultation. The current Code sets a standard of a minimum of 12 weeks, subject to allowable exceptions such as the need for urgent action to protect the public or the need to meet EU timetables. The high proportion of EU business we have inevitably affects our consultation periods.
- 6.5 We also produce guidance targeted at small businesses, for example our summary guidance for butchers on the 2003 Meat Products Regulations.

Regulatory Reform Action Plan

- 6.6 The FSA currently has six entries in the Government Regulatory Reform Action Plan. Three are completed and three are ongoing. Action is complete on:
- the establishment of the European Food Safety Authority and streamlining rapid alert and emergency arrangements;
 - implementing two EC directives imposing tighter restrictions on pesticide residues in infant formulas and baby foods which will provide better health protection for infants and young children. The Regulations will come into force in March 2005.
- 6.7 Progress on the three ongoing measures is as follows:
- consolidation and simplification of EU legislation on food hygiene – there are European Commission proposals for five new legislative instruments to replace 17 EU Directives which are inconsistent, prescriptive and difficult to enforce. The UK Government is negotiating to secure a better and more effective legislative framework. The FSA has successfully pressed for the requirements of the legislation to be risk-based and proportionate to the size and complexity of the businesses affected. There is a strong possibility of agreement being reached and the proposals entering into force in the first half of 2004. If the formula agreed in the Council for the date of application is adopted, the legislation will apply from 1 January 2006, or 18 months after entry into force, whichever is the later.

- 'Safer Food, Better Business' – Under the new food hygiene legislation, businesses will be expected to implement food safety management systems based on the principles of Hazard Analysis Critical Control Points (HACCP). The FSA is producing a range of different guidance reflecting the diversity of the industry. One approach is aimed at helping small catering businesses. 'Safer Food, Better Business' is an innovative approach developed in collaboration with these small catering businesses. It is being refined and tested with a range of businesses. The prototype pack was produced in October 2003. Results from development work and trials using the pack will be available from September 2004. The innovative approach of 'Safer Food, Better Business' has interested those involved in food safety around the world and, in particular, other EU member states who appreciate the challenges faced by small catering businesses. 'Safer Food, Better Business' will sit alongside other approaches to food safety management as part of a 'toolkit' available to businesses, enforcers, consultants and trainers.
- a European Commission proposal to create a more comprehensive, consistent and integrated 'farm to table' approach for systems to check compliance with feed and food legislation – Negotiations began in April 2003 and have progressed very rapidly under the Italian and Irish Presidencies. The European Parliament voted on the proposal on 9 March, and the amendments adopted were consistent with those agreed in Council negotiations, including those on financing of official controls. In view of this, the Irish Presidency will be aiming to reach political agreement during its term of office. If adopted, the Regulation is due to apply from 1 January 2006, with the exception of provisions on financing of official controls which will apply from 1 January 2007.

Delivering Regulatory Reform Orders

6.8 Because more than 90% of UK food legislation originates in the EU, the FSA's opportunities for making regulatory reform orders are constrained. However, the European Commission has made a commitment to simplify and reduce the existing volume of EU legislation.

Compliance with the Regulatory Impact Assessment process

6.9 We have achieved 100% compliance with the Regulatory Impact Assessment (RIA) process as measured by the Cabinet Office Regulatory Impact Unit. This is based on the number of partial RIAs at the time of public consultation, and full RIAs when regulations are laid.

Effective consultation

6.10 We have always put a great deal of emphasis on involving stakeholders in our policy development from an early stage through to the end, using a wide range of mechanisms such as stakeholder groups, consultation meetings and workshops, as well as the more traditional formal written consultation. Taking into account the need either to comply with EU timescales or to protect public safety (both reasons allowed under the Government's Code of Practice on Written Consultation for consultations being shorter than the recommended minimum of 12 weeks), more than 70% of our consultations in 2002 were compliant with the Code of Practice. Of all our consultations, 35% were for 12 weeks or longer.

Better regulation initiatives

6.11 Measures we are taking to develop the FSA's performance as a regulator include:

- dedicating resources to the better regulation agenda and appointing a member of the FSA Executive Management Board to promote better regulation
- making a commitment to produce and publish RIAs in future for non-statutory Codes of Practice which may subsequently be taken into account by enforcers
- setting up three new stakeholder groups: for consumers, for business and for local authority (LA) enforcers.⁵ Each forum will meet twice a year, giving each stakeholder group the opportunity to flag up issues of particular concern with senior FSA staff
- holding regular meetings with the Cabinet Office Regulatory Impact Unit to get feedback on our performance, and involving them in our staff training
- holding an internal workshop on RIAs, and running seminars and training sessions for staff on the principles of good regulation and on the development of RIAs in particular

⁵ The FSA also monitors local authority enforcement performance, and the Board approval was given in September to proposed modifications to the way in which this monitoring role is performed and reported upon. These modifications mirror current Audit Commission thinking and form the first part of an iterative process that will continue during 2004.



Departmental Report Spring 2004

The year ahead

- 7.1 Our first Strategic Plan and our Service Delivery Agreement (SDA) together provide a framework for delivering our longer-term aims. We will continue to address all the areas in our Strategic Plan, but to focus our efforts, the Executive Management Board has identified the following key priorities for delivery by April 2005.

Better food safety and standards

- 7.2 We will:
- reduce campylobacter contamination of chicken on retail sale by:
 - developing and implementing an effective mechanism for delivering Phase 2 of the campaign to improve biosecurity on the broiler farm by October 2004
 - establishing baselines from the rolling survey of retail chicken in Wales for the launch of Phase 3 of the Food Hygiene Campaign in May 2004
 - developing and trialling a rolling survey of retail chicken in England to monitor progress in reduction of campylobacter (and salmonella) by December 2004
 - producing and broadcasting ‘Germs love to travel’ campaign (Phase 3) material (May/June 2004) and monitor impact;
 - ensure complete implementation and continuing use of the Scottish Food Surveillance System by all local authorities in Scotland, interrogate the system quarterly and recommend future surveys for more focused sampling by local authorities;
 - develop sustainable methods for detecting biotoxins in shellfish, including drawing up a plan by end 2004 for introducing LC-MS and Jellet alternatives to the mouse bioassay for shellfish toxin testing and complete toxicology study by autumn 2004;
 - negotiate on behalf of the UK in Europe on proposed food hygiene legislation, safeguarding UK interests and preparing for successful implementation;
 - develop guidance (based on Hazard Analysis Critical Control Point (HACCP) principles) for small catering businesses. Testing of the guidance to be completed by December 2004, with roll out starting in Spring 2005;
 - 40% of caterers in Northern Ireland should have HACCP in place by March 2005;
 - implement the Meat Hygiene Reviews: within three months of agreement by the FSA Board to the review outcomes, implementation programmes will be in place and implementation commenced;
 - implement the Over Thirty Months (OTM) Rule Review, if approved by ministers. If approval is received, new legislation will be in place within six months in all four countries on the same day.

Improved consumer choice and diet

- 7.3 To establish a sound evidence base for action to promote a healthy diet, we will:
- under a Department of Health (DH) lead, support work to publish the final Food and Health Action Plan by September 2004;
 - implement a second year of the Welsh nutrition strategy, 'Food and Well Being', deliver training modules, extend pilot community cooking projects and implement Community nutrition awards;
 - publish the finalised FSA Scotland diet and nutrition strategy by end April 2004;
 - take action to reduce the intake of salt by agreeing salt reduction programmes with the industry (compatible with 1 gram per day intake reduction-target 2005/06);
 - launch a Salt Campaign, starting by June 2004, to increase levels of awareness and understanding among consumers, and encourage behaviour change;
 - launch a standalone 'diet and health' consumer site linked to food labelling and safety information by September 2004, or two months after the Salt Campaign launch. Site to be informed and evaluated by focus group research and shortlisted for major awards during 2005. Positive name-checks in the media post-launch and site traffic to rise to 25% of overall Agency site traffic by end 2006.
- 7.4 To redress the imbalance in promotion of healthier and less healthy foods to children, we will complete consultation on a draft action plan by June 2004, seek Board agreement for programme and implementation schedule by September 2004, have an implementation programme in place and implementation commenced by October 2004.

Food law enforcement

- 7.5 To make further progress towards the Step Change in imported food control to be achieved during 2003/04, we will:
- ensure local authorities increase sampling and surveillance levels by a further 10%, compared to pre-April 2004 levels
 - ensure local authorities and Port Health Authorities (PHAs) increase other enforcement activity by 5%, compared to pre-April 2004 levels

- ensure all PHAs meet benchmark standards relevant to imported food by 31 March 2005
- complete full audits of all large ports and Border Inspection Posts by 31 March 2005
- make our imported food database fully available to all relevant enforcement officers by September 2004

More effective and efficient ways of working

7.6 Our Continuous Improvement Plan for the year ahead includes:

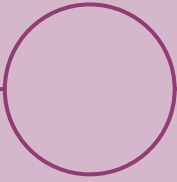
- rolling out our successful pilot of electronic records management across the whole of the organisation
- developing new ways of working, with increased use of cross-functional project teams supported by effective project management to deliver the new strategic plan
- completing a major project, giving the Agency a new analytical tool to simplify access to our nutrition and exposure databases, to enable the FSA to make more effective and efficient use of data in risk assessment
- completing the roll out of a business process review of implementing changes in EU law in the four countries of the UK, and reviewing our business processes for handling correspondence

7.7 Supporting the implementation of our new strategic plan, and the new ways of working this will require, will be the development of a new human resources strategy. This will focus on organisational development initiatives aimed at making more effective use of resources and having a greater impact in service delivery. Developing our own staff and attracting the best talent will be key elements of the strategy. We will introduce a skills development plan to support the strategy and will continue to benchmark ourselves against the Investors in People (IiP) standard.

Other activities

7.8 In addition to these specific targets, we will maintain 'business as usual', including:

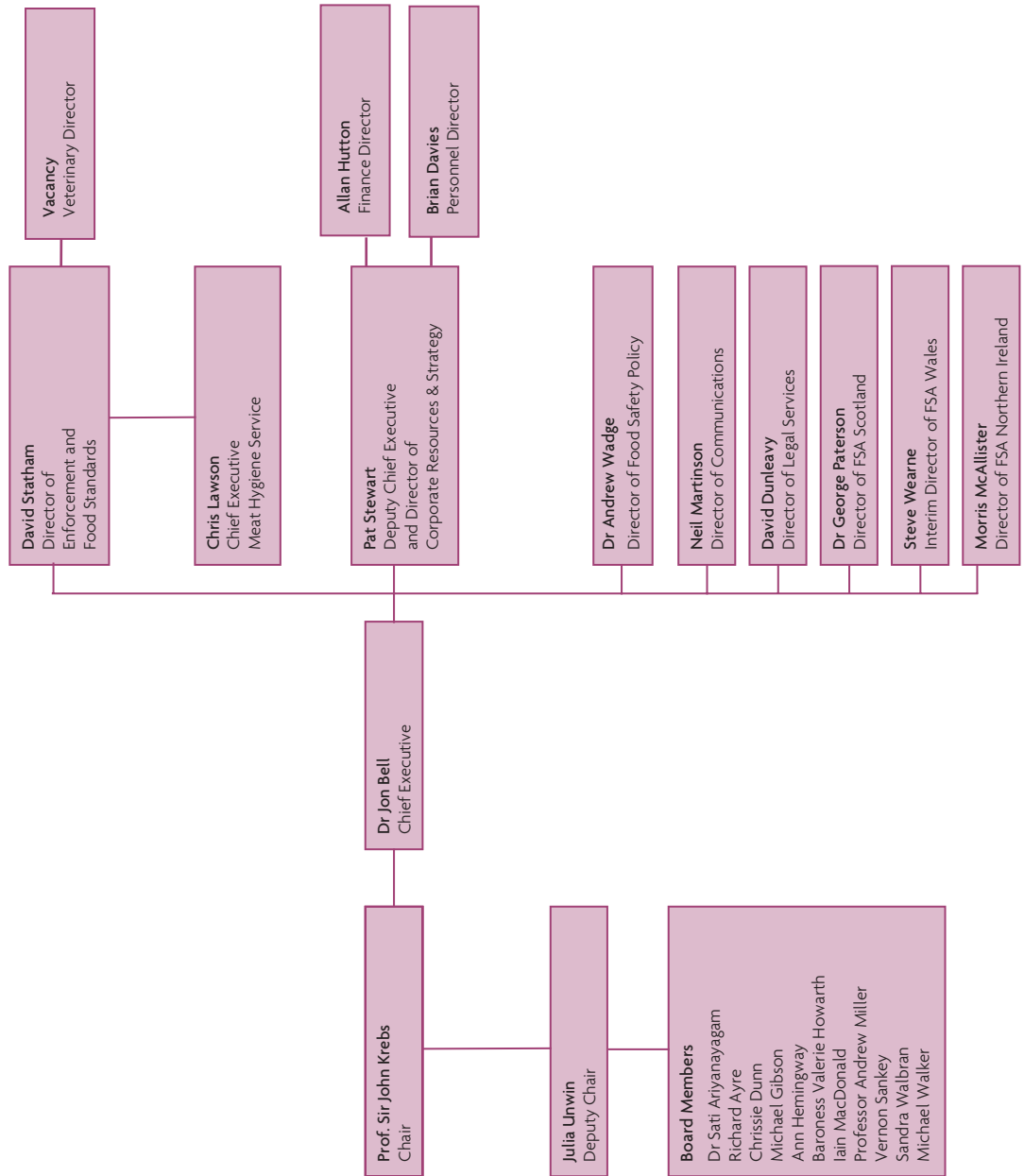
- protecting consumers by dealing effectively with food incidents and risks, and providing advice to consumers as necessary
- discharging our responsibilities as a government department
- playing our part in government emergency exercises (and any real incidents)



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Appendix 1: How we are organised



Appendix 2: Common core tables

Introduction to the format of the tables

The aim of the tables is to provide a detailed analysis of departmental expenditure plans in resource terms, showing: resource consumption and capital investment; and expenditure in three year Departmental Expenditure Limits (DEL) and Annually Managed Expenditure (AME).

The scope of the resource tables is restricted to 2000/01 to 2005/06, the last year covered by the 2002 Spending Review (SR).

TABLE 1: TOTAL PUBLIC SPENDING FOR THE FOOD STANDARDS AGENCY

	2000/01 Outturn	2001/02 Outturn	2002/03 Outturn	2003/04 Estimated Outturn	2004/05 Plans	2005/06 Plans
	£'000	£'000	£'000	£'000	£'000	£'000
<i>Consumption of Resources</i>						
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	78,510	88,665	94,982	108,368	110,028	114,477
b) slaughterhouse inspections and controls	3,749	18,135	25,054	28,000	29,000	29,000
Total Resource Budget	82,259	106,800	120,036	136,368	139,028	143,477
<i>of which:</i>						
Resource DEL ^(1,2)	82,259	106,800	120,036	136,368	139,028	143,477
<i>of which:</i>						
Depreciation	824	1,510	1,775	2,004	2,004	2,004
Cost of Capital charges	241	150	(183)	762	762	762
Changes in provisions and other charges						
Capital Spending						
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	6,537	1,158	625	334	322	322
b) slaughterhouse inspections and controls	416	359	282	2,325	325	325
Total capital budget	6,953	1,517	907	2,659	647	647
<i>of which:</i>						
Capital DEL ⁽¹⁾	6,953	1,517	907	2,659	647	647
Total public spending⁽³⁾	88,388	106,807	119,168	137,023	137,671	142,120

(1) Departmental Expenditure Limits, set as part of the 2002 Spending Review

(2) of which, resource 'near-cash' DEL 81,194 105,140 118,444 133,602 136,262 140,711

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

Departmental Resource Budget – Table 2

This table sets out, in resource terms, a summary of expenditure by departmental split from 2000/01 to 2005/06. It details the split of total resources by Departmental Expenditure Limit (DEL) and Annually Managed Expenditure (AME), including the non-cash AME items introduced by Resource Accounting and Budgeting (RAB).

The DEL and AME figure illustrate total resource expenditure in the department's budget.

TABLE 2: RESOURCE BUDGET FOR THE FOOD STANDARDS AGENCY

	2000/01 Outturn £'000	2001/02 Outturn £'000	2002/03 Outturn £'000	2003/04 Estimated Outturn £'000	2004/05 Plans £'000	2005/06 Plans £'000
<i>Consumption of resources by activity:</i>						
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	78,510	88,665	94,982	108,368	110,028	114,477
b) slaughterhouse inspections and controls	3,749	18,135	25,054	28,000	29,000	29,000
Total Resource Budget	82,259	106,800	120,036	136,368	139,028	143,477
<i>of which:</i>						
Resource DEL ^(1,2)	82,259	106,800	120,036	136,368	139,028	143,477
(1) Departmental Expenditure Limit, set as part of the 2002 Spending Review						
(2) of which, resource 'near cash' DEL	81,194	105,140	118,444	133,602	136,262	140,711

Departmental Capital Budget – Table 3

Table 3 gives a detailed breakdown of the investment or capital spending plans from 2000/01 to 2005/06 by department splits.

TABLE 3: CAPITAL BUDGET FOR THE FOOD STANDARDS AGENCY

	2000/01 Outturn	2001/02 Outturn	2002/03 Outturn	2003/04 Estimated Outturn	2004/05 Plans	2005/06 Plans
	£'000	£'000	£'000	£'000	£'000	£'000
<i>Capital Spending</i>						
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	6,537	1,158	625	334	322	322
b) slaughterhouse inspections and controls	416	359	282	2,325	325	325
Total Capital Budget	6,953	1,517	907	2,659	647	647
<i>of which:</i>						
Capital DEL ⁽¹⁾	6,953	1,517	907	2,659	647	647

(1) Departmental Expenditure Limits, set as part of the 2002 Spending Review

Capital Employed – Table 4

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.

TABLE 4: ANALYSIS OF CAPITAL EMPLOYED

	2000/01 Outturn	2001/02 Outturn	2002/03 Outturn	2003/04 Estimated Outturn	2004/05 Plans	2005/06 Plans
	£'000	£'000	£'000	£'000	£'000	£'000
General Fund	7,310	(3,173)	(9,391)	0	0	0
Revaluation Reserve	21	62	37	0	0	0
Total Capital Employed	7,331	(3,111)	(9,354)	0	0	0

Analysis of Administration Costs – Table 5

This table shows analysis of administration costs.

TABLE 5: FOOD STANDARDS AGENCY ADMINISTRATION COSTS

	2000/01 Outturn	2001/02 Outturn	2002/03 Outturn	2003/04 Estimated Outturn	2004/05 Plans	2005/06 Plans
	£'000	£'000	£'000	£'000	£'000	£'000
Gross Admin Costs:						
Pay bill:	16,035	18,666	21,422	23,789	28,297	31,360
Other administration costs	17,782	24,142	21,956	29,639	44,684	46,230
Board Pension Costs		40	40	40	40	40
Board Pension Interest Costs		2	2	2	2	2
Total Gross Admin Costs	33,817	42,850	43,420	53,470	73,023	77,632
Related administration cost receipts	(8,721)	(11,595)	(10,357)	(11,993)	(22,688)	(22,848)
Total net administration costs	25,096	31,255	33,063	41,477	50,335	54,784
Total net administration costs by activity:						
a) administration, inspections, surveillance, managing research and development, education, publicity and publications	25,096	31,255	33,063	41,477	50,335	54,784
Total net limits for gross controlled areas	25,096	31,255	33,063	41,477	50,335	54,784

Staff Numbers – Table 6

These tables show analyses of staff numbers, including the Meat Hygiene Service, in terms of Civil Service Full Time Equivalent (FTEs).

TABLE 6: STAFF NUMBERS

	2000/01 Actual	2001/02 Actual	2002/03 Actual	2003/04 Estimated	2004/05 Plans	2005/06 Plans
CS FTEs	1,891	2,055	2,175	2,235	2,235	2,235
Overtime	271	144	234	223	223	223
Casuals	40	40	51	43	43	43
Total	2,202	2,239	2,460	2,501	2,501	2,501

Appendix 3: Performance against Spending Review 2000 Service Delivery Agreement targets

High level target from SR 2000	Treatment in SR 2002	Summary assessment/progress to 31 March 2004
Measurably improve public confidence in the national food safety and standards arrangements – that is, improve confidence in the regulatory system.	This continues to be a key outcome for the FSA. The emphasis for SR 2002 is to consolidate the already high levels of confidence we have achieved, recognising that maintaining such levels will be a challenge.	Met. Levels of confidence remain encouraging and continue to be monitored on a regular basis. Our annual consumer attitudes survey helps us to improve our knowledge and understanding of consumer views, as well as to help gauge changes of public confidence in food safety.
Reduce foodborne illness by 20% over the next five years. This includes reducing the levels of salmonella in UK-produced chickens on retail sale by at least 50% by the end of 2004/05.	The salmonella target has already been met. The overall foodborne illness target remains unchanged for SR 2002.	Met. Provisional figures for 2003 show a reduction of just over 20% in laboratory reports of the key indicator bacteria compared with the baseline figure for 2000. Final figures will be available by the end of 2004.
Protect consumers through improved food safety and standards by improving local authority (LA) enforcement, promoting the use of Hazard Analysis and Critical Control Point (HACCP), and improving the safety of fresh meat through Meat Hygiene Service (MHS) action to ensure the effective enforcement of hygiene controls.	The FSA's work to improve enforcement has now been classified under the relevant outcome target 'Better Food Safety and Standards'.	Met. We met our target for developing, together with local authorities, a new Framework Agreement on LA Food Law Enforcement. The Agreement became operational in April 2001 and we have since then been monitoring and auditing local authorities (a total of 182 to date) against the standard for enforcement activity that it sets out. Full audits have been carried out of 92 authorities to date. We have developed the scheme to promote good practice; since October 2002, we have also carried out focused audits looking at specific areas of food law enforcement. This enables us to conduct a more in-depth analysis of a specific area of food law enforcement where there are concerns about inefficient or inconsistent working, and helps us to identify good practice and make recommendations for improvements. To date these have included food sampling activity, formal enforcement activity and imported food law enforcement (the latter being part of the FSA's 'Step Change' programme). The UK audit programme also includes the annual partial audit of all 32 Scottish local authorities, as part of a three-year programme for full audit.

High level target from SR 2000	Treatment in SR 2002	Summary assessment/progress to 31 March 2004
		<p>All audit findings are published on the FSA's website and we have also published monitoring data for 2000 and 2001.</p> <p>Met – ongoing. HACCP has been a legislative requirement for large and small meat plants since June 2002 and June 2003 respectively. FSA guidance packs were issued to all plants well in advance. MHS enforcement has so far focused on plants making no effort to implement HACCP, rather than plants trying but not yet entirely successfully. The MHS will now actively enforce HACCP in plants with no evidence of a HACCP plan, and continue to encourage plants that have made the effort but still lack focus.</p> <p>The enforcement of meat hygiene controls is the subject of a high-level annual performance target for the MHS, which seeks improvements in performance year on year. It is too early to say whether the MHS will meet the target for 2003/04. Final assessments will be made after the year-end and the MHS will be required to put corrective action in place.</p>

Appendix 4: Performance against Spending Review 2002 Service Delivery Agreement targets

Aim 1: Increased consumer confidence in the national regulatory system for food safety and standards and in the credibility of the FSA.

The most effective way in which the Food Standards Agency can improve consumer confidence is to deliver real improvements in food safety and standards. Achieving the outcomes set out in Aims 2 and 3 will, therefore, make a significant contribution to meeting Aim 1. However, the way we deliver these improvements is also critical to our success – openness, accessibility and honesty are embedded in the way the Agency works, as is our consultative approach to policy-making.

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
Maintain the levels of confidence achieved by the Agency during the Spending Review (SR) 2000 period, compared to baseline levels set in 2000.	Annual consumer attitudes survey compares year-on-year trends to baseline established in 2000.	<ul style="list-style-type: none"> Publish timely public advice on food safety which is based on sound science. Double traffic to the website by consumers and stakeholders over the period of the Spending Review. Establish public helplines in response to major food emergencies within 24 hours. On a quarterly basis through independent measurement, achieve at least 55% positive coverage about the FSA in the media. Hold at least seven open Board meetings each year. In addition, all of the FSA's scientific advisory committees will hold at least one open meeting each year. 	<p>Met – ongoing. We publish all public advice on our website at www.food.gov.uk</p> <p>We have already met and exceeded this target. Page impressions and visits to the website already doubled by 31 March 2004.</p> <p>We have already met this target. Procedures are in place and have been tested but have not been used to date. Help has been tested: in an incident in October 2003 the helpline was activated within 24 hours of briefing.</p> <p>We are meeting this target on an ongoing basis.</p> <p>All open Board meeting agendas, papers and decisions are published on our website at www.food.gov.uk</p>

Aim 2: Better food safety and standards

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
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.	<ul style="list-style-type: none"> Our published foodborne illness strategy and supporting action plan set out in detail how we will meet our overall target. We will publish six-monthly progress reports against the plan. 	<p>Ahead. Progress made to implement the foodborne disease strategy and meet the FSA's target to reduce foodborne illness was reported to the Foodborne Disease Strategy Consultative Group (September 2003 and March 2004) and the Board (June 2003).</p> <p>In the June Board report, annual figures for 2002 showed levels decreased by over 13% compared with the baseline figure.</p> <p>Provisional figures for 2003 show a reduction of just over 20% in laboratory reports of the key indicator bacteria compared with the baseline figure for 2000. These figures were reported in Board Note 04/02/02 in February 2004.</p>
		<p>The strategy focuses on three main areas: controlling pathogens, improving food handling and preparation, and reduction of campylobacter infection. During the SR 2002 period, specific actions will include:</p> <ul style="list-style-type: none"> implementing successfully the Commission Decision 2001/471/EC relating to HACCP requirements for all red meat and poultry plants by mid-2003 	<p>On course. HACCP has been a legislative requirement for large and small meat plants since June 2002 and June 2003 respectively. FSA guidance packs were issued to all plants well in advance. MHS enforcement has so far focused on plants making no effort to implement HACCP, rather than plants trying but not yet entirely successfully. MHS will now actively enforce HACCP in plants with no evidence of a HACCP plan, and continue to encourage plants that have made the effort but still lack focus.</p>

continued

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
		<ul style="list-style-type: none"> ▪ undertaking research to produce data to support performance criteria for microbiological testing in poultry plants by January 2004 ▪ in 2003/04, commencing an education/awareness campaign aimed at the sectors of the population most vulnerable to foodborne illness 	<p>Operational target changed. Research has provided preliminary evidence that performance criteria for indicator micro-organisms is not a useful tool for assessing hygiene in poultry production. Research is currently focusing on performance criteria for pathogens in all poultry species.</p> <p>On course. We have invited proposals for local initiatives in relation to vulnerable groups as part of the fifteen £10,000 grants that are available to local authorities and food liaison groups in 2004/05 for local food hygiene initiatives, as part of the National Food Hygiene Campaign.</p> <p>To promote hygiene messages to vulnerable groups, the FSA attended conferences arranged by various groups of healthcare professionals, as well as the Scouts and Guides Gillwell Reunion event. In 2004/05 we will be aiming to reach a wider range of professional groups.</p> <p>The FSA has launched a 'cooking bus' with the aim of delivering healthy eating and food safety messages to schoolchildren around the country. The Cooking Bus programme focuses on schools in the more socially disadvantaged areas and will also visit community food projects in school holiday periods. A full programme to end 2004 is already in place.</p> <p>We have asked the Advisory Committee on the Microbiological Safety of Food to review the FSA's food safety advice to see whether the advice to vulnerable groups in relation to avoiding foodborne listeriosis needs to be re-emphasised, updated or expanded.</p>

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
		<ul style="list-style-type: none"> Develop (2002/03) and then implement a strategy for reducing levels of campylobacter in chicken by 2005/6. 	<p>On course. During 2002/03 the FSA developed and started to implement, a strategy to control campylobacter in UK-produced chickens reared for meat (broilers).</p> <p>Development of the strategy took place through discussion with a consultative group set up by the FSA, comprising key organisations with an interest in the UK poultry industry and consumers. The strategy was published for public consultation on 17 June 2003.</p> <p>Early implementation of the strategy proved possible due to broad stakeholder agreement on the priorities for action: to raise standards of biosecurity on broiler farms as a foundation for progressive campylobacter control. The FSA launched a campaign in January 2004 which targeted broiler farmers with a leaflet <i>Cleaner Farms, Better Flocks</i> and a poster, to act as a reminder to always follow best practice biosecurity measures.</p> <p>A copy of the FSA's strategy and consultation package can be found on our website at www.food.gov.uk</p> <p>Results from a rolling survey of chicken in Wales will be used to monitor progress in the first year whilst a similar survey in England is piloted.</p>
<p>Promote HACCP principles throughout the food chain.</p>	<p>The FSA will monitor the uptake of food safety management based on hazard analysis and the HACCP principles by food businesses.</p> <p>Results will be published.</p>	<ul style="list-style-type: none"> 30% of food businesses to have implemented food safety management based on the HACCP principles by the end of 2003/04. 	<p>Surveys indicate that this target has been met. The details are published with the minutes of the open FSA Board Meeting in March 2004 on our website at www.food.gov.uk</p>

continued

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
		<ul style="list-style-type: none"> ▪ Actively encourage the uptake of food safety management based on HACCP principles throughout the SR period by: <ul style="list-style-type: none"> – influencing training provision – co-ordinating guidance – working with LA enforcers – piloting support mechanisms – developing proportionate models of food safety management based on the principles of HACCP for small businesses 	<p>Projects are in train to achieve these objectives. In particular the FSA has:</p> <ul style="list-style-type: none"> ▪ worked to influence the National Occupational Standards for training ▪ developed food safety management for small caterers working directly with small businesses ▪ run update seminars for local authorities and piloted new guidance with some authorities ▪ established links with the North West Regional Development Agency and planned a pilot initiative to support small businesses
<p>Deliver all MHS performance targets in relation to public health protection.</p>	<p>Performance information, including assessment methodology, is published in the MHS Annual Report and Accounts, which is laid before Parliament.</p> <p>Targets and performance reports will also be published on our website.</p>	<p>To set the MHS challenging performance targets on an annual basis, in consultation with key stakeholders.</p>	<p>On course. In line with established practice, high-level performance targets for the MHS for 2002/03 were set by the FSA Board in March 2002 following full public consultation. MHS performance against those targets was assessed by the FSA at the end of the year. The MHS met 11 out of 13 targets; it did not meet targets covering enforcement of hygiene regulations, and operating within its internally set financial target. The assessment was published on the FSA website. Action to improve performance in respect of the two unmet targets was agreed with the MHS.</p> <p>Targets for 2003/04 were set in March 2003 and published on the FSA website at www.food.gov.uk. MHS performance against these will be assessed in July 2004 and the results will be similarly published on the website.</p>

continued

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
			<p>In March 2004 the FSA Board approved a new approach to target setting for the MHS and a reduced number of outcome-based, high-level performance targets for 2004/05. The new targets are more closely linked with FSA strategic objectives.</p> <p>Assessment of progress against the new targets will be based on a range of performance indicators, information from FSA and MHS audits, and more effective use of existing MHS management information.</p> <p>Interim MHS reports on performance against targets will be made to the FSA during the year. The FSA will make a final assessment of MHS performance after the 2005 year end and will publish the results on our website at www.food.gov.uk</p>

Aim 3: Improved consumer choice and diet

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
<p>Measurably improve consumer knowledge of and access to a healthy balanced diet compared to baseline set during SR 2000.</p> <p>With the DH, effect targeted movement towards a healthy balanced diet.</p>	<p>Tracker questions in the annual consumer attitudes survey and specially-commissioned evaluation studies will show trends in:</p> <ul style="list-style-type: none"> ▪ awareness and knowledge of healthy eating messages ▪ measurable changes towards a healthy balanced diet ▪ an increase in fruit and vegetable consumption ▪ reduced intake of salt in diet <p>paying particular attention to the position of low-income groups.</p>	<ul style="list-style-type: none"> ▪ Evaluate operation of statutory guidelines for school meals and agree action plan to address shortcomings by 2003/04. 	<p>On course. Survey to assess operation of guidelines commissioned jointly by FSA and Department for Education and Skills (DfES). Fieldwork completed in December 2003 and data analysis begun. Final report expected in April 2004.</p>
		<ul style="list-style-type: none"> ▪ Agree series of initiatives with retailers and manufacturers with the aim of reducing average salt intake by 10% (1 gram per day) by 2005/6. 	<p>On course. Initiatives by a number of individual companies and industry organisations under discussion, aimed at reducing salt content of processed food and raising awareness of retailers, manufacturers, caterers and others. Measures in place include a programme of salt reduction by Sainsbury's, and information/education material aimed at caterers produced by the British Hospitality Association/British Beer and Pub Association. The FSA also supports independent work by food organisations such as the Food and Drink Federation's Project Neptune.</p>

continued

Key result	Performance measurement	Delivery (main operational targets)	Progress to 31 March 2004
		<ul style="list-style-type: none"> Complete Low Income Diet and Nutrition Survey, and report findings by 2005/6. 	On course. Survey fieldwork begun in November 2003, and due to be completed in January 2005.
		<ul style="list-style-type: none"> Work with DH to promote the 'five a day' initiative to achieve the target level for average consumption of five pieces of fruit and vegetables per day. 	On course. Ongoing work including website material and media columns carrying the five-a-day message. Advice to the DH as needed, including on the development of a scheme for the use of a 'five a day' logo.

Appendix 5: Expert and Strategic Advisory Committees

Advisory committees and tribunals which report solely to the FSA

- Advisory Committee on Novel Foods and Processes (ACNFP)
- The Advisory Committee on Microbiological Safety of Food (ACMSF)
- Meat Hygiene Advisory Committee (MHAC)
- Meat Hygiene Appeals Tribunal for England and Wales (MHAT)
- Beef Assurance Scheme Membership Panel (BAS)
- Consumer Committee
- Advisory Committee on Research (ACR)
- Committee on Toxicity of Chemicals in Food, Consumer Products and the Environment (COT)

Advisory Committees which report jointly to the FSA and one or more other government departments

- Scientific Advisory Committee on Nutrition (SACN)
- Spongiform Encephalopathy Advisory Committee (SEAC)
- Advisory Committee on Animal Feedingstuffs (ACAF)
- Committee on Carcinogenicity of Chemicals in Food, Consumer Products and the Environment (COC)
- Committee on Mutagenicity of Chemicals in Food, Consumer Products and the Environment (COM)

The FSA's public bodies are listed in the Cabinet Office's annual publication: *Public Bodies 2003*. This can be found on the Internet at: www.cabinet-office.gov.uk/agencies-publicbodies/publicbodies/pb2003.pdf

Appendix 6: Glossary of terms

BSE	Bovine Spongiform Encephalopathy
DARD	Department of Agriculture and Rural Development
DfES	Department for Education and Skills
DH	Department of Health
DHSSPS	Department of Health, Social Services and Public Safety
EU	European Union
FSA	Food Standards Agency
FSPB	Food Safety Promotion Board
FVO	Food and Veterinary Office
GM	Genetically Modified
HACCP	Hazard Analysis Critical Control Point – a documented food safety management system widely regarded as the most effective way of managing and controlling hazards inherent in the food handling and production process. 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.
liP	Investors in People
LA	Local authority
MHS	Meat Hygiene Service
OGC	Office of Government Commerce
OTM	Over Thirty Months
RIA	Regulatory Impact Assessment

SACN	Scientific Advisory Committee on Nutrition
SDA	Service Delivery Agreement
SFAC	Scottish Food Advisory Committee
SR	Spending Review
SRM	Specified Risk Material

For more information about the work of the Food Standards Agency contact:

England

Food Standards Helpline: 0845 757 3012

Food Standards Agency

Aviation House, 125 Kingsway
London WC2B 6NH

Scotland

Food Standards Agency (Scotland)

St Magnus House
6th Floor, 25 Guild Street
Aberdeen AB11 6NJ

Wales

Food Standards Agency (Wales)

11th Floor, Southgate House
Wood Street
Cardiff CF10 1EW

Northern Ireland

Food Standards Agency (Northern Ireland)

10B-10C Clarendon Road
Belfast BT1 3BG

You can email us at helpline@foodstandards.gsi.gov.uk

Our website is at www.food.gov.uk

For questions relating to this Report, please contact John Shepherd by email at john.shepherd@foodstandards.gsi.gov.uk or by fax on 020 7276 8289.



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