

FOOD SAFETY AND INSPECTION SERVICE

Revised FY 2002 and FY 2003 ANNUAL PERFORMANCE PLANS

Mission, Goal and Objectives

The Food Safety and Inspection Service (FSIS) was established by the Secretary of Agriculture on June 17, 1981, pursuant to legislative authority contained in 5 *U.S.C. 301* that permits the Secretary to issue regulations governing the United States Department of Agriculture (USDA). The Service is responsible for regulating the meat, poultry, and egg products industries to ensure that meat, poultry, and egg products moving in interstate commerce or exported to other countries are safe, wholesome, and correctly labeled and packaged.

The Mission of the Agency is:

To ensure that the Nation's commercial supply of meat, poultry, and egg products is safe, wholesome, and correctly labeled and packaged, as required by the Federal Meat Inspection Act (FMIA), the Poultry Products Inspection Act (PPIA), and the Egg Products Inspection Act (EPIA).

FSIS is composed of two major inspection programs:

The Meat and Poultry Inspection Program, authorized by the FMIA and the PPIA, is responsible for uniformly applying inspection procedures and standards for sanitation, humane slaughter, pathogen reduction, food safety, and product labeling at all establishments under Federal inspection as well as assessing the effectiveness of State inspection programs to assure that standards equal to those under the Federal Acts are applied to meat and poultry establishments under State jurisdiction. Further, the program is responsible for reviewing foreign inspection systems that export meat and poultry products to the United States, and inspecting imported products at ports of entry to assure that standards equivalent to those under FMIA and PPIA are applied to meat and poultry exported to the United States. The Laboratory Services program supports meat and poultry inspection through the scientific examination of meat and poultry products for disease, contamination, or other forms of adulteration.

The Egg Products Inspection Program, authorized by the EPIA, requires continuous mandatory inspection of egg processing plants producing liquid, frozen, or dried egg products to ensure that products sold are wholesome, unadulterated, and truthfully labeled. This act also requires the control of imported egg products to ensure that U.S. requirements are met.

The FSIS Annual Performance Plan follows the Goal and Objectives specified in the FSIS Strategic Plan. They are:

Goal: Protect the public health by significantly reducing the prevalence of foodborne hazards from meat, poultry, and egg products.

Outcome: The outcome of this goal is a further reduction of 25% in the number of foodborne illnesses associated with certain meat, poultry, and egg products by the end of fiscal year 2005, using a baseline year of 1997.

- 1.1 Objective** Provide national and international leadership towards the creation and utilization of risk assessment capacity for meat, poultry, and egg products that is supported by the latest research and technology.
- 1.2 Objective** Create a coordinated national and international food safety risk management system for meat, poultry, and egg products from farm to table.

- 1.3 Objective** Conduct a comprehensive national and international risk communication program that is an open exchange of information and opinion about risk among risk assessors, risk managers, and the public to reduce risk.
- 1.4 Objective** Create and maintain an FSIS infrastructure to support risk assessment, risk management, and risk communication objectives.

Continuing the Nation's historic progress in recent years in reducing foodborne illness in the United States will require continued, science-based advances in the U.S. approach to food safety. There are three distinct aspects of the U.S. food safety strategy: 1) assessing risks and monitoring emerging and potentially high-risk threats to the U.S. food supply; 2) managing these risks through science-based performance standards, regulatory requirements and other efforts; and 3) communicating these risks so all Americans are aware of what they can do to reduce the risk of foodborne illness. FSIS used this Risk Analysis model as the basis for developing its Strategic Plan and corresponding Annual Performance Plan(s). The FSIS risk analysis model consists of:

Risk Assessment-The process of estimating the severity and likelihood of harm to human health or the environment occurring from exposure to a substance or activity that, under plausible circumstances, can cause harm to human health or the environment. There is a clear need to strengthen scientific understanding of food safety. USDA will focus on new research and better scientific methods to answer such critical questions as to what new tools could reduce or eliminate food hazards, and how can the causes of food safety problems be quickly detected and eliminated.

Risk Management-The process of evaluating policy alternatives in view of the results of risk assessment and selecting and implementing appropriate options to protect public health. Risk management determines what action to take to reduce, eliminate or control risks. This includes establishing risk assessment policies, regulations, procedures, and a framework for decision making based on risk. Delivering safe food to the dinner table is the culmination of the work of many people. Producers, shippers, processors, distributors, handlers, and others perform actions every day that may impact food safety. The challenge is to perform these activities in such a way that the food Americans eat is free from physical hazards and dangerous levels of pathogens and harmful chemicals. Government plays an important role in managing foodborne risks through regulations, incentive programs, voluntary efforts, compliance inspection, and enforcement activities that influence those who produce, process, transport, and prepare food.

Risk Communication-Exchanges information among risk assessors, risk managers, the public, and other stakeholders about levels of health or environmental risk, the significance and meaning of those risks, and the decisions, actions, or policies aimed at managing or controlling the risks. It is essential that the collection and analysis of research and risk assessment data be followed by the prompt dissemination and use of newly obtained scientific information about the nature and extent of food safety hazards. Increased access to information allows greater opportunity for its practical application to food safety in a variety of contexts. Increased information and knowledge helps prevent future risks. Effective communication can help create and enhance consumer food safety practices and provides skills and knowledge that public health professionals, retail workers, and Federal, State, tribal, and local regulators need.

The FSIS use of Pathogen Reduction/Hazard Analysis and Critical Control Point (HACCP) systems in reducing foodborne risks is an example of efforts to develop and deploy new ways to manage risks occurring in the farm-to-table continuum. It is also an example of the FSIS approach to reducing risks by sharing, with other stakeholders in food safety, the responsibility for identifying and controlling hazards to food safety. The FSIS current approach reflects a further step away from the command-and-control risk management of the past, and is essential to reducing risks in those parts of the continuum that are beyond its jurisdiction. Risk analysis in the Agency, therefore, is a coordinated sharing of risk-reduction responsibility and cooperation among governmental agencies, industry, food handlers, and consumers—anyone having control over some part of the farm-to-table continuum regarding meat, poultry, and egg products.

Baseline: Using 1997 information as the baseline, the Centers for Disease Control and Prevention (CDC) estimated that diseases caused by food may cause 325,000 serious illnesses resulting in hospitalizations, 76 million cases of gastrointestinal illnesses, and 5,000 deaths each year. And while the data are for all foodborne illnesses attributed to all sources, not just meat, poultry and egg products, it does provide a snapshot of the extent of the problem. Since that time, FSIS has phased in HACCP system requirements for meat and poultry establishments designed to reduce the occurrence and numbers of microorganisms on meat and poultry products.

Since HACCP was implemented for meat and poultry products, there have been some impressive results. Preliminary foodborne illness surveillance data for 2000 indicate a decline in several major bacterial and parasitic pathogens. The CDC has reported declines in foodborne illness and attributes the findings, at least in part, to the increased safety of meat and poultry products after HACCP implementation. The CDC, in its Morbidity and Mortality Weekly Report issued April 6, 2001, issued preliminary surveillance data for all food groups for 2000 compared with data from 1996 through 1999. The data suggest the following:

The incidence of foodborne illness from *Salmonella* decreased 17.2%
The incidence of foodborne illness from *Campylobacter* decreased 14.5%

Trends such as these help to instill confidence in American consumers and our world trading partners about the safety of U.S. meat, poultry, and egg products. However, the incidence of foodborne illness from *E. coli* O157:H7 increased 0.7%. This follows a decrease in 1999 to a four year FoodNet Low. A trend in the incidence of diagnosed *E. coli* O157 cannot be discerned, although the incidence increased from 1999 to 2000 in the original five FoodNet sites.

Decreases in the rates of *Salmonellosis* and *Campylobacteriosis* parallel changes in meat and poultry processing plants in the U.S. mandated by the PR/HACCP rule of the USDA. The largest producers in the food industry implemented HACCP in January 1998 followed by small and very small plants during 1999 and 2000, respectively. The decline from 1996 to 1999 in the incidence of *Salmonellosis* parallels the reported decline in the percentage of meat and poultry products testing positive for *Salmonella* at the large and small Federally inspected processing plants.

As FSIS is only one part of the farm-to-table continuum, quantitatively assessing its contribution to improving public health has proven difficult. Therefore, FSIS selected outcome measures as surrogate information to gauge its progress towards reducing the incidence of foodborne illness. These outcome measures also have been incorporated as performance indicators in this plan (see below). They are:

- The number of risk assessments that have been used to inform risk management decision making and policy development.
- The percentage reduction in the prevalence of *Salmonella* on raw meat and poultry products.
- The percentage reduction in the prevalence of *Listeria monocytogenes* in ready-to-eat meat and poultry products.
- The number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls, etc.
- The number of stakeholder activities held to improve decision making and develop public health policy.

The strategic goal will be achieved by successfully achieving each of the FSIS performance goals and strategic objectives. Each year, FSIS reviews the performance indicators used in its Annual Performance Plan to ascertain what, if any, changes or improvements should be made. In addition, FSIS has also conducted a validation review of its FY 2001 data to ensure reporting accuracy. Only Federal employees were involved in the preparation of this plan.

Program Activities: The Agency program activities are defined as: Federal Food Inspection, Laboratory Services, Grants-to-States, Special Assistance for State Programs, Import/Export Inspection, *Codex*, and Field Automation and Information Management. FSIS inspects approximately 6,000 Federal plants that slaughter cattle, swine, sheep, goats, horses, chickens, and turkeys and process eggs as well as a wide range of processed products, including hams, sausage, stews, pizzas, and frozen dinners. FSIS began mandatory ratite and squab inspection in fiscal year (FY) 2001. All of these activities do not include plants inspected on a voluntary basis only or inspected food warehouses. In FY 2000, FSIS domestic inspectors examined approximately 92.9 billion pounds of meat and poultry and 5.1 million pounds of egg products for public consumption. This inspection was in addition to the Agency compliance reviews of Federally inspected or exempted products at warehouses, distributors, retail stores, restaurants, freezers, pet food manufactures, caterers, etc., activities. While the compliance and inspection activity of domestically produced meat, poultry, and egg products as well as oversight of State inspection programs consumes the bulk of FSIS resources, the Agency also recognizes the vital importance of inspecting imported products. To ensure the safety of imported products, FSIS maintains a comprehensive system of import controls to carry out the requirements of the Federal meat, poultry, and egg products inspection laws.

	FY 2000	FY 2001	FY 2002	FY 2003
(Thousands of Dollars)	Actual	Actual	Estimate	Estimate
Funding (Appropriated)	\$649,428	\$695,171	\$790,604	\$803,598
Proposed Legislation:				
User Fees				
Net Appropriated				
Funding (Reimbursable)	(97,757)	(95,575)	(98,075)	(98,075)
Funding (Trust Funds)	3,448	2,500	3,250	3,250
Total Funding	652,876	697,671	793,854	806,848
FTEs (Appropriated)	9,281	9,393	9,409	9,428
FTEs (Reimbursable)	228	231	216	216
FTEs (Trust Funds)	36	21	36	36
Total FTEs	9,545	9,645	9,661	9,680

1/ The FY 2002 appropriated funding includes \$15,000,000 provided to FSIS from the Homeland Security Supplemental Appropriation.

2/ FY 2002 and 2003 appropriated funding includes additional funding for GSA Rental Payments transferred from the Departmental responsibility to FSIS and for Civil Service Retirement System (CSRS) benefits previously funded by direct appropriation to the Office of Personnel Management.

PERFORMANCE GOAL ONE AND INDICATORS	FY 1999 Actual	FY 2000 Actual	FY 2001 Actual	FY 2002 Target	FY 2003 Target
Provide national and international leadership towards the creation and utilization of risk assessment capacity for meat, poultry, and egg products that is supported by the latest research and technology.					
Number of foodborne illness causing pathogens monitored in collaboration with the CDC, FDA and State Public Health Departments through the Foodborne Disease Active Surveillance Network (FoodNet).	7	9	9	9	9

Number of risk assessments conducted. (Cumulative)	3	3	5	12	13
Number of risk assessments that have been used to inform risk management decision making and policy development. (Cumulative)	2	2	2	4	5

Discussion of Performance Goal One: The achievement of these performance measures supports the achievement of USDA Subgoal 2.3 to protect the public health by significantly reducing the prevalence of foodborne hazards. This will be accomplished in part through the establishment of a national food safety program based on sound science and risk assessment for the farm-to-table continuum for meat, poultry, and egg products.

FSIS participates in the Foodborne Disease Active Surveillance Network (FoodNet) with CDC and agreements with the States that assist in determining the numbers of organisms in contaminated foods, or pathogen dose levels, that cause human illness. These studies, which include *Campylobacter*, *E. coli* O157:H7, *Listeria*, *Salmonella*, *Shigella*, *Vibrio*, *Yersinia*, *Cryptosporidium*, and *Cyclospora*, require dedicated resources and rapid response to illness investigations while the implicated food is available and patient recall is accurate. As the lead USDA Agency for food safety and public health, FSIS must continue to strengthen its risk assessment capability to effect a true prevention-oriented food safety system. This includes enhanced coordination with USDA research agencies and stakeholders to support research and technologies in order to further the public health mission.

FSIS continues to conduct rigorous risk assessments that identify emerging and potential high-risk public food safety threats. The use of sound science will also enhance the credibility of the Agency decision-making process in the eyes of its stakeholders, and will assist FSIS to further reduce foodborne illness through risk management and risk communication. All the FSIS Performance Goals are interconnected.

Means and Strategies: The FSIS FY 2003 budget request provides the Agency with additional resources primarily to cover increased pay and inflation costs and to achieve targeted in-plant employment levels. Additional funding of \$1.5 million and 4 staff years is included in the FY 2003 budget request to conduct targeted raw product sampling at slaughter to determine possible epidemiological links to priority pathogens, emerging diseases, and public health threats associated with terrorist acts. Data generated by this activity will help the Agency improve its guidance to producers and processors on the prevention of pathogens and other food safety hazards. It will also allow the Agency to refine inspection strategies to address areas of highest risk within a production environment. FSIS will work with APHIS, FDA, CDC, and the States to prioritize the data collection needs associated with the survey program. FSIS expects to maintain activities begun or underway within its base level funding in FY 2002. These include strengthening the Agency laboratory and risk assessment capabilities in general and upgrading to an automated laboratory data processing system. Additional funding was provided for biosecurity activities in FY 2002 and 2003 as part of the FY 2002 Homeland Security Act. These activities include expanding existing laboratory capabilities to support testing of meat and poultry products for bacterial and chemical agents and funding to identify the most common sources of food supplies intended for export to the U.S. that pose a potential risk for contamination by bioterrorists.

Verification and Validation: FSIS uses external data from organizations such as CDC to create baselines for foodborne diseases and will continue to use these data for the foreseeable future to measure the increased or decreased prevalence of foodborne pathogens. The many data corresponding to the indicators in Goal One are uncomplicated in nature. Many of these activities involve agency-to-agency financial contributions and the corresponding documentation, monitoring, and status reports. Information can be verified not only using FSIS internal source documents, but also by being subject to review by outside sources from HHS, DOD, States and

others. Some clarification is needed pertaining to the indicator referring to risk assessments used to inform risk management decision making and policy development. While the intent of this indicator is to formalize and strengthen the science-based decision-making process within the Agency, scientists use data from many sources and the Agency may want to measure the impact of risk assessment on risk management with alternative indicators in the future.

FSIS requested that the National Academy of Sciences (NAS) conduct a comprehensive review of the FSIS risk assessment of the microbial pathogen *E.coli* O157:H7 in ground beef. The NAS review includes evaluations of the overarching logical structure of the model, the validity and appropriateness of all input data used in the model, the reasonableness of the assumptions made in the assessment, the reasonableness of the anchoring approach that was taken, and the model's mathematics and equations. The review is tentatively scheduled to be completed during FY 2002, and could impact the achievement of some of these performance indicators.

At the direction of Congress in the FY 2001 appropriation language, FSIS is requesting that NAS conduct a comprehensive study on the role of scientifically determined criteria, including microbiological criteria, in the production and regulation of meat and poultry products as a means of ensuring the safety of these products. This review is scheduled to be completed in March 2003.

PERFORMANCE GOAL TWO AND INDICATORS	FY 1999 Actual	FY 2000 Actual	FY 2001 Actual	FY 2002 Target	FY 2003 Target
Create a coordinated national and international food safety risk management system for meat, poultry, and egg products from farm to table.					
Percentage reduction in the prevalence of <i>Salmonella</i> on raw meat and poultry products as illustrated by the:					
Prevalence of <i>Salmonella</i> on broiler chickens.	11.3	8.7	11.9	9.0	8.8
Prevalence of <i>Salmonella</i> on market hogs.	6.6	7.6	4.5	5.5	5.0
Prevalence of <i>Salmonella</i> on ground beef.	4.4	3.6	2.6	3.0	3.5
Percentage reduction in the prevalence of <i>Listeria monocytogenes</i> in ready-to-eat meat and poultry products.					
Percent reduction of samples testing positive for <i>Listeria monocytogenes</i> .	1.91	1.45	1.26	1.40	1.34
Develop an implementation strategy to meet EU residue testing requirements.	N/A	N/A	Yes	Yes	Yes
Prepare for egg HACCP (both shell egg and egg products).	N/A	N/A	Yes	Yes	Yes
Number of countries meeting the HACCP equivalency standards and exporting to the U.S.	36	34	30	30	32
Number of foreign program reviews conducted to assure international equivalency and maintain export eligibility to the U.S.	28	33	29	37	33
Number of State (and territory) agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments (Cumulative).	10	26	31	31	32

Number of collaborative initiatives undertaken to address food safety risks in animal production.	14	23	21	21	23
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Discussion of Performance Goal Two: The achievement of these performance measurements supports the achievement of the USDA Goal 2.3 specifically by reducing the incidence of foodborne illness and ensuring that commercial supplies are safe and wholesome, throughout the farm-to-table continuum. The FSIS risk management program must identify, and develop a strategy to minimize, the risks associated with production, processing, transporting, storing, retailing, and delivering meat, poultry, and egg products to consumers. In developing a risk-reduction strategy, risk management considers the scientific and technical evidence, from the risk assessment activity, in context with social, political, and economic issues.

As discussed earlier, FSIS selected outcome measures or performance measures regarding the prevalence of *Salmonella* and the reduction of samples testing positive for *Listeria monocytogenes* as surrogate information to gauge its progress towards reducing the incidence of foodborne illness. The *Salmonella* data for this plan has been calculated to reflect Fiscal Year results and, therefore, may be slightly different than other published Agency data. The Agency has significantly increased the number of tests performed due to phased-in implementation and the corresponding increase in the number of regulated establishments subject to the HACCP rule. Many factors can influence prevalence data on a year-to-year basis. Due to the variability found in pathogen prevalence data, FSIS is re-evaluating the targets and may establish alternative performance indicators as a better understanding as the factors become known. It will be necessary to collect several years of data to be reasonably confident of the stability of trends for the future. The baseline data for these indicators are:

In 1994, 20% of broiler chickens were found to have tested positive for *Salmonella*.

In 1995, 8.7% of market hogs were found to have tested positive for *Salmonella*.

In 1994, 7.5% of ground beef was found to have tested positive for *Salmonella*.

In 1998, 2.5% of samples of ready-to-eat products tested positive for *Listeria monocytogenes*.

The FSIS use of HACCP in reducing foodborne risks is an example of efforts to develop and deploy new ways to manage risks occurring in the farm-to-table continuum. It is also an example of the FSIS approach to reducing risks by sharing, with other stakeholders in food safety, the responsibility for identifying and controlling hazards to food safety. The current approach reflects a further step away from the command-and-control risk management of the past, and is essential to reducing risks in those parts of the continuum that are beyond its jurisdiction. Risk management in FSIS, therefore, is a coordinated sharing of risk-reduction responsibility and cooperation among governmental agencies, industries, food handlers, consumers—anyone having control over some part of the farm-to-table continuum regarding domestic and imported meat, poultry, and egg products.

The indicators provided for Performance Goal Two reflect the coordinated sharing of risk management responsibilities. Furthermore, the indicators enable FSIS to establish a virtually seamless risk management system that ensures meat, poultry, and egg products, domestic and imported, present minimal risk of foodborne illness. The Agency is reviewing small producer initiatives to ascertain additional verifiable indicator(s) for future use in this Performance Plan.

Means and Strategies: The FY 2003 budget request provides the Agency with additional resources primarily to cover increased pay and inflation costs and to achieve targeted in-plant employment levels. The FY 2003 budget maintains 7,600 in-plant meat and poultry inspectors to ensure that the demand for inspection services can be met. The FY 2003 budget provides an additional \$1,155,000 funding for a marginal deferment of increased State inspection program costs. Currently, 27 States maintain their own meat and poultry inspection programs and FSIS provides matching funds to cover 50 percent of the cost of operating these programs. In FY 2002 and 2003 the

additional funds provided by the Homeland Security Supplemental will be used to establish an integrated emergency response network and database for surveillance, detection, and documentation of bioterrorism agents, events, and foodborne illness outbreaks.

Within baseline funding in FY 2003 is the additional \$4.3 million initially provided in FY 2002 to harmonize U.S. and European Union residue testing and control programs. These funds are being used to acquire additional analytical equipment, laboratory staff, and to make the building renovations necessary to conduct European Union (EU) compliant residue testing and analysis. An additional \$.6 million was also provided in FY 2002 and remains as part of the FY 2003 baseline to strengthen the FSIS foreign food safety program review efforts. This involves intensified reviews of animal feed, animal identification, and process control systems in countries exporting meat and poultry products to the U.S. Special attention is being given to investigating post-certification problems with foreign inspection systems and to conducting on-site audits of countries requesting certification. In FY 2003 U.S. *Codex* will continue its efforts to promote the export of U.S. food products and ensure the adoption of adequate food safety standards by foreign producers.

Verification and Validation: Results from FSIS field laboratory analysis are used to verify the achievement of pathogen reduction targets and compliance with national baseline standards. The primary sources for this information are the Microbiological and Residues Contamination Information System (MARCIS) and the Pathogen Reduction Enforcement Program (PREP). MARCIS is an automated system that provides information on microbiological, chemical, and pathological analyses of domestic and imported meat and poultry and their processed products. PREP is also an automated system that is used for scheduling and recording *Salmonella* compliance data. Samples are collected in inspected establishments and shipped to FSIS field laboratories for analysis. Results are then transferred to and entered into the MARCIS and PREP databases. FSIS also uses external data from organizations such as CDC to create baselines for foodborne diseases and will continue to use these data for the foreseeable future to measure the increased or decreased prevalence of foodborne pathogens.

FSIS is also conducting a comprehensive evaluation of the impact of the HACCP final rule. This multi-year project, started in FY 1999, parallels the HACCP implementation dates for large, small, and very small plants. The five study components are (1) Foodborne Illness Reduction, (2) Inspection Effectiveness and Efficiency, (3) Impact on Industry, (4) Impact on Farm-to-Table Food Safety, and (5) Consumer Confidence. This is in addition to internal FSIS assessments of HACCP impact, technical and procedural Sanitation Standard Operating Procedures (SSOP) and HACCP implementation. These reviews, along with others conducted, or being conducted, by OIG and GAO, should provide the tools to enhance Agency operations that are used to verify FSIS data.

PERFORMANCE GOAL THREE AND INDICATORS	FY 1999 Actual	FY 2000 Actual	FY 2001 Actual	FY 2002 Target	FY 2003 Target
Conduct a comprehensive national and international risk communication program that is an open exchange of information and opinion about risk among risk assessors, risk managers, and the public to reduce risk.					
Number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls. (In millions)	83	85	150	89	89
Number of stakeholder activities held to improve decision making and develop public health policy. (Cumulative).	19	41	51	51	66

Discussion of Performance Goal Three: Discussion of Performance Goal Three: The achievement of these performance measurements supports the achievement of USDA Subgoal 2.3 to protect the public health by significantly reducing the prevalence of foodborne hazards from meat, poultry, and egg products. The Agency recognizes that ensuring food safety requires that it address all steps throughout the chain of production, processing, distribution, sale, and consumption to prevent hazards and reduce the risk of foodborne illness. FSIS realizes that, to succeed in reducing risks to food safety, it must include stakeholders in the process of design and implementation of risk-reduction strategies. A risk communication program is vital to getting those stakeholders involved in reducing foodborne risks along the farm-to-table continuum.

The risk communication program promotes public confidence in food safety through effective, open, and timely information exchange and science-based education on decision making regarding food safety risks, limits to total risk elimination, and prevention/protection strategies. The program emphasizes both education and explanation of issues involved in incorporating stakeholder views, knowledge, and their receptiveness to Agency risk assessments and risk management decisions. FSIS will continue its use of public meetings to provide a forum that will be the basis for a comprehensive risk communication program that is an open, two-way exchange of information and opinion about risk. FSIS also will continue its work educating the public about food safety risks and steps the American people can take to protect their health. FSIS has been working with HHS, other USDA Agencies, and private sector groups to develop and implement a Food Safety Information Network to enhance public accessibility to information on food safety. FSIS will improve coordination with other government agencies to help mitigate risks that are not under the Department's jurisdiction, such as safe food handling in restaurants where States have the regulatory authority. At the same time, FSIS will communicate its efforts as a strong international advocate of high, science-based food safety standards around the globe.

Means and Strategies: FSIS has included in the budget for FY 2003 an additional \$1,500,000 to conduct educational outreach to small and very small plants and producers to promote the usage of risk prevention and management practices. FSIS will work cooperatively with State and local food safety authorities, academia, industry, and consumer groups to develop education and outreach programs that assist small and very small producers and processors in preventing, reducing, or eliminating food safety hazards farm-to-table. Funding received as part of the Homeland Security Supplemental will be used in FY 2002 and 2003 to develop a public and industry awareness campaign on bioterrorism threat recognition and interdiction strategies.

In FY 2002 and 2003 FSIS will continue to rely on baseline funding to maintain its current education program directed towards food preparers and consumers. This program was last modified in FY 1999, when FSIS received funding to analyze prior year survey data to determine what changes were needed in safe food handling messages that would lead to safer food handling behaviors. Food safety messages, and the methods of delivering them, were modified based on the results of focus group interviews with food preparers and consumers. The data collected were used to update the accuracy of USDA safe food handling recommendations, and to update FSIS' successful "Fight Bac" campaign.

Verification and Validation: To determine the number of people reached with food safety information, FSIS relies on internal estimates based on newspaper articles, publication circulation, televised advertisements to consumers, telephone call logs for the meat and Poultry Hotline, and electronic tallying of the number of "hits" onto the Agency Website. While FSIS can measure the number of people reached, the number of people who follow safe food handling practices can only be determined by periodic surveys that are not conducted on an annual basis. These periodic surveys are usually conducted in cooperation with other Federal agencies involved in food safety to verify risk communication performance. Unfortunately, much of this information cannot be used in an annual plan, as the surveys are not conducted on an annual basis. For example, a major study, last conducted with FDA in FY1998, is the Food Safety Survey. Starting in FY 2001, this will change from being conducted every 5 years to every 3 years.

However, FSIS also uses focus-group studies to measure impact of risk communication on safe food practices among consumers. FSIS conducted six focus group studies in FY 1999, and eight in FY 2000.

A major source of data is studies that are reviewing the accomplishments of the comprehensive, HHS-led Healthy People 2000 initiative, which has a section on food safety. The data span several years, so their use in the short term is limited. The next Healthy People initiative will be Healthy People 2010. Evaluations and case studies are performed on an as-needed basis or upon request by the Department and other Federal agencies.

FSIS also receives external feedback on performance from the General Accounting Office, the Office of Management and Budget, and the Office of Inspector General, USDA.

PERFORMANCE GOAL FOUR AND INDICATORS	FY 1999 Actual	FY 2000 Actual	FY 2001 Actual	FY 2002 Target	FY 2003 Target
Create and maintain an FSIS infrastructure to support risk assessment, risk management, and risk communication objectives.					
Number of management reviews conducted to ensure appropriate internal controls.	10	10	9	10	10
Prepare for the implementation of the Government Paperwork Elimination Act (GPEA).	N/A	N/A	Yes	Yes	Yes

Discussion of Performance Goal Four: The achievement of these performance measurements supports the achievement of USDA Subgoal 2.3 to reduce the incidence of foodborne illness and to ensure that commercial supplies are safe and wholesome. This performance goal is a critical component for all of the other FSIS performance goals as it provides the basic infrastructure necessary for carrying out the Agency's risk analysis, risk management and risk communication activities in the post-HACCP environment.

Carrying out the Agency-wide IT Security Program is not a one-time accomplishment, but rather a matter of performing many recurrent ongoing IT activities. FSIS will coordinate with USDA to ensure that the Agency IT Security Program meets all Departmental requirements with regard to content and timeframes. FSIS is reviewing options for expanding the application of online procurement, other e-government services and information, and its Office of Management and Budget (OMB) Circular A-76 program. The Agency is working towards making greater use of performance-based contracts and improving the accuracy of the Federal Activities Inventory Report (FAIR) Act inventories. FSIS has reviewed its District Offices structure to ascertain what economy of operations can be obtained and is in the process of implementing the recommendations. The Agency is also working toward the implementation of the Government Paperwork Elimination Act (GPEA).

The reliability of FSIS financial information is critical to the Agency and, for that reason, it is FSIS policy to respond to all financial audits in a timely manner. It is a goal of FSIS to complete the corrective action(s) on schedule for all management control and audit related issues after reaching a management decision. The FSIS management control work group tracks and reports on the Agency progress in resolving deficiencies and completing corrective actions. It is also FSIS policy to comply with all acquisition requirements. To this end, the Agency requires entities receiving Federal assistance to certify their compliance with the drug free workplace, debarment, suspension, and non-lobbying requirements.

Means and Strategies: The FY 2003 budget request includes an additional \$14,500,000 and 8 staff years to

implement the FSIS Automated Corporate Suite (FACTS). The FACTS initiative will replace FSIS' existing, disparate collection of information systems with an enterprise architecture of enhanced data sharing capabilities. FACTS improves the agency's ability to utilize scientific data in its regulatory decision-making and provides the necessary foundation for FSIS to improve financial and personnel management. FACTS will allow the regulated industry and other government agencies to conduct any FSIS transaction through electronic means, including wireless devices. As part of the Administration's e-Gov initiative, FACTS will allow on-line access to information, reducing paperwork and administrative costs, while expediting the handling of information requests.

FSIS will also continue its efforts to resolve Agency related problems associated with the implementation of the new Departmental accounting system. During FY 2002 and 2003 FSIS will be working towards compliance with the reporting requirements of the Chief Financial Officers Act and full usage of the Federal Agencies Centralized Trial Balance System II to electronically report budget execution information to the Department of the Treasury.

Verification and Validation: Internal procedures will mainly be used to track the performance indicators of this goal. Some of the data incorporated into this performance goal rely upon existing administrative systems and processes that are internal and uncomplicated in nature. The Agency also will rely upon audits as a means of determining performance. Some of the measures incorporated into this performance goal may serve to enhance future verification and validation activities and enhance reliability of Agency data.

SUMMARY OF AGENCY RESOURCES FOR FISCAL YEAR 2002 (Dollars in Thousands)		
PROGRAM ACTIVITIES:		TOTAL RESOURCES GOAL 1 FY 2002
FEDERAL FOOD SAFETY & INSPECTION	\$ FTE	707,770 9,211
STATE FOOD SAFETY & INSPECTION	\$ FTE	51,693 32
INTERNATIONAL FOOD SAFETY & INSPECTION	\$ FTE	16,583 0158
CODEX	\$ FTE	2,686 07
Field Automation and Information Management (FAIM)	\$ FTE	11,872
SUBTOTAL	\$ FTE	790,604 9,409
REIMBURSEMENTS	\$ FTE	(98,075) 216
TRUST FUNDS	\$ FTE	3,250 36
TOTAL	\$ FTE	793,854 9,661

SUMMARY OF AGENCY RESOURCES FOR FISCAL YEAR 2003 (Dollars in Thousands)		
PROGRAM ACTIVITIES:		TOTAL RESOURCES GOAL 1 FY 2003
		722,019
FEDERAL FOOD SAFETY & INSPECTION	\$	
	FTE	9,230
		49,920
STATE FOOD SAFETY & INSPECTION	\$	
	FTE	32
		17,131
INTERNATIONAL FOOD SAFETY & INSPECTION	\$	
	FTE	158
		2,656
CODEX	\$	
	FTE	7
Field Automation and Information Management (FAIM)	\$	11,872
	FTE	
SUBTOTAL	\$	803,598
	FTE	9,428
REIMBURSEMENTS	\$	(98,075)
	FTE	216
TRUST FUNDS	\$	3,250
	FTE	36
TOTAL	\$	806,848
	FTE	9,680

Proposed Waivers

FSIS is not requesting any waivers in connection with the FY 2003 Budget.

Appendix A
Major Management Challenges and Program Risks

General Accounting Office (GAO): Fundamental Changes are Needed to Minimize Foodborne Illnesses

Concerns about the need for fundamental changes in food safety programs and about overcoming perceived food safety fragmentation, are being addressed through cross-Departmental partnerships and program coordination activities. Recent collective statistics for the Centers for Disease Control and Prevention show a drop in the incidences in foodborne illness. Those these figures represent the efforts of several Departments and Federal agencies, State and local governments, regulated industries, and schools, the USDA FSIS contribution to the reduction of foodborne illnesses, such as the Pathogen Reduction/Hazard Analysis and Critical Control Point rule, can not be ignored. Additionally, the creation of a single food safety organization addressing all foods, as suggested by GAO, is beyond the legal scope of USDA or any Federal Department. The FSIS is a Federally mandated program. It can take no independent action to dismantle itself or to merge itself with other agencies. Therefore, there is no mention of any merger, in any form in either the USDA Plan or the FSIS Plan.