

2012-13

Results- Framework Document for Food Safety and Standards Authority of India

RFD-FSSAI

Summary of the results FSSAI expects to achieve during the financial year and the action plan to meet them



Section-1

Vision:

To create a food safety regulatory and monitoring system built on stakeholder participation, which encourages self compliance and enables informed decision making to secure safe and nutritious food for every citizen.

Mission:

To achieve excellence in the formulation of food safety standards based on modern science and to regulate the food sector in a responsive, efficient and effective manner:

<u>Mission Objectives</u>	<u>Our Strategy</u>
To create confidence among all stakeholders of being a friendly, accessible and responsive (public service) body	<ul style="list-style-type: none"> ▪ To fully establish all assigned roles and functions of the Authority ▪ Setting up internal review mechanisms ▪ To develop a system of quick disposal of applications and ensure consistency in operations ▪ Develop adequate and competent staff complement
To ensure establishment of Standards and practices that fully assure consumers interest and adhere to the highest degree of integrity possible	<ul style="list-style-type: none"> ▪ Develop an open and transparent standards setting mechanism ▪ Access best available scientific expertise for setting of standards ▪ Undertake risk assessment studies in relation to food safety ▪ Review existing standards keeping in view changes in technology, national and international best practices and expectations
Building capacity of various stakeholders for effective participatory role in food safety	<ul style="list-style-type: none"> ▪ Work with all State Governments to ensure higher priority to Food safety as a subject of public interest and strengthen their regulatory capabilities ▪ Work with international standards setting bodies in the development of food safety standards ▪ Identification of ‘alternative approaches’ such as engaging accredited certification bodies and inspection agencies for supplementing regulatory capabilities ▪ Establish a network of Centers of Excellence and Scientific Institutions to undertake Research, scientific investigations and capacity building activities ▪ Establish Food Safety Centers as the outreach partners for capacity building, scientific advice and assisting the regulators at the state level ▪ Build infrastructure for food testing through a network of reliable food testing laboratories
The development of effective information dissemination channels enabling consumers in making informed choices regarding the food they	<ul style="list-style-type: none"> ▪ Creating platforms for information sharing and knowledge exchange among all stakeholders ▪ To create mass awareness about un-safe food - supported by well researched and compiled data-base ▪ To develop a robust and comprehensive complaint redress and query handling system ▪ Establish an effective communication framework ▪ Setting up feedback / perception rating systems and use them for improving service delivery standards.

consume	
Establish a framework of food safety with defined responsibility of each Food Business operator	<ul style="list-style-type: none"> ▪ Benchmarking of Regulatory procedures against international best practices ▪ Development of Plain Language guidelines for Rules & Regulations in FSSA ▪ Conducting Regulatory Impact Assessment studies and using them further improve the framework of regulations ▪ Measuring conformance to service delivery standards ▪ Setting up import safety surveillance systems at all ports ▪ Establishing procedures for traceability and food product recall ▪ Establishing effective surveillance systems that will help identify hazards and take appropriate corrective actions ▪ To develop policies and guidelines for ensuring effective self compliance by all FBOs

Functions laid down under the Act:

- Framing of Regulations, Standards and guidelines in relation to articles of food
- Guidelines for accreditation of certification bodies / Laboratories
- Scientific advice and technical support to the Central Government and State Governments in matters of framing the policy and rules in areas related to food safety and nutrition
- Collect and collate data on food consumption, Incidence and Prevalence of biological risk, Contaminants in food, Residues of contaminants in food and introduction of rapid alert system
- Procedure and guidelines for Risk Analysis methodologies
- Creating Information Dissemination Network across the country about food safety
- Capacity Building for various stakeholders
- Contribute to development of International Technical Standards for food and harmonize national standards to the extent possible.
- Promote general awareness about Food Safety and Food Standards

Section 2
Inter-se Priorities among key objectives and Success Indicators

Sr. No	Objective	Weight	Actions	Success Indicators	Unit	Weight	Target/Criteria Value				
							Excellent	Very Good	Good	Fair	Poor
							100%	90%	80%	70%	60%
1	Transition to Food Safety and Standards Act, 2006	15%	a) Amendment to FSS Rules and Regulations	Notification	Date	4%	31.05.12	30.06.12	29.07.12	31.08.12	30.09.12
				Notification	Date	4%	29.07.12	31.08.12	30.09.12	31.10.12	30.11.12
			b) Transition to the new system of licensing	Framework, Guidelines, Inspection Manual	Date	3%	29.07.12	31.08.12	30.09.12	31.10.12	30.11.12
				IT-Enabled system for Licensing	Date	2%	30.11.12	14.12.12	28.12.12	11.01.12	25.01.13
2	Developing and Strengthening Food Safety System	14%	a) Scheme for Strengthening Food Safety in State	Draft scheme approve from states.	Date	3%	30.09.12	31.10.12	30.11.12	30.12.12	31.01.12
				b) Food Safety Plan for Districts	Draft Plan based on Pilot in one district	Date	2%	30.6.12	13.10.12	27.01.13	10.02.13
			c) Food Safety Management System (FSMS)	Finalize documents	Date	3%	30.09.12	31.10.12	30.11.12	30.12.12	31.01.13
				Roll out/ Notify Food Safety Professionals	Date	3%	30.12.12	13.01.13	27.01.13	10.02.13	24.02.13
			d) Accreditation arrangements	Finalize	Date	1%	30.06.12	31.10.12	30.11.12	30.12.12	31.01.13
				Notify Certification / Inspection Bodies	Date	2%	30.8.12	13.10.12	27.01.13	10.02.13	24.03.13
3	Standards and Regulations	13.5 %	a) Developing draft regulations- Functional foods, dietary supplements etc	Finalize Regulations	Date	3%	30.9.12	30.11.12	30.12.12	31.01.13	29.03.13
			b) Draft Regulations for Food Additives	Finalize regulations	Date	2%	30.10.12	13.11.12	27.01.13	10.02.13	24.02.13
			c) Draft Regulations Labelling and	Finalize Regulations	Date	3%	30.09.12	31.10.12	30.11.12	30.12.12	31.01.13

			Claim								
			d) Draft Standards for potable water & bottled water	Finalize Standards	Date	1%	31.10.12	30.11.12	30.12.12	31.01.12	29.02.13
			e) Draft Safety Standards for Alcoholic drinks	Finalize Standards	Date	1%	31.10.12	14.02.12	28.02.12	13.03.13	27.03.13
			f) Review of Packaging Regulation	Finalize draft regulation after review	Date	1%	31.10.12	14.11.12 12	28.12.12	13.03.13	27.3.13
			g) Safety Guidelines for use of plastic and packaging	Finalize draft Guidelines	Date	0.5%	02.06.12	09.10.12	16.12.12	23.01.13	30.03.13
			h) Policy on Food Fortification	Finalize Policy	Date	0.5%	02.06.12	09.09.12	16.12.12	23.1.13	30.03.13
			i) Scheme for Food Safety in schools	draft Scheme to states	Date	1%	31.5.12	30.07.12	13.10.12	27.12.12	12.03.13
4.	Food Testing Laboratories	12%	a) Notify additional Public food Labs	Notification- public labs	Date	3%	30.09.12	31.10.12	30.11.12	30.12.12	31.03.13
			b) Notify Referral food labs	Notification-Referral labs	Date	2%	30.09.12	31.10.12	30.11.12	30.12.12	31.03.13
			c) Up-gradation for 10 labs	Finalize Plan	Date	4%	30.10.12	14.12.12	28.1.13	11.03.13	25.03.13
			d) Up-gradation Plan for 2 CFLs	Finalize Plan	Date	2%	30.7.12	13.10.12	27.12.12	10.02.20 12	24.03.13
			e) Food Laboratories for Import	Notify accredited Laboratories	Date	1%	31.05.12	30.07.12	29.10.12	31.12.12	30.01.13
5.	Food Safety Surveillance and R &D	10.5 %	a) Rolling out Food Safety Centres and Centres of Excellence(COE)	Establish 10 FSCs and 3 COE	Date	1.5%	31.10.12	30.11.12	30.12.12	31.01.13	29.02.13
			b) Food Safety Surveillance Framework	Finalize the framework	Date	1%	30.7.12	13.10.12	27.12.12	10.02.13	24.03.13
			c) Fruit ,TFA Surveillance Plan	Initiate Action	Date	1%	30.05.12	31.7.12	30.10.12	30.12.12	31.01.13
			d) Awarding R&D	Finalise consultant	Date	2%	02.06.12	09.09.12	16.12.12	23.02.13	30.03.13

			Project								
			e) Initiate Benchmarking Surveys	Initiate surveys to benchmark existing food safety level	Date	1%	31.10.12	30.11.12	30.12.12	31.01.13	29.02.13
			f) Food Import Clearance- FSSAI	Extend to 10 additional ports of entry	Date	1%	30.10.12	13.12.12	27.01.13	10.02.13	24.03.13
				Launching Pilot of IT-enabled MIS System	Date	1%	29.07.12	31.08.12	30.09.12	31.12.12	30.1.13
				Draft Risk Assessment Framework for Import	Date	1%	30.10.12	14.12.12	28.1.13	18.02.13	25.03.13
				Final Import Regulations	Date	1%	29.07.12	31.08.12	30.09.12	31.10.12	30.12.12
6.	Training and capacity building	9%	a) Training Plan (2011-12)	Finalize Training Plan	Date	1%	30.09.12	31.10.12	30.11.12	30.12.12	31.01.13
			b) 2 nd Round of Training of State Functionaries	Complete 2 nd Round Training to state regulatory functionaries, ToT for others	Date	3%	31.9.12	30.10.12	30.11.12	31.12.12	31.01.13
			c) Training Curriculum and Accreditation System	Finalize Training Curriculum	Date	2%	30.6.12	31.7.12	31.8.12	30.9.12	31.10.12.
				Develop system for recognition of Institutions /Agencies to roll out the curriculum	Date	1%	30.6.12	31.7.12	31.08.12	30.09.12	31.10.12
			d) Launching of IGNOU Course on Food Safety for Housewives	Launching of course	Date	1%	31.7.12	31.8.12	30.9.12	31.10.12	30.11.12
7.	Strengthening of Organization Structure	8%	a) Service Rules and Options to existing staff	Final notification of service Rules	Date	2%	31.07.12	31.08.12	30.09.12	31.10.12	30.11.12
				Option/absorption of existing staff	Date	1%	31.07.12	31.08.12	30.09.12	31.10.12	30.11.12
			b) Recruitment Rules	Finalisation of Recruitment Rules	Date	2%	31.07.12	31.08.12	30.09.12	31.10.12	30.11.12

			and Recruitment against sanctioned posts	Filling up of sanctioned posts	Date	1%	30.09.12	31.10.12	30.11.12	31.12.12	31.01.13
			c) Financial Procedure	Finalize Financial Procedures	Date	1%	30.09.12	31.10.12	30.11.12	31.12.12	31.01.13
8.	Communication and Awareness for Food Safety	7%	a) Communication Strategy /Plan	Finalize Communication Strategy /Plan	Date	1%	29.07.12	31.08.12	30.09.12	31.10.12	30.11.12
				Design & Launch campaign	Date	2%	30.09.12	31.10.12	30.11.12	30.12.12	31.01.13
			b) Assistance to NGOs for awareness on food safety	Initiate Financial assistance to NGOs	Date	1%	30.09.2011	31.10.2011	30.11.2011	30.12.2011	31.01.12
			c) Industry Partnership Programme for awareness and capacity building	Initiate Organizing Industry-FSSAI partnership programme	Date	0.5%	31.10.2011	30.11.2011	30.12.2011	31.01.2012	29.02.12
			d) Reward scheme for States	Circulate draft to states	Date	0.5%	29.07.12	31.08.12	30.09.12	31.10.12	30.11.12
9.	Codex	5%	Participation in Codex Alimentarius Commission meetings	Identify committees and relevant issues-prepare country position and finalize Indian delegation for the meetings – on going process	Date	5%	31.12.12	15.01.13	31.01.13	15.02.13	28.02.13
*	Efficient functioning of RFD system	11%	Timely submission of RFD for 2011-12	On time submission	Date	2%	19.04.12	30.4.12	05.05.12	15.05.12	30.5.12
			Timely submission of results for 2011-12	On time submission	Date	1%	01.05.12	13.05.12	21.05.12	31.05.12	15.06.12
			Develop an strategic plan	Finalize strategic plan for next 5 years	Date	2%	10.10.12	15.12.12	20.1.13	24.2.13	31.3.13
			Identify potential	Finalize an action plan	Date	2%	10.12.12	15.12.12	20.1.13	24.2.13	31.3.13

			areas of corruption related to organisation activities and develop an action plan to mitigate them	to mitigate potential areas of corruption							
			Implementation of Sevottam	Create a Sevottam Compliant System to implement, monitor and review Citizen's Charter	Date	2%	10.7.12	15.8.12	20.9.12	24.10.12	31.12.12
				Create a Sevottam Compliant System to redress and monitor public grievances	Date	2%	10.8.12	15.9.12	20.10.12	24.12.12	31.12.12

* Mandatory Objective (s)

Section 3

Trend Values of the Success Indicators

Food Safety and Standards Authority of India (FSSAI) was established in 2008 and still is in the process of developing regulatory framework for food sector. From the section 2 above, it may be seen that most of the objectives and corresponding actions requires development of rules, regulations and guidelines or the initiation of implementation of provisions developed under RFD (2010-11). As such, indicating the trend values for the success indicators in terms of activities of FSSAI at this stage may not be practically possible. The FSSAI proposes to benchmark current levels of food safety and regulation at central, state and lower levels through a series of surveys, studies etc. This will enable us to determine the base level of food safety regulations and outline the separate targets in each area. Such surveys are being carried out during the current year.

Section 4

Description and Definition of Success Indicators and Proposed Measurement Methodology

1. Food Safety and Standards Authority was constituted in September 2008. Eight Scientific Panels and Scientific Committee were constituted in May 2009. Central Advisory Committee consisting of 45 Members was set up in October 2009.
2. Staff belonging to various food related orders has been integrated and the current licensing procedures have been brought under the purview of FSSAI. The regional offices have also been transferred to the new Authority. The Scientific Panels and Scientific Committee have also started operations.
3. The Rules and Regulations for transition from PFA to FSSA have already been draft notified and forwarded to the Ministry for final notification. It is expected that these will be rolled out in the States from June 2011 onwards. Meetings have been held with States to take stock of the readiness of the implementation of Act and the supporting measures required.
4. It will be seen that in the first year Authority has been engaged in integrating the personnel from various ministries and setting up of various organs of the Authority. Systems and procedures have also been finalised for functioning of the Authority and these have received the approval of the Government. The FSSAI has received approval from Government regarding the posts sanctioned for organization structure and this year the recruitment process will be completed after laying down service rules & recruitment rules.
5. At present Authority is accessing scientific skills from a large number of agencies outside the Authority and the stakeholders. One of the main difficulties in laying down specific performance parameters for the Authority is the severe lack of information relating to critical para-meters such as, food borne diseases, specific levels of contamination in various foods, awareness of food safety among the stakeholders and the absence of surveys and studies, bench marking impact of the current levels of food safety regulations. The Food Authority proposes to draw up a detailed set of surveys to profile and bench mark the current levels of food safety regulations and implementation of laws, contamination of various food items, food safety surveillance and impact of various regulatory measures. Till these data emerge in the next few years, it may not be possible to lay down any specific target in respect of success parameters.

The initial few years of the Authority would be spent in establishing its regulatory presence by drawing up the various food safety regulations, revision of the current standards, initiating studies and surveys to access the current levels of effectiveness of various food laws and levels of contamination. As soon as reliable and adequately disaggregated data emerge related to food safety regulations, food contamination and regulatory impact, these will be incorporated in the performance management documents of the Authority.

Glossary of Terms

Food Safety Plan- refers to scheme, program or methods identifying action areas and responsibilities worked out for the accomplishment of objective of food safety in a particular locality viz. panchayat, taluka, municipality or district. This is expected to involve the village/town community, local bodies, panchayats and other stakeholders in the food safety programme.

Food Safety Management System (FSMS) -means the adoption of Good Manufacturing Practices (GMP), Good Hygienic Practices (GHP), Hazard Analysis and Critical Control Point and such other practices as may be specified by regulation, for the food business. FSSAI will develop a reference Food Safety Management System which can prescribe levels of safety and provide guidance and which can at the same time, be evaluated. Such a standard should be widely available to the food business operators who can adopt them with whatever resources available and gradually achieve acceptable levels of safety. This will encourage self compliance and reduces the need for detailed inspections.

Functional Foods- are those foods that encompass potentially healthful products including any modified food or ingredient that may provide a health benefit beyond the traditional nutrients it contains. FSSAI is working on developing regulations for functional foods. Currently there are no regulations for functional foods.

Food Additives- mean any substance used as a typical ingredient of the food and intentionally added to food for a technological purpose in the manufacture, processing, preparation, treatment, packing, packaging, transport etc. FSSAI will review the existing standards for food additives under PFA Act to harmonise with codex standards and best practice.

Food Safety Centres:are expected to be located in research organizations and universities spread across the country that have the basic minimum facilities for academic work and food testing. They will function as outreach centres for FSSAI to carry out training to regulatory and other staff, providing scientific advice in respect of surveillance of food safety, carry out surveys, interpretation of surveillance data etc.

Good Agricultural Practices (GAP): Good Agricultural Practices are a collection of principles to apply for on-farm production and post-production processes, resulting in safe and healthy food and non-food agricultural products, while taking into account economical, social and environmental sustainability

Centres of Excellence-A centre of excellence is an existing institute where research and technological development is performed of a high standard, in terms of measurable scientific output (including training) and/or technological innovation. FSSAI proposes to have a framework agreement with Centres of Excellence in the country on various aspects related to food science to assist FSSAI in critical areas, carryout R&D and provide technical inputs in developing science based standards.

Network of Institutions for Surveillance- FSSAI proposes to have a framework for food safety surveillance, initially capturing the existing databases, coordination & networking among various institutions involved. This may include existing food science colleges, universities and other institutions. FSSAI is developing an appropriate structure of food safety surveillance so as to advise government on the appropriate responses required and provide inputs on communicating market conditions and safety levels.

Food Safety Groups for Import- FSSAI will be posting Authorized Officers at all the major ports of the country in a phased manner to ensure the safety of imported food coming into India and developing a risk analysis framework for food import clearance process.

IGNOU- Indira Gandhi National Open University (IGNOU) is an Apex Body which co-ordinates and monitors distance education system throughout the country. It develops and produces courses for delivery through open learning and distance education mode and actively involved in research, training and extension education activities. FSSAI proposes to take help of IGNOU's expertise in launching distance training programmes to disseminate the concept of food safety upto grass root level.

Accreditation – is the third party attestation related to a conformity assessment body conveying formal demonstration of its competence to carry out specific conformity assessment tasks. In India, Quality Council of India (QCI) is the main Accreditation Body for accrediting agencies for certification schemes for food safety and National Accreditation Board for Testing and Calibration Laboratories (NABL) for food laboratories.

Communication Campaign- The food safety message needs to be effectively conveyed to various stakeholders such as panchayats, school children, households and industry. This is essential to build the demand for safe food and encourage steps by all concerned to take the required steps. Food safety is a multi-stakeholder activity which requires effective and focussed communication.

NGOs- Consumer is the main stakeholder in food safety and the activities of FSSAI have to be evaluated with reference to the effectiveness in assuring safety of food available to the consumer, effective association of consumers in standard development, capacity building, surveillance and informed choice.

Industry Interface- the FSS Act specifies that the primary responsibility for safety is on the food business operators. Keeping in view this FSSAI proposes to develop Industry Interface framework for dissemination of concept of food safety and capacity building to achieve the food safety.

R&D- Research & Development: with the mandate of laying down science based standards for food, FSSAI proposes to support research projects and related innovative R&D proposals pertaining to food safety and quality control by extending financial assistance to various institutions/Universities and recognized R&D laboratories.

Section 5

Specific Requirements from other Departments and Ministries

1. The Rules and Regulation in respect of various provisions of FSS Act have already been draft notified in Gazette of India. Based on the comments received thereafter, the draft have been suitably modified and sent to Government for final notification. As such, specific help of Ministry of Health & Family Welfare, Ministry of Law (in terms of legal vetting of rules & regulations) would be required for early notification of Rules and Regulations.
2. The Government has already approved the posts for organization structure of FSSAI and filling up of these posts is to be completed this year. In the process of finalization of Service Rules and Recruitment Rules to start recruitment process for these post, the FSSAI will solicit timely help from Department of Personnel and Training (DoPT). Further, to ensure safety of imported food items is also one of the major mandate of FSSAI and to carry out the same the FSSAI would be requiring adequate number of staff throughout the country for its import safety directorate and a separate proposal in this regard is being submitted separately. The FSSAI will required timely and due consideration from Ministry of Finance for approval of the proposal on Import Safety Directorate.
3. To launch the success implementation of the FSS Act throughout the country during 2011-12, the FSSAI would be requiring an adequate budget keeping in view the communication, awareness and capacity building initiatives required. Further, schemes to schemes to strengthen States, upgradation the laboratory infrastructure, NGOs & Industry Partnership activities, R&D project, Food Safety Centres & Centre of Excellence etc. would require special budgetary provisions. This is likely to go up substantially in the coming years. Provision of adequate budgetary support by the Ministry and Planning Commission would be essential for the performance of the functions by the Authority.
4. Food related laws are implemented by the Central Government, State Governments and the local bodies. While standards are determined by the Food Authority, implementation essentially rests with the State Governments. Under the new licensing provisions, sub sectors with high risk potential or those with interstate ramifications will continue to be licensed and regulated by the Food Authority. However, the major part of food regulation will be within the purview of municipalities, panchayats and the State Governments. State Governments are required to notify the staff required for the implementation of the Food Safety and Standards Act. They will have to fill up the existing vacancies and also enable the food testing laboratories to upgrade themselves to take up food testing more reliably. Activities such as, food surveillance, sampling, prosecution cases etc. are also required to be performed by the State Governments. The existing levels of implementation of food laws vary from State to State, depending on the priorities attached to

them, the resources made available and the leadership provided. The contribution of the State Governments and the local bodies will be critical to the effective implementation of the food laws in the country.