

**Report to
Public Protection Policy Development and
Review Panel**

Date: **12 March 2013**

Report of: **Director of Regulatory and Democratic Services**

Subject: **FOOD STANDARDS AGENCY FOOD SAFETY SERVICE PLAN**

SUMMARY

The Food Standards Agency is responsible for directing, monitoring and auditing of local authorities' work in respect of food law enforcement. The Agency requires that local authorities produce an annual Food Safety Service Plan in line with guidance issued by the Agency in delivering its Food Safety Service. The plan should be reviewed on an annual basis.

This is the Annual Review, looking back on what has been achieved in 2012-2013 and the aims and objectives for 2013 - 2014.

RECOMMENDATION

Members are requested to consider the Food Safety Service Plan and make any comments that they feel should be taken into account when the Executive considers the plan on 15 April 2013.

INTRODUCTION

1. The Food Standards Agency is responsible for directing, setting and monitoring standards and auditing local authorities' enforcement activities in order to ensure that these activities are effective and undertaken on a consistent basis and in line with current guidance. Powers enabling the Agency to monitor local authorities are contained in the Food Standards Act 1999.
2. As part of its role the Agency issued a Framework Agreement on Local Authority Food Law Enforcement which provides guidance on how local authorities are expected to undertake their duties in respect of Food Law enforcement.
3. Fareham's current Food Service Plan is based upon this guidance and was reported to the Public Protection Policy Development and Review Panel on 13 March 2012, to the Executive on 2 April 2012 and approved by Council on 26 April 2012.

SERVICE PLANS

4. The Food Standards Agency requires a detailed service plan for Food Safety Enforcement and this is produced and updated annually. The Agency has provided detailed guidance as to how these should be set out and the information they should contain. This plan provides the detail in which to satisfy the information requirements of the Agency. It also provides the evidence to satisfy the Agency that the Council has adequate arrangements in place to meet its statutory obligations in respect of Food Safety Enforcement.
5. It is important that the Food Safety Service Plan is submitted to and is approved by the Executive and the Council as it details the work and demands on the service and ensures transparency and accountability.
6. The Service Plan contains:
 - Information about the services provided;
 - The means by which the service will be provided; and
 - A review of performance in order to address any variances from meeting the requirements of the Service Plan.
7. The Spending Plan for delivering the food safety service for 2013/2014 was reported to the Executive on 7 January 2013.
8. The Food Standards Agency requires each Authority to submit the Service Plan for approval by Members and to review it annually. Appendix A contains the Council's proposed Food Safety Service Plan for 2013/2014.

SUMMARY OF CHANGES TO PLAN FROM 2012/2013

9. The format for this plan, as prescribed by the Food Standards Agency, has remained the same since its inception in 2001. Each year the previous year's plan is updated and presented to the Panel for the following year. A summary of the changes from last year's plan is given below:-

- i) The details of the Food Analyst has been updated as the HPA has had a structural change and the laboratory has moved to Porton Down from Southampton General. (*para 20*)
- ii) The Food Premises Register has been updated for 2013. (*para 26*)
- iii) The Food Hygiene Rating Scheme information has been updated to provide the Panel with current data. (*para 43*)
- iv) The Enforcement Policy has been updated and details of the Executive Approval are included. (*para 47*)
- v) The details of Lord Young's Report have been removed from the Service Plan, as practice guidance and procedures have been updated to incorporate the recommendations of these reports.
- vi) The Intervention Plan has been amended to reflect the work for 2013/2014. (*para 66*)
- vii) Details of the Home Authority Principle have been removed as this is incorporated into the Primary Authority Scheme. (*para 85*)
- viii) Details of the Food Sampling Programme 2013/2014 and results for 2012/2013 have been included. (*para 102*)
- ix) A Reflection on performance for 2012/2013 has been added (*para 137*)
- x) The Areas for improvement has been updated to reflect those planned for 2013/14. (*para 138*)
- xi) Appendix 3 to the plan has been updated to show the proposed food Sampling Activity for 2013/2014.

DOCUMENTED FOOD POLICIES AND PROCEDURES

- 10. The Food Safety Service Plan requires a number of policies and procedures which local authorities should have in place to ensure compliance with the Agency's Standards. The Council's Food Safety policies and procedures are all kept under review and are in the process of being updated to ensure that they comply with national guidance issued by the Food Standards Agency and also to align the services between Fareham and Gosport as the partnership continues to move to a single computer system.

PERSONNEL IMPLICATIONS

- 11. The service detailed within the Plan can be delivered in accordance with the budget that was reported to and approved by the Executive at its meeting on 7 January 2013.

LEGAL IMPLICATIONS

- 12. The adoption of a Food Safety Service Plan demonstrates that the Authority is meeting its statutory responsibilities in relation to food law enforcement.

CORPORATE STRATEGY

13. The Food Safety Service Plan will promote measures that contribute to achieving the Council's Priority of ensuring that Fareham remains a safe and healthy place to live and work with respect to food that is produced and sold within the Borough.

RISK ASSESSMENT

14. The Council has a statutory duty to provide a food safety service. If it fails in its duty, the Food Standards Agency has the power to take over the service and charge accordingly. This may also result in bad publicity for the Council.

CONCLUSION

15. The Food Safety Service Plan attached to this report has been produced in accordance with the requirements of guidance issued to local authorities by the Food Standards Agency. The plan details how Fareham undertakes its food safety enforcement responsibilities.

Background Papers:

Report to Health and Environment Committee 6 March 2001, Framework Agreement on Local Authority Food Law Enforcement.
Framework Agreement on Local Authority Food Law Enforcement

APPENDIX A – Proposed Food Safety Plan 2013/2014

Enquiries: For further information on this report please contact Juli Treacy (Ext 2403).



FAREHAM BOROUGH
COUNCIL

www.fareham.gov.uk

Food Safety Service Plan

2013/2014

as required by

The Food Standards Agency

INTRODUCTION

1. This Food Safety Service plan has been produced as required by and in accordance with the Food Standards Agency Framework Agreement on Local Authority Food Law enforcement. It is written in the format prescribed by the Agency, its purpose being to demonstrate that Fareham Borough Council has in place adequate and effective arrangements to meet its statutory obligations in respect of Food Safety.
2. Fareham Borough Council is designated as a Food Authority under the European Communities Act 1972, the Food Hygiene (England) Regulations 2006 and the Food Safety Act 1990. This places a statutory duty on the Authority to enforce the Acts. The delegated Authority to do this lies with the Director of Regulatory and Democratic Services, who has further delegated relevant Authority to staff within the Food, Health and Safety team within Environmental Health in that Department.
3. This plan covers the following:
 - i) The Food Safety Service Aims and Objectives
 - ii) Background Information
 - iii) Service Delivery
 - ii) Resources
 - iii) Quality Assessment
 - iv) Service Review.

SERVICE AIMS AND OBJECTIVES

4. The Council's vision is to ensure that people who live in, work in or visit the Borough of Fareham are confident that sound measures are in place to protect their health and safety. Protecting people's health and safety is an important contributor to the Council's key priority to ensure that the Borough of Fareham is a **safe and healthy place to live and work**. The Food Safety Service is an important contributor to helping to secure the above.
5. The Service objectives are as follows:-
 - i. Ensure that all businesses involved in the preparation, sale, distribution or handling of food comply with food safety legislation and the requirements of codes of practice issued by the Food Standards Agency.
 - ii. To minimise the spread of incidents of infectious diseases including incidents of food poisoning by investigating relevant cases and taking action to control the spread of disease.

Links to corporate objectives and plans

6. In respect of Food Safety, the Council's Public Protection Policy Development and Review Panel, Scrutiny Board and the Executive are responsible for this function.
7. The Spending Plan for delivering the Food Safety Service for 2013/2014 was

reported to the Executive on 7th January 2013.

8. Reports are considered by the Public Protection Policy Development and Review Panel throughout the year as required in order to ensure the service is able to adapt to changing demands e.g. changes to legislation/guidance.

BACKGROUND

Profile of Fareham

9. The Borough of Fareham has a population of approximately 112,000 people. It covers almost thirty square miles of southern Hampshire between Portsmouth and Southampton on the south coast. With the town of Fareham at its centre, the Borough extends from Portchester in the east, which borders the northern side of Portsmouth harbour, to the River Hamble in the west. From south to north, it reaches from the Solent coastline at Hill Head and extends northwards into rural Hampshire towards Wickham.
10. The Borough has grown rapidly in recent years, with the development of extensive areas of housing, shops and commerce. The town centre consists of shops including a large Superstore, leisure facilities and a cinema complex, bars and restaurants.
11. In addition to the town centre, there are several other important local centres based on former villages. Portchester lies to the east of Fareham town with Stubbington and Hill Head to the south. To the west are Titchfield, Warsash, Park Gate, Locks Heath, and Whiteley.
12. With the New Community North of Fareham (NCNF) due to commence in the next few years to the north of Fareham, this will result in not only additional properties, residents but also more commercial food business.
13. The economic downturn has affected Fareham Borough Council and the Council is taking steps in particular to manage the shortfall in income. The Food Safety Service has sufficient resource to meet the Council's statutory responsibilities. It is important to note however that during difficult economic times it can become difficult for businesses to maintain standards, so the service becomes even more important to ensure that standards are maintained.

Organisational Structure

14. The Council is run by an Executive, supported by a Scrutiny Board and review panels. The Executive operates like the Government's cabinet. It is made up of six councillors, including one who is appointed as the Executive Leader. It is responsible for almost all the functions and services of the Council, but is not allowed to deal with certain matters like planning and licensing applications. These are dealt with by Committees. The Council also has Audit and Standards Committees.
15. Each member of the Executive has responsibility for a specific range of Council activities (sometimes called portfolios) and acts as the Council's spokesman for those functions. The portfolio which currently incorporates the Food Safety function is Public Protection.
16. The Council has a Scrutiny Board and several review panels, which broadly

mirror the portfolio areas of the Executive members. The job of the review panels is to take a leading role in the development and review of policies, related to particular services. All of the review panels report to the Council's Executive Committee. The review panel currently responsible for Food Safety is the Public Protection Policy Development and Review Panel.

17. The Food Safety function is undertaken by the Food, Health and Safety and Licensing Enforcement team of the Environmental Health Section, within the Regulatory and Democratic Services Department, which reports to the Public Protection Policy Development and Review Panel. The Director of Regulatory and Democratic Services is the officer responsible for the Food Safety Service delivery, with the Head of Environmental Health being responsible for the day to day management of the team and the service, supported by a Team Leader. The Director of Regulatory and Democratic Services reports directly to the Chief Executive Officer.

Fareham and Gosport Environmental Health Partnership Initiative

18. Since January 2011, the Fareham Environmental Health Section has been working in partnership with Gosport Borough Council Environmental Health Section. The Head of Environmental Health is now Head of both Fareham Borough Council's and Gosport Borough Council's Environmental Health Services. The Partnership is developing and the Food Safety Teams from both Councils continue to work closely together to develop joint working practices and deliver projects across both Boroughs. This ensures consistency across the Boroughs which is a particular benefit for those businesses that have premises in both Boroughs. It also allows for better use of the joint resource to deliver the priorities of both Services.
19. The Fareham Food Safety enforcement team consists of 1 full time Team Leader, 2 part-time (3 days a week each) Senior Environmental Health Officers, and 1 Technical Officer. These officers also undertake Health & Safety and Licensing enforcement and Infectious Disease control work. The Environmental Health Partnership now provides greater flexibility and resilience as the team has access to a larger food safety team based in Gosport.
20. The provisions made for specialist services are as follows:-

Food Examiner:

Hampshire Scientific Service
Hyde Park Road,
Southsea
Hants
PO5 4LL Tel No. 023 9282 9501

Food Analyst:

HPA Microbiological Services
FW&E Microbiology Laboratory - Porton
Salisbury
Wiltshire
SP4 0JG Tel No: 01980 616766/ 6161776

21. These are used as and when necessary where expert and specialist advice is required.
22. From time to time, consultants may be required to undertake food hygiene inspections. This may be because of staffing shortages, special projects, prosecutions or food poisoning investigations; all of which impact directly upon the employee resource available. It is unlikely that consultants will be required in 2013/2014, particularly in light of the partnership with Gosport Borough Council Environmental Health Team, which can provide any additional resource to deal with peaks in workload and vice versa.

Scope of the Food Service

23. The food service consists of the following elements:-
 - Ensuring that all food premises within the Borough are identified and inspected on a risk-assessed basis;
 - Implementing and maintaining the National Food Hygiene Rating Scheme.
 - Reviewing planning and building control applications to ensure that food hygiene requirements are considered at the design and build stages of development;
 - Providing advice to food businesses and members of the public on issues relating to food safety;
 - Investigating all complaints relating to food and food safety and taking appropriate enforcement action to prevent potential outbreaks of food poisoning;
 - Undertaking sampling in order to determine the quality and fitness of food that is available for purchase throughout the Borough;
 - Minimising the spread of incidents of infectious diseases, including incidents of food poisoning by investigating relevant cases and taking action to control the spread of disease.
24. In order to provide an efficient and cost effective service, officers who undertake food safety duties also undertake other duties such as Health & Safety at Work, Licensing, Infectious Disease and Health Act enforcement. Whenever possible visits to premises for different purposes are combined to ensure that officer time is used efficiently and that the time spent with proprietors and managers of businesses is kept to a minimum.

Demands on the Food Service

25. There are approximately 728 registered food premises within the Borough, mainly composed of restaurants, takeaways and retailers. There are no specific unusual or seasonable demands on the food safety service, such as tourism or large numbers of food premises run by proprietors whose first language is not English.

26. As at February 2013, the 728 registered food premises within the Borough were made up of the following food premises types:

Catering	139
Distributors/warehousing	9
Farm/smallholding	3
Hospital/rest home/schools	121
Hotel/pub/guest house	58
Manufacturers/processor	4
Moveable premises	14
Multiple businesses	2
Others	10
Private house as a food business	129
Restaurant café/ snacks	102
Retailer	122
Staff restaurant/canteen	7
Wholesale cash and carry	5
Total Registered Premises	728

Incorporated in the above are the 5 'Approved Premises' which are all cold stores. These require additional control due to the increased regulation of these businesses.

27. The Authority has Procedures in place that ensure that the Food Standards Agency's Code of Practice and Practice Guidance document is followed. In addition, these Procedures also refer to the various Guidance Notes from the Local Government Regulation which gives guidance on Food Safety issues. Officers of the Council must and do have regard to these Codes and Guidance in undertaking the food safety function as they ensure consistent enforcement. These Procedures are embedded into our electronic business processes.
28. The Team, in addition to undertaking the Food Safety function, also has responsibility for Health and Safety, Infectious Disease Control, Health Act and Licensing enforcement.
29. These functions are covered by a separate service plan. In order to maximise the use of limited resources and to ensure a more coherent service to business, the same officer deals with all food safety, health and safety and licensing issues relating to any single premises, where appropriate interventions in relation to these activities are combined.
30. The service is provided 9.00am to 5.15pm Monday to Friday by officers based at the Civic Offices. An Environmental Health Out of Hours service also operates (between 5.15pm to 9.00am Monday to Friday and 24-hours a day at weekends and Bank/Public Holidays) to deal with requests relating to food safety which requires an emergency response as detailed in the Out of Hours Service Procedures. Planned out of hours inspections and visits are also made by Officers on the basis of the trading times of food businesses and perceived need.

31. The majority of the Food Safety officers take part in the Out of Hours Service. At times the administration associated with this service impacts on the food safety service provision.

Licensing

32. This team is a designated Responsible Authority for the purposes of the Licensing Act 2003, which came into effect on 7 February 2005. The team are required to make relevant representations regarding licence applications and this additional work, together with licensing inspections to check compliance with conditions will impact upon the team's normal food duties. It should be noted however that these inspections are done in conjunction with food inspections where possible,
33. In addition to the above, the team is responsible for licensing all of the following:
 - riding establishments, pet shops, Licensing Act 2003 premises, dangerous wild animals and the licensing of people and premises where skin piercing is carried out.

Gambling Act 2005

34. The above Act came into force on 31 August 2007. Whilst there are only a small number of licensed gambling premises in the Borough, e.g. betting shops, entertainment centres etc., the Act encompasses the provision of gaming machines in licensed premises. There is some limited enforcement by members of the Team necessary, in relation to such machines.

The Health Act 2006

35. The above Act came into force on 1 July 2007 and there is on-going enforcement in relation to this and the Smoke free provisions of the Act, which is also carried out by members of the Food Team.

Shellfish

36. The Authority is responsible for the shellfish beds located between the mean high water mark and the Southampton Port Health Boundary to the west and south and Gosport Borough Council boundary in the east. Whilst there are no sampling points within the Authority's responsibility, demands are placed on the service to provide information to local fishermen and failed sampling results occasionally means the temporary closure of the shellfish beds.

Approvals

37. The Authority approves premises which are required to be formally Approved under specific EU Legislation due to the increased risk posed by their particular food activities e.g. cold store or food premises producing meat products for other food businesses.

The Food Hygiene Rating Scheme

38. The Food Hygiene Rating Scheme (FHRS) is a Food Standards Agency/Local Authority partnership initiative. It is a national scheme which provides consumers with information about hygiene standards in food business establishments using information gathered by officers at the time they are inspected to check compliance with legal requirements on food hygiene. The food hygiene rating given reflects the inspection findings.
39. The purpose of the FHRS is to allow consumers to make informed choices about the places where they eat or shop for food and, through these choices, encourage businesses to improve their hygiene standards. The overarching aim is to reduce the incidence of food-borne illness and the associated costs to the economy.
40. There are six different food hygiene ratings ('0' up to '5') - the top rating represents a 'very good' level of compliance with legal requirements and all businesses irrespective of the nature or size of their operation should be able to achieve this.
41. Food hygiene ratings are published online at <http://ratings.food.gov.uk/> and businesses are encouraged to display certificates and stickers showing their food hygiene ratings at their premises where consumers can easily see them. Although there is no legal requirement currently to display either.
42. The FHRS incorporates safeguards to ensure fairness to businesses. This includes an appeal procedure, a 'right to reply' for publication (together with the food hygiene rating) at <http://ratings.food.gov.uk/> and a mechanism for requesting a re-inspection/re-visit for the purposes of re-rating when improvements have been made.
43. Fareham and Gosport joined the scheme in June 2011. The following Table shows the current list of Ratings for Fareham:

Rating	No of Food Businesses		
	2012-2013	2011-2012	
0 – Urgent Improvement Necessary	5	1	+4
1 – Major Improvement Necessary	29	20	+9
2 – Improvement Necessary	15	14	+1
3 – Generally Satisfactory	68	133	-65
4 – Good	126	134	-8
5 – Very Good	287	241	+46
Exempt	50	51	-1
Totals	580	594	-14

44. The Council have received 11 requests for a re-inspection after the food business operator has addressed the issues raised during 2012/13.

You can see from the figures that the scheme has had some success in improving hygiene standards as a lot of businesses have moved from the 3 and 4 categories into the 5. It is disappointing however that 47 businesses remain in the 0-2 category. It is worth noting that businesses that have acceptable hygiene practices but have no written procedures will fall into this category.

Food officers are working on formal action cases for 3 of the premises in the 0 to 1 Category, and enforcement notices have been served on others.

The requests for a re-inspection is increasing the workload of the team although not significantly.

The Hampshire Better Regulation Partnership

45. The Hampshire Better Regulation Partnership has been running throughout 2012/13. When Fire Officers and Trading Standards Officers carry out visits to low risk premises in the Borough they gather information on the Council's behalf regarding health and safety, food hygiene standards and licensing conditions. Council officers do the same for them. There have been a number of problems with the IT systems in the last half of the year which should be rectified shortly however it has resulted in less data sharing by the enforcement agencies. There are however clear lines of communication established between the Agencies and issues of serious concern are passed on by email or phone calls. It is pleasing to note that in addition to the original partners, a number of other Local Authorities including Gosport and the New Forest have now joined the partnership. The data base for the system is hosted by Hampshire County Council, thus reducing the costs and those low costs are being met by a grant.

Enforcement Policy

46. The Council has signed up to the Central and Local Government Enforcement Concordat. One of the requirements of this concordat is that the Council has an enforcement policy.
47. In December 2012, The Executive approved an updated general enforcement policy to cover all the work undertaken by the Department.
48. All food safety enforcement decisions are made following consideration of the Enforcement Policy. Any departure from the Policy will be documented.
49. A copy of the Enforcement Policy and/or a summary leaflet explaining the key elements is available on request. In addition, where formal action is being considered, a copy of the summary leaflet is provided to the business concerned. The policy is also available on the Council's [website](#).

50. All food law enforcement will be carried out in accordance with the relevant Food Standards Agency Code of Practice and Practice Guidance and other Official Guidance produced by Local Government Regulation or the Food Standards Agency.
51. Food premises owned by the Council need a separate method for achieving compliance. Usually, an informal approach should be successful. However, if difficulties were to be encountered, these would be reported to the Director of Democratic and Regulatory Services, who would, in turn, raise those issues at a Chief Executive's Management Team meeting, if necessary after liaison with the relevant Chief Officer/Director for the premises concerned.

SERVICE DELIVERY

Food Safety Interventions

52. A summary of the estimated number of interventions and resource requirements are detailed in Appendix 1 to this plan.
53. The enforcement of Food Safety legislation is governed by a Statutory Food Law Code of Practice and Practice Guidance. This specifies procedures and forms to be used by employees when enforcing the legislation. In particular, there is a risk rating scheme which is used to assess the risk associated with each food business and thereby its priority for inspection. Traditionally all categories of premises were included in the formal inspection regime. As well as inspection, there are a range of other interventions which may take place, auditing, verification visits, as well as visits to carry out sampling or to investigate food or food hygiene complaints,
54. In April 2012 the Food Standards Agency issued a revised Food Law Code of Practice.
55. This Code of Practice gives very specific advice regarding Interventions and has considerably revised the requirement to include all of the premises in the traditional inspection regime. Broadly Compliant Category C premises can be inspected alternately. So every other intervention is a traditional inspection, all of Category D premises can receive alternate inspections and Category E need not be inspected at all, but can be the subject of an alternative intervention strategy.
56. The purpose of this revision is to ensure that interventions are risk based and acknowledges that a range of other interventions can be employed to achieve the same result, e.g. surveys, formal training and interventions including sampling, auditing, verification visits, as well as visits to investigate food or food hygiene complaints.

Performance Management Monitoring

57. The Food Standards Agency monitors the performance of the Council with respect to food hygiene management and gathers the performance data using the Local Authority Enforcement Monitoring System (LAEMS). LAEMS is a web-based system used to report local authority food law enforcement activities direct to the FSA. Local authorities upload data that has been generated from

the local system (Ocella) to LAEMS. The FSA then evaluate and publish the performance of each Local Authority. The FSA also use the Food Hygiene Rating Scheme data as a means of monitoring performance and the Local Authority is required to return data annually regarding its Approved Premises.

FOOD SAFETY INTERVENTIONS PLAN

Inspections

58. Inspections are carried out in accordance with the Food Law Code of Practice (Feb 2012).
59. Following each inspection, the premises are attributed a Risk Rating Score in accordance with Food Law Code of Practice, which determines the minimum inspection period before the next inspection. The risk score is entered on the Ocella Computer system and each month a list of premises due for inspection is produced.
60. This requires Category A and B premises to receive an inspection at the appropriate frequency.
61. In September 2005 the largest ever outbreak of E. coli O157 in Wales occurred; it was the second largest ever in the United Kingdom (UK). Thirty-one people were admitted to hospital and a five year old boy tragically died. The Food Standards Agency has published Guidance to be followed by Food Enforcement Officers over the last several years which has been incorporated into the procedures.
62. Category C premises are divided into 2 groups as defined by the guidance, those broadly compliant and broadly non-compliant.
 - i) Broadly complaint premises will receive a full inspection every other time it is due for an inspection. An alternative intervention such as a sampling visit or visit for another food matter will be carried out for the other due inspection. There is however clear guidance on what the alternative intervention must be detailed in the Code of Practice.
 - ii) Broadly non-compliant premises will continue to receive an inspection every time it is due.
63. Category D premises will be treated the same as Broadly Compliant C premises.
64. Category E premises may not receive traditional inspection at all, but may receive one of the other intervention types as appropriate.
65. All new food premises will receive an initial inspection and thereafter treated as above depending on the initial category.

66. The inspection programme for 2013/2014 by risk category is as follows:-

Risk Category	Inspection Interval	No. of Premises due for Inspection	
		2013/14	2012/13
A, B and non-compliant C	6, 12 and 18 months	70	78
Compliant C, D and E	18 months, 2 years and 3 years	311	304
Total		381	382

67. It is intended over time to develop an alternative intervention plan for those premises not requiring a full inspection. For the coming year it is intended to tackle these as follows:-

- Combined visits by multi-skilled officers who may be visiting for other reasons;
- Use complaint interventions to defer inspections;
- Use sampling interventions to defer inspections.

68. For the year 2012/2013, it is anticipated that all of the high risk premises that were due for inspection will have been inspected by the deadline of 31 March 2013.

69. The Team have had a very busy year in terms of investigating circumstances around poor conditions found during inspections, investigating serious accidents and complaints and serving formal Enforcement Notices for poor performance. This has impacted on the routine inspection programme and may result in not all of the lower risk inspections being completed by 31st March 2013. Any outstanding inspections will however be done by the end of April 2013.

70. Revisits are made in order to check on compliance with Enforcement Notices and to ensure poor standards and serious defects are addressed by the food business operator. This is at the officers' discretion, but in line with Departmental Enforcement Policy.

71. Currently, the profile of premises in Fareham is detailed in paragraph 26. The use of the risk assessment scheme ensures that the highest priority is given to food manufacturers and caterers where conditions are below standard and premises that cater for vulnerable groups.

72. The Council maintains a Register of all food premises within the Borough in accordance with regulations. The register is held on the Ocella Computer system which is maintained by the Head of Environmental Health. In addition, the original registration forms are held in electronic form and copies are sent to Hampshire County Council Trading Standards on receipt.

73. The Food, Health & Safety and Licensing Team has received appropriate training to ensure knowledge of food specific legislation which relates to premises within the Borough.

74. All new food premises receive an initial inspection generally within one month of opening. Full inspections are carried out, occasionally following food and food hygiene complaints. The decision to make such inspections depends upon the nature and circumstances of any complaint.
75. There is a time recording system in place and this system indicates that about 65% of the team's time is spent on food safety. This equates to three Full-Time Equivalent (FTE) members of the team. Food safety, however, includes dealing with food hygiene complaints as well as food complaints and food premises inspections.
76. The Food, Health and Safety and Licensing Team holds regular team meetings to help ensure that inspection targets are being met and also to enable the team to respond quickly to changes in legislation/guidance and develop and improve the methods of operation within the team. In addition a meeting is held every two months with the Head of Environmental Health to address any issues that may have arisen, that cannot be resolved amongst the team e.g. changes to operating procedures as a result of changes to legislation/guidance.
77. At the time of every food premises inspection, a pro-forma is completed which is attached to the electronic premises file. Following each inspection, a written report is sent to the proprietor of the business. The report has a standard format, which includes all of the information contained in Annex 6 of Food Law Code of Practice.
78. Over the last five years, the section has achieved 97-100% completion of the inspection programme and is on course to achieve 95-100% for 2012/2013.

Food Complaints

79. It is the responsibility of the Council to enforce the provisions of the Food Safety Act 1990 as far as food complaints concerning the following are concerned:
 - Food which does not comply with the food safety requirements i.e. food which is unfit; food which has been rendered injurious to health; or food which is so contaminated.
 - Food which is not of the nature or substance demanded by the purchaser.
80. The Council also enforces the provision of the Food Labelling Regulations 1984, which relates to 'Use-by' date labelling and quality issues, in co-operation with the trading standards authority.
81. All food complaints are investigated in accordance with guidance issued from Local Government Regulation- 'Guidance on Food Complaints' and Codes of Practice, which forms the basis of our in house procedure.
82. Initial investigations into food complaints are given high priority, since these can give an indication of where the food supply chain has broken down. Such breakdowns may be one-offs or can indicate a problem that, if left unattended, could have serious consequences. Arrangements are in place to contact the Food Standards Agency where food complaints may have wider implications.
83. Where companies involved are unable to provide a satisfactory defence that they take all reasonable precautions and exercise all due diligence to prevent such a complaint, legal proceedings may be instigated. The decision to

prosecute would be taken at the recommendation of the officer concerned, in consultation with the Head of Environmental Health, the Director of Regulatory and Democratic Services and the Council's legal representative, in accordance with the Food Safety Enforcement Policy. In each case the company/business and complainant will be kept informed as to the progress of the complaint.

84. Dealing with food complaints is a relatively small part of the workload; to date (25th February 2013) we have received 14 complaints.

Primary Authority Principle

85. In April 2009 the Regulatory Enforcement and Sanctions Act introduced the Primary Authority Scheme. This is an arrangement where a Local Authority agrees to provide specialist advice to a company regarding its Food Safety arrangements and acts as a point of contact for other local authorities where its food may be sold. The Primary Authority is usually where the head office for a company is situated. The Originating Authority is the Authority where the unit which manufactured a product is situated. In principle any Authority shall observe the following:-

- An Authority shall have regard to any information or advice it has received from any liaison with home and/or originating authorities.
- An Authority, having initiated liaison with any home and/or Originating Authority, shall notify that Authority of the outcome.

86. Currently this Council does not act as Primary Authority for any local business.

87. If a business requests a Local Authority to be its Primary Authority for any regulatory function, the Local Authority must agree to the request, although it may charge for the cost of doing so. Fareham isn't currently a Primary Authority.

Advice to Business / Food Hygiene Complaints

88. Whilst the Council will utilise its powers to enforce the food legislation, it is realised that, where food businesses break the law, it is often due to ignorance rather than design. As a consequence, it is the Council's policy to provide advice to business in a number of different ways.

89. The Food, Health and Safety and Licensing team does not provide formal food hygiene training, as there are many local providers. Advice is also provided on training courses offered throughout Hampshire and the Isle of Wight, by other authorities and training centres and particularly for courses offered in ethnic languages.

90. Training is however organised on an ad hoc basis for businesses depending on need, e.g. in response to new legislation.

91. Advice is also given during routine inspections and visits and followed up in writing. Advice is provided to direct queries received either by telephone or letter. Where necessary, it is followed up with a visit and or a letter. Provisional advice is given prior to the setting up of a food business. Free advisory leaflets are provided, where appropriate.

92. Where a business requires consultancy-type advice a small charge is levied.
93. Building Control and Planning applications are inspected by the Food, Health and Safety and Licensing Team and advice given to the developers/applicants regarding issues relating to Food Safety and Health and Safety.
94. A magazine called 'Fareham Today' is produced by the Council periodically. It is sent to all residents and businesses within the Borough. Information on food safety issues is occasionally included in this publication.
95. Information is also available on the [Council's website](#).
96. In addition, the Team responds to complaints from members of the public regarding the hygiene of premises/food handling practices. This may result in anything from a telephone call to prosecution for any offences.
97. In 2012/13 the team received around 150 food hygiene and food complaints and allegations of food poisoning.

Food Sampling

98. The Authority believes that a proactive, point of sale, food sampling programme can provide useful information about the microbiological fitness of food for sale within the Borough. The Sampling Policy can be seen at Appendix 2 to this plan and the Sampling Programme for 2013/2014 can be seen at Appendix 3 to this plan.
99. The Council participates in the Portsmouth and South East Hampshire sampling group which has a co-ordinated food-sampling programme based on Food Standards Agency, Local Government Regulation and agreed local priorities.
100. The sampling programme consists of the following:-
 - i) Participation in Local Government Regulation/Public Health Laboratory Service sampling initiatives.
 - (ii) Participation in the European Union initiatives, when they occur.
 - (iii) Participation in the Wessex Shopping Basket programme, when funds permit.
 - (iv) Participation in local initiatives devised by the local sampling group (Wessex Environmental Monitoring Service (WEMS) User Group (East) or by problems highlighted within the Borough).
101. Following the E.coli outbreak in Wales in 2005 and the subsequent recommendations by Professor Pennington and the Food Standards Agency, the team adopted an amended approach to inspecting high risk food premises (butchers shops and those handling high risk and raw products). Now, microbiological samples (swab of a food contact surface, a cleaning cloth and a food sample) are obtained from the premises and a desk top review of their HACCP system undertaken. Once the sample results are known these are used to inform the subsequent full inspection. the highest risk food premises now receive a sampling visit and a desk top study of their HACCP (Hazard Analysis and Critical Control Point) system, prior to receiving their full physical inspection

102. In 2012/13 sampling was undertaken at high risk premises in the month prior to their routine food safety inspection up until October 2012, when due to an increase in reactive work and formal investigations, this area of work was put on hold to ensure the inspection programme could be delivered. . Up to October 2012 Fareham Borough Council sampled at 19 premises, collecting samples of ready to eat foods, cloths and taking Environmental swabs.

47 surfaces swabs were taken of worktops and hand contact surfaces, 57.4% failed, with 4.2% contaminated with Ecoli, 25 Cloths were sampled 80% failed, with 52% being contaminated with Ecoli. 27 Ready to eat food samples were taken 18.5% failed, with Ecoli detected in 7.4% of samples.

Control and Investigation of Outbreaks and Food Related Infectious Disease

103. The measures to be taken to control the spread of infectious diseases are contained in various Acts of Parliament and their associated Regulations. This legislation includes the control of food poisoning and food and water borne diseases. Although the number of cases reported locally is comparatively low, it is widely acknowledged that the vast majority of cases go unreported. Moreover, a single case may lead to the discovery of an outbreak and could lead to a further outbreak if the person concerned is a food handler.
104. The investigation of food poisoning cases is therefore given a high priority and in an outbreak situation can necessitate utilising qualified employees from the Pollution/Housing Team, in addition to those in the Food, Health and Safety and Licensing Team.
105. All investigations will follow those procedures laid out in the Hampshire and Isle of White Health Protection Unit Joint Outbreak Control Plan and associated procedures and guidance issued by the Health Protection Unit and the Communicable Disease Surveillance Centre. Such investigations will be overseen by the Head of Environmental Health and liaison will take place with the Health Protection Unit.
106. The Council supports the Portsmouth and South East Hampshire Infectious Disease Forum and the Portsmouth Water Company Liaison Groups, which exist to promote best practice and consistency of approach in this area of work, between the neighbouring local authorities.
107. There are excellent links with the local Health Protection Unit and the public health laboratory, which come to the fore during outbreaks. All notifications are actioned on the day of receipt, by a telephone call, visit or a letter. Up to 25th February 2013 we have dealt with 37 allegations of food poisoning and infectious disease notifications that were received either from the HPU or as a complaint directly from the person who is ill. (see the following table). It should be noted that these are only the tip of the iceberg. The Council is not notified of cases of Campylobacter generally as there is no follow up action required.

Organism	No's	Cause
Norovirus	5	These are all associated with nursing homes.
Alleged food poisoning	6	These came from people who had eaten at food businesses in the Borough and were ill after their meal. An investigation is always undertaken and in most cases the Food Business is not implicated in the illness.
Campylobacter	2	A questionnaire is completed for all these isolated cases to establish whether a food business is implicated or whether there is larger problem. In a lot of cases the person has become infected with the bacteria during a foreign holiday. It is not always possible to identify the cause due to long incubation periods.
Salmonella	11	
Giardia lamblia	10	
Shigella sonnei	1	
E Coli	2	

Liaison with Other Organisations

108. To ensure that enforcement action taken in the area of this Council is consistent with national guidance and neighbouring local authorities, liaison arrangements are in place with the following organisations:
- The Food Standards Agency
 - Local Government Regulation
 - Chartered Institute of Environmental Health, Hampshire and Isle of Wight Branch Food Advisory Group (bimonthly meetings)
 - Wessex Environmental Microbiology Services User Group East (meetings every four months)
 - Southern Shellfish Liaison Group (annual meeting with interim newsletters as necessary)
 - Portsmouth and South East Hampshire Infectious Disease Forum (Quarterly meetings).
 - Health Protection Agency
109. The Council fully supports the work of the Hampshire and Isle of Wight Food Liaison Committee. This body, which has representatives from all Hampshire and Isle of Wight Food Authorities, Hampshire Scientific Services and the Wessex Public Health Laboratory Service, has amongst its objectives, 'ensuring that any enforcement action taken is consistent with other neighbouring local authorities'.

Food Safety and Standards Promotion

110. The Council education and promotion activities can have a direct impact on food safety standards. The Council is therefore committed to providing advice and information both to business and the public through a number of initiatives:
- Food Safety information leaflets – these are available from the Civic Offices.
 - Food Safety Week/Food Link – this is normally held in June every year. The Council supports a number of activities designed to promote food safety during this week, as resources allow.
 - Use of 'Fareham Today', the Council's quarterly magazine, sent to all homes in the Borough.
 - Link to food safety information on the [Council's website](#).

Food Alerts

111. Food alerts are notified by EHCNET (national computer link), by a pager from the Food Standards Agency and directly to health@fareham.gov.uk by email. There is a duty officer system and the duty officer decides upon the appropriate action in each case, which may include mailshots, visits, local press releases, etc. The resource implication is unknown, as it depends upon the nature and type of alerts, but existing resources usually perform this work as and when required.

Equality and Diversity

112. The equality Act 2010 replaced many separate anti-discrimination laws with a single Act. It also strengthened the law in important ways and extends protection against discrimination on the basis of: race, disability, sex gender re-assignment, marriage and civil partnership, sexual orientation, age religion or belief, and pregnancy and maternity.
113. There is a general duty under the act and some specific duties which include the need for public bodies to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity and foster goods relations. In addition there is a duty to publish certain information to demonstrate compliance with the Act.
114. In respect of the Food and Health & Safety team there is an Equality Impact Assessment in place which details the various measures employed by the team to meet the requirements of the Act and ensure the Service does not discriminate and is equally accessible to all.

RESOURCES

Financial / Staffing Allocation

115. The Food, Health and Safety and Licensing Team consists of 1 FT Team Leader, 2 P/T Senior Environmental Health Officers (3 days each), 1 FT Environmental Health Technical Officer. The team also has access to the wider Gosport food safety resource through the partnership.
116. All employees (except The Licensing officer) involved in food safety work are fully competent to inspect all risk categories of premises as required by the Code of Practice. Officers only carry out work which is permitted by the qualification requirements of the code of practice.
117. There is a list of delegations to officers, annexed to the Council's Constitution. This is constantly reviewed and updated as new regulations are made.
118. A summary of the estimated number of interventions and resource requirements is shown in Appendix 1 to this plan. The current resource allocation is sufficient to provide the service as detailed in this plan

Staff Development Plan

119. Training has recently been centralised and a training plan for all employees is being developed by the Personnel Section in consultation with each section. This plan recognises the need for Professional Officers to meet Continuing Professional Development (CPD) requirements.
120. The basic principles and ideals are:
 - The Section has a duty to the Council to ensure that it is able to meet all the demands that are placed upon the Section.
 - The Section has an obligation to develop the potential of all its employees.
 - Regular and continual training and updating of skills in order to undertake "the job" are necessary.
 - The Council is committed to continuous development of employees and services to ensure it is properly equipped to deal with future challenges.
 - To ensure workforce and succession planning.
 - To ensure all staff receive appropriate Customer Service training, to enable the Services to be designed and delivered to meet our customers needs.
121. This training may be provided through attendance at externally organised courses and seminars or through in-house training activities.
122. All training received will be documented as part of the Council's central training plan.
123. Core regulator skills will be achieved by the use of the "Regulators Development Needs Analysis tool".

QUALITY ASSESSMENT

124. Food Safety Act Code of Practice on Food Hygiene Inspections requires Authorities to have internal monitoring systems.

125. The Section has a set of Food Safety Procedures aimed at meeting the requirements of the Food Safety Code of Practice and Official Guidance. This is regularly kept under review and is used to ensure consistency and improvements in service delivery. The document management system ensures consistency and performs management review.
126. The Council has in place procedures for achieving and monitoring the consistency and quality to ensure that its food safety service is provided in a way that is consistent with the Food Standards Agency Standard, Statutory Codes of Practice and nationally issued guidance.
127. The Hampshire and Isle of Wight Food Advisory Committee has historically had a system of Inter Authority Auditing that is carried out although due to a loss of continuity following significant changes to key personnel within the County Authorities, audits have not taken place for some time. The Hants and Isle of Wight EH Manager group have tasked the Food Advisory Committee with producing a revised audit system based on the Food Standards Agency Inter Authority Audit documents.

The Food Standards Agency undertakes Audits of Local Authorities and Fareham is to be audited on 12th-14th March 2013. This will be an in depth audit of the Food Safety Enforcement procedures and work undertaken over the last 2 years.

128. In addition, the team operates a system of peer review and quality checks where officers carry out joint inspections to ensure a consistent interpretation of legislation, codes of practice and national guidance.

Benchmarking

129. The team is committed to supporting the Hampshire and Isle of Wight Environmental Health Benchmarking Club. The aim of this group is to provide a simple and effective means of comparing services provided by different Authorities. The results of this will be used as part of the Best Value review and continuous improvement of this service.
130. The Food Service in Fareham has been benchmarked against all the other local authorities' Food Services in Hampshire. The results of this have been used in developing the service. Further, the results of time recording, process maps and the use of the Quality Matrix have all been useful in identifying processes and practices that can lead to an improvement in service delivery.

REVIEW

Performance against Plan

131. The Food Safety Service Plan is produced and reviewed annually by members.
132. The performance of the food service is reported annually to the Food Standards Agency, via the Local Authority Monitoring System (LAEMS). The performance will be compared with other Local Authorities nationally and within Hampshire.
133. The Food Standards Agency then reports this performance data to Government and Europe.

Reflection on 2012/2013

134. Between April 2012 and February 2013 the Team have:

- i) Carried out 362 food hygiene inspections (we are on target to complete 100% of the high risk inspection programme and between 95 – 100% of the low risk programme)
- ii) Served 24 Improvement Notices for food hygiene failures – lack of food safety management procedures, lack of food hygiene training and poor practices demonstrated during inspection, poor facilities in the kitchen such as lack of hot water.
- iii) Received 147 food hygiene requests for service. This includes new food businesses that require inspection as well as food hygiene complaints and allegations of food poisoning.
- iv) Received requests for and issued 111 Export certificates which resulted in additional income of £7,770.
- v) Investigated 14 food complaints.
- vi) Detained a large volume of yellow fin tuna due to high levels of cadmium that was being stored in a cold store in Fareham. It was re-exported back to Ecuador.
- vii) Supervised voluntary surrender and disposal of a large volume of high risk food that was stored in unsafe conditions on 2 separate occasions by a market trader.
- viii) Issued a Simple Caution to a Café for a pest infestation and dirty kitchen.
- ix) Currently investigating 4 cases of extremely poor hygiene practices and standards of cleanliness to decide whether to recommend prosecution.
- x) A case is in Court at the end of February for food hygiene offences noted during several visits to a Market Stall in the summer of 2012.
- xi) Officers now have joint warrants to enable Fareham and Gosport Staff to assist each other where there are peaks in workload

Areas for improvement

135. The service is performing very well at present. However, in 2013/2014 the following areas will receive further consideration:-

- Further development of the Environmental Health Partnership with Gosport BC Environmental Health Section.
- Completion of the review of the Food Procedures
- Continuation and development of the Hampshire Better Regulation Partnership.
- Working from Home project.
- Further development of a lower risk premises strategy

- Identification of areas for efficiency savings
- Provide support to businesses and removal of unnecessary bureaucracy in enforcement.
- Devise an action plan to implement any recommendations that arise out of the Food Standards Agency audit (March 12th-14th 2013)

Fareham Borough Council Interventions Plan 20012/2013

Priority	What	How	Where (When)
FSA Requirement	Complete Higher risk inspection program	70 Inspections	Existing Category A, B and C premises throughout the year
FSA Requirement	Carry out Interventions at Lower risk premises	311 Interventions	Existing Broadly compliant Category C, D and E premises
FSA Requirement	Re-visits to premises to check compliance	120 revisits	Throughout the year
FSA Requirement	Investigate complaints about food and food hygiene and food alerts (1 st response within 2 days, same day for food alerts.)	Approx 200 Service Requests (estimate)	Throughout the year
FSA Requirement	Consult on Building Regulation applications (within 10 days)	30 requests (estimate)	Throughout the year
FSA Requirement	Undertake Sampling Program	1 day per month + 12 days for re-samples	monthly
Local / County Initiative	To continue with Hampshire Better Regulation Partnership project	30 Inspections	Between April 2012 and March 2013
County Groups	Attend Hants and IOW Food Safety, sampling, Infectious disease and shellfish Advisory Groups	Attend quarterly meetings	Quarterly/biannual
FSA Requirement	Development, training and team meetings	As required	Throughout the year

FSA Requirement	Investigate food poisoning notifications (On day of receipt)	As required	Throughout the year
Legal Requirement	Formal action	As required	throughout the year
FSA Requirement	General advice and enquiries (Response within 2 days)	As required	throughout the year
Local Requirement	To manage and co-ordinate work of the team	Day to management duties	daily
Health & Safety Enforcement	The detail regarding this area of work is reported to the Licensing And Regulatory Affairs Committee through the Health & Safety Service Plan		
Licensing / smoking	A separate plan for this work area is not currently required by an outside organisation.		
Projects	To implement changes to guidance in respect of high risk premise and to allow flexibility so as resources can be redirected to areas within Regulatory Services as demand requires.		



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Food Sampling Policy for Fareham Borough Council

1. The Sampling Policy document is written for Fareham Borough Council's Food, Health and Safety and Licensing Team, within Regulatory Services.
2. Food samples will be taken throughout the year both on a programmed and random basis. The department will participate in National, European and local studies, where appropriate and as resources allow.
3. Samples can be taken during routine food inspections by authorised officers or as part of a compliant based inspection. In addition, samples can be taken from random premises that fulfil the sampling programme criteria. Samples can be taken on a formal and informal basis. Formal samples can be taken following a complaint, during an inspection and as part of any Home Authority agreement within Fareham Borough Council. Informal samples are normally taken as part of on-going national, European and local sampling initiatives and for monitoring purposes.
4. This policy refers to the Sampling Programme that is held within the Regulatory Services Department. This sampling programme is produced for each financial year. The plan is produced in conjunction with the Hampshire and IOW sampling group. The sampling Group decides on the years sampling plan in accordance with the National (LGR), European plans and any local studies that the group wishes to undertake.
5. The purpose of sampling and associated actions:-
 - i. The Food, Health and Safety and Licensing Team, within Regulatory Services, will identify any foods that pose a hazard or risk to health of the consumer; this may be due to contamination of significant pathogenic bacteria and/or associated toxins.
 - ii. To identify any contraventions of Food Safety legislations.
 - iii. To use results to educate and inform the local businesses and, in addition, to inform the public regarding food safety issues.
 - iv. Sampling is used to evaluate effectiveness of food handling and associated processes at food premises in relation to their food safety management system requirements.
 - v. Investigate food complaints and food poisoning incidents.
 - vi. To assist in any potential formal action case.

6. Routine sampling is an important part of the work of Fareham Borough Council's Food, Health and Safety and Licensing Team, within Regulatory Services.
7. All samples are taken in accordance with the following legislation and guidance documents:-
 - i. Food Safety Act and associated codes of practice.
 - ii. Local Government Regulation Guidance Notes on microbiological food sampling, first issued in January 2002, but revised and re issues in January 2006.
 - iii. Health Protection Agency Guidance
 - iv. Food Safety (Sampling and Qualification) Regulations 1990

WEMS (EAST) Sampling Group Program for 2013/14

MONTHS OF SAMPLING	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR
LGR sampling study	To be confirmed in April 2013											
Imported foods	All year - Sampling Period											
Alternative strategies from Broadly Compliant premises or from local intelligence	All year - Sampling Period											
Water sampling	Sampling Period											
Butchers and high risk premises	All year - Sampling Period											

	Study Name	Aim of Study	Type of Sample required	Total Number of samples per authority	Individual Amount
1.	Effectiveness of cleaning in High Risk Premises (those in the 0-3 FHRS Categories or Category A&B)	To check the effectiveness of cleaning techniques and chemicals used having regard to the Ecoli 0157 guidance	Environmental swabs and cloths	As many as possible	1 cloth Max 3 swabs
2.	Imported Foods	The FSA set a guide	Any imported Food	As many as	100g per

		that 10% of our samples should be imported foods. This study will focus on imported food from Non EU countries	from Non EU Country Food of animal origin from catering premises	possible	product, Note only 1 can at a time to lab due to sampling issues
3.	Water Sampling	To check the quality of drinking water caravan sites and marinas	Water sample	Minimum of 1 per site (up to 3 taken from larger sites)	1 water container
4.	Water Sampling	To check the quality of swimming pool water at pools and spa pools.	Water sample	Minimum of 1 per site (up to 3 taken from larger sites)	1 water container

- ❖ The Sampling Programme has fewer studies than in previous years however the studies are more focused and targeted on actual food safety issues in Fareham. Programme 1 has been taking place in 2012/13 and has identified a lot of poor practices in food premises. The results have been extremely useful to demonstrate to Food Business Proprietors how important it is to use suitable cleaning chemicals and disposable cleaning cloths and the level of detailed cleaning that is required to ensure food safety.
- ❖ LGR European and National Studies for 2013/14 haven't been published at time of writing report however it is anticipated that we will participate where relevant to local businesses.