

公務出國或赴大陸地區報告（出國類別：考察）

赴歐盟及比利時聯邦政府食品與 食物鏈安全管理中心參訪報告

服務機關：臺中市政府衛生局

姓名職稱：徐永年 局長

派赴國家：比利時

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壹、摘要

「Small Country, Great Food」，是最能代表比利時的一句話，位處歐陸心臟的比利時，匯聚歐系菜式精華，擁有 112 家米其林餐廳，早已超越創辦評鑑的法國。食品業在比利時製造業中，是產值最大、企業家數最多、提供最多就業機會、吸引最多投資，更為政府貢獻了最多稅收。

其實，1999 年 3 月比利時曾爆發震驚全球的食安風暴「戴奧辛事件」，不僅重創該經濟產值超過 4.37 億歐元，還直接導致執政黨三個月後輸掉政權。翌年，比利時政府與企業痛下決心改革。首先，成立聯邦政府食品與食品鏈安全管理中心，為類似於臺灣農業委員會的畜牧處、農糧署、動植物防疫檢驗局及衛生福利部食品藥物管理署的綜合性單位，強調從源頭開始，將整個食物供應鏈流程，納入同一個管轄機制。第二，自我檢核制度（Self-Checking system, SCS），食安中心提供個別產業遵循之安全操作指引，要求各類與各層級（製造、處理與運輸）食品產業完成安全作業標準，並由此建立食品的可追溯性。業者可透過第三認證機關或食安中心的稽核制度完成 SCS 的認證，如果企業的 SCS 有完成認證，不僅食安中心稽查次數

減少，規費也可以減收。此外，也建置追溯追蹤機制並不定期演練。

此行參訪歐洲議會與參觀中心，了解歐盟立法程序以及與會員國之關係，有助於比利時食品安全管理架構之釐清。出國期間適逢大批難民湧向歐洲，故親至難民營觀察其安置處所之各類設施與各項服務。

貳、出國人員名單

徐永年局長。

參、目的

1999 年比利時因戴奧辛污染食物事件使食品相關產業受創，經政府與企業一連串變革，成立比利時聯邦政府食品與食品鏈安全管理中心，在其帶領下比利時已成為歐洲食安管理先鋒。為實現市長食品安全管理之政見，衛生局提出「食安 139，臺中向前走」之食安政策，以增進食品安全管理、人力及風險管理等面向之效能。此次參訪之重點為歐盟與比利時食品安全的管理與危機處理，藉由他山之石，學習管理制度之精進，強化食安防護網，以期讓本市市民能享活力、健康、快樂的生活。

肆、過程

一、行程內容

	活動日期	內容	地點	講座/接待人
第一天	9月5日 (六)	22:05 搭乘中華航空 CI065 班機前往阿姆斯特 丹，再赴比利時	桃園國際機場 第一航廈	
第二天	9月6日 (日)	抵達阿姆斯特丹機場， 搭車前往布魯塞爾，途 中文化參訪	阿姆斯特丹、 海牙	
第三天	9月7日 (一)	布魯塞爾難民營	馬克西米里安 公園	
第四天	9月8日 (二)	歐洲議會 歐洲議會參觀中心 Guided tour of the EU Parliament	EU buildings	
第五天	9月9日 (三)	參訪比利時聯邦政府食 品與食物鏈安全管理中 心 Agency visit: the Federal Agency for the Safety of the Food Chain (FASFC) 拜會駐歐盟兼駐比利時 代表處	比利時聯邦政 府食品與食物 鏈安全管理中 心 Food Safety Center 駐歐盟兼駐比 利時代表處	Mr Herman Diricks, Managing Director FASFC Mr Philippe Houdart Ms Vicky Lefevre Mr Jan Waelbers 董大猷 大使 鄭慧文 組長
第六天	9月10日 (四)	搭火車前往阿姆斯特丹 史基浦機場 14:15 搭乘中華航空 CI066 班機返國		
第七天	9月11日 (五)	下午抵達桃園機場		

	活動日期內容	地點	講座/接待人

二、參訪單位簡介

(一) 布魯塞爾難民營

今年 8 月間起，每天都有數百名來自中東、非洲地區湧向歐洲的新抵達難民等待登記，排隊等候人數不斷成長。由於比利時政府宣布每天限額登記 250 名新難民，移民辦公室外、離布魯塞爾地鐵北站僅幾百米外的世貿中心大廈後面的馬克西米里安公園裡，成為帳篷林立、擁擠不堪的臨時難民營—北站難民營，與附近現代先進的高樓大廈形成強烈反差。這座由布魯塞爾居民自發籌建的難民營最多曾接待過近千名難民。現在，難民營的常住人口也有二三百人。由於布魯塞爾移民局每天限額受理難民的申請，因此，這裡的居民少則要等待 5 至 6 天，多則 2 至 3 週。難民走一批，又來一批。

走進難民營，看到這座面積只有足球場大的營地是一個由帳篷組成的小社會：訊息中心、法律諮詢中心和初到者接待中心依次排開，運動場、餐廳、「帳篷」小學、幼兒園、婦女學校、法語和荷語成人語言學校應有盡有，甚至還有一座婦女專用「帳篷」清真寺，而負責

管理這些機構的全部都是志願者，他們絕大多數懂阿拉伯語。敘利亞三歲男童亞藍溺斃悲劇後，許多民眾自發性送來各種生活物資及給孩童的玩具、書籍，營區內還掛上歡迎各種難民的布條。提供給難民暫時居住的帳篷天天增加，各方民眾送來的衣物、鞋子、食物、毛毯等生活物資堆滿山，還有不少人玩具和童畫書，供難民兒童自由挑選。紅十字會及無國界醫師聯盟的醫護人員，都派專人到營區內提供醫療照護，還有會講阿拉伯文的志工幫難民兒童說故事、教他們簡單字彙。

歐盟已召開了多次針對難民問題的內政部長、外長理事會會議，甚至還召開了峰會，但在難民分配問題上一直達不成一致意見。在難民接收條件、融入、就業等問題上也齟齬不斷。歐洲國家正就一系列的應對措施進行討論，其中包括更好地管理難民的接待程序，包括獲



取申請避難者的指紋以及他們的身份鑒定，以利後續追蹤。

（二）歐洲議會

1、歐盟成立的起源

歐盟組織是歐洲各國經過多年陸續所訂各項條約（Treaty）增減後所形成，現有歐盟的基本規範起源於最早 1951 年歐洲煤鋼共同體，初期成員國包括比利時、德國、法國、義大利、盧森堡、荷蘭，當時是基於為鞏固二次大戰後所設平等共享機制，1968 年更進一步決議成員國間其他商品及服務納入免關稅，成立歐洲經濟共同體，後續在多國跟進加入並因應時勢增加相關權利義務規範，1986 年簽訂單一歐洲條約、1992 年簽訂歐洲聯盟條約（即馬斯垂克條約）後，才真正進入歐盟階段，1999 年完成貨幣聯盟，2002 年更在哥本哈根會議加入新興歐洲會員國，經過多年累積，目前歐盟會員國已達 28 個。

2、歐盟組織各機構運作方式

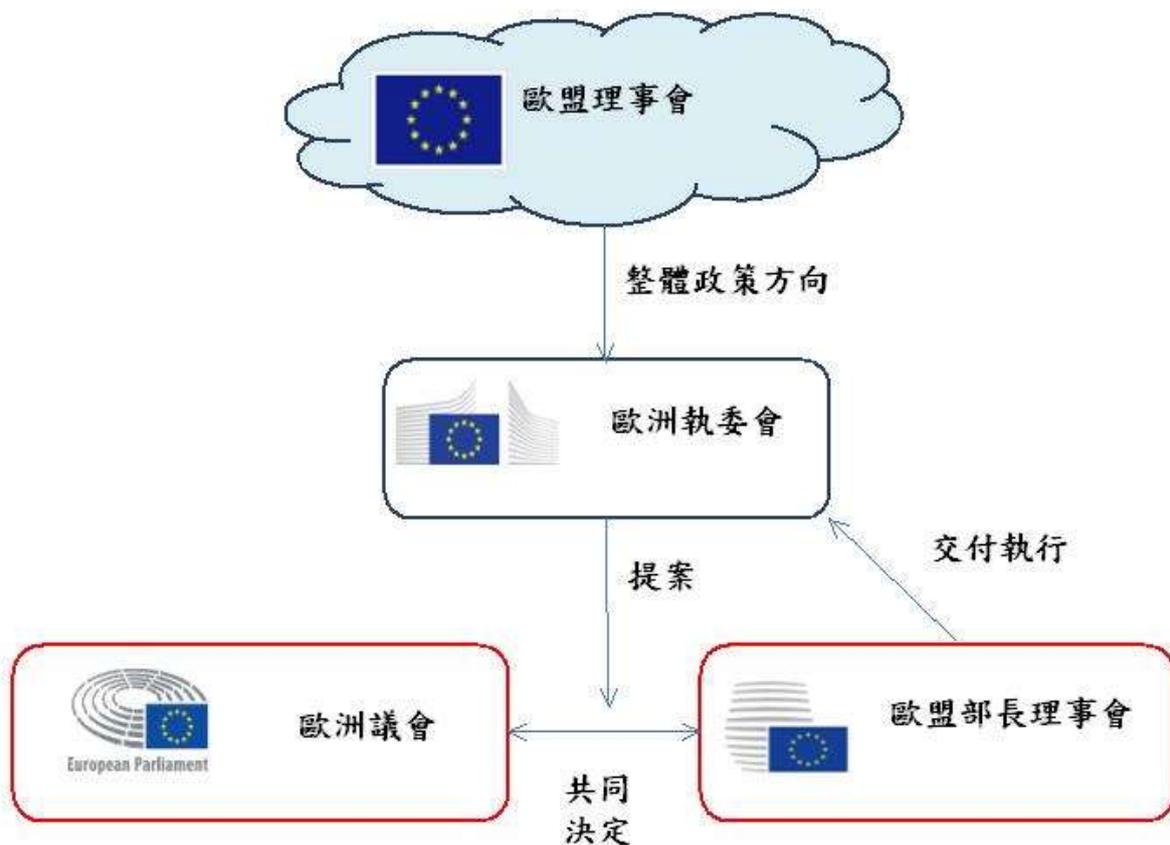
歐盟重要政策或法律主要是由三個機構負責產生，分別為歐洲執委會、歐盟部長理事會、歐洲議會，但三者之外，另針對歐盟部長理事會歧異須要調解事項，交由歐盟理事會負責決議。

(1) 歐盟理事會（European Council）是由歐盟各會員國國家和政府領袖與歐洲執委會主席組成，代表歐盟會員國間最高層級的政治合作，原則上，一年開會 4 次，各國元首討論歐盟整體方向及主要政治議題，同時也處理下一層的機構無法處理的複雜或敏感議題，同時也針對國際議題代表歐洲各國聯合發聲，並訂定歐盟整體外交及安全議題。

(2) 歐洲執委會（European Commission）為歐盟立場超然獨立的行政機構，也是唯一有權提出歐盟新法案，並負責執行經歐洲議會及歐盟部長理事會通過之各項法案或指令的機構。執委會負責管理並執行歐盟政策，提出及分配歐盟預算，確保歐盟法律在歐盟會員國均能確實履行，也代表歐盟會員國在國際上。尤其是國際貿易政策或人道援助議題上對外發言，維護歐盟整體利益。

(3) 歐盟部長理事會（Council of the European Union）是由歐盟會員國根據會議性質派遣部長組成及參與會議，其與歐洲議會同為立法及決策機構，並共同負責通過預算，也負責歐盟會員國間的協調磋商。

(4) 歐洲議會（European Parliament）是歐盟的立法、監督及預算審核機構，由歐洲人民直接選出的議員組成，各會員國選出議員人數大略依各國人口比例，惟各國議員人數不得少於 6 位亦不能多於 96 位，目前有 751 位議員，任期 5 年，對外代表歐盟人民並與理事會共同負責立法程序。歐洲議會依據政策領域設有審查委員會（Committee），透過委員會及全體大會 2 個步驟來審議議案，先於委員會中審查議案進行修正、否決及政黨辯論；後於全體大會所有議員共同投票決定議案的通過、修訂或否決。





（三）歐洲議會參觀中心

為了讓歐洲議會與民眾聯繫起來，讓人們瞭解歐盟是如何運作的，歐洲議會參觀中心以一種互動的方式，讓參觀者瞭解歐盟機構以及運作程序，每位參觀者都可拿到一個多媒體裝置，為整個參觀行程提供導航。參觀中心分三層，象徵著歐洲議會辦公大樓所在的 3 個城市：布魯塞爾、斯特拉斯堡和盧森堡，展示自 50 年代以來歐洲所發生的重大事件的照片，三層樓都設有多媒體裝置，用來輔助闡述歐洲一體化進程的歷史以及展示歐洲議會和其它幾個歐盟機構是如何運作的，還包括在歐盟一體化過程中產生關鍵作用的一些歷史文件的副本

等。歐洲議會參觀中心可稱為是比利時最現代的博物館之一。

(四) 比利時聯邦政府食品與食物鏈安全管理中心 (FASFC)

1、歐洲食品安全管理架構與機制

有關食品安全業務分工，歐盟主要負責標準制定、監督管控、訊息交換、訓練、專家和實驗室能力訓練與提供建議、定義何謂緊急措施和能力、驗證；其下會員國則負責法規執行、設定查核計畫、協調會員國內單位輸入管制、輸出發證、訓練等。換言之，會員國為執行單位，歐盟為督導單位並查核會員國執行情形。食品安全之法規制定，在歐盟係由執委會健康及食品安全總署 (DG SANTE) 負責，旗下 3 單位及職責為：

- (1) 食物鏈與動物健康常務委員會 (Standing Committee on the Food Chain and Animal Health)：法規之起草與規劃。
- (2) 食品安全及獸醫辦公室 (Food and Veterinary Office, FVO)：負責食品安全及動物健康、福利，主要職責為制定、執行查核計畫，評估會員國第三情形。另，視情況草擬發布指引、促進會員國與歐盟間之合作。

(3) 歐洲食品安全局（EFSA）：依歐盟 178/2002 規則之第 22 條訂定，為一獨立風險評估和溝通機構，提供歐盟科學建議，以利後續政策制定。

立法過程為執委會提案後，送歐洲議會（European Parliament），其與歐洲部長理事會（Council of EU）共同決議後制定法規。法規可分為 3 種類別：規則

（Regulation），直接對歐盟所有會員國產生效力；指令

（Directives），各歐盟會員國須遵守執行之指導原則，其可由各會員國政府決定遵行方式；決定（Decisions），針對特定區域所制定。

2、歐洲食品安全管理法規：

「一般食品法」（General Food Law, Regulation (EC) 178/2002），明定食品法規之一般原則和要求、成立歐盟安全局及明定有關事宜之程序，主要原則是食品和動物飼料生產者對於食品的衛生安全負有不可推卸、重要的責任，是食品安全的第一道防線。生產者必須保證其生產的產品是安全衛生的，唯有安全的食品和飼料才能被允許進入市場銷售，不安全的食品和飼料必須退出市場。此外，歐盟食品法律體系還建立了引人注目的

可追溯性的規則：所有食品、動物飼料和成分的安全性，都可以通過從農場到餐桌整個過程的有效控制加以保證。於「一般食品法」之基礎下，分為「動物來源食品衛生法規」（Hygiene of food of animal origin）和「食品及其相關產衛生法規」，前項包含（EC）854/2004 和（EC）882/2004、後者涵蓋（EC）853/2004 和 852/2004。綜論，上述法規皆為會員國制定，會員國加以運用，各會員國間對於其輸出、和歐盟境內產品之要求皆相同。

3、比利時聯邦政府食品與食物鏈安全管理中心（the Federal Agency for the Safety of the Food Chain, FASFC）

(1) 成立之歷程：

1999 年 3 月，比利時爆發震驚全球的食安風暴「戴奧辛事件」，比利時數家養雞場突然接連出現雞隻生長異常、母雞下蛋率降低，蛋殼卻堅硬無比的怪象。專家檢驗後發現，這些禽肉與雞蛋內竟含有號稱「世紀之毒」的致癌物質戴奧辛，濃度超出千倍。當時的比利時政府反應卻慢半拍，沒有查出原因，也沒有即時處理，導致污染快速蔓延，不僅重創該經濟產

值超過 4.37 億歐元及 2 位部會首長因而下臺，還直接導致當時的執政黨在三個月後輸掉政權。

戴奧辛風暴翌年，比利時政府與企業即正視自身制度缺失，痛下決心全面改革。第一步是廢除原本疊床架屋、溝通不良的公衛和農業相關部門，成立全新的比利時聯邦政府食品與食物鏈安全管理中心（以下簡稱食安中心），其組織設計及運作的創新作為，在經歷多年運作下，使得比利時從危機中重新站起，成為歐洲食安領頭羊。目前，比國公共衛生部（Ministry of Public Health）負責食品安全工作，分別由 Federal Public Service of Public Health ,Food Chain Safety and Environment 和 FASFC（食安中心）分工，前者處理規範性的工作，建立各種產品標準；後者負責風險評估、危機管理和危機溝通，建立程序標準與監控計畫，主責稽查工作。

(2) 組織及運作特色：

目前該中心及所屬 1,200 名全職人員及 660 名兼職獸醫，用以支援各項農畜業、食品加工等食安防制查核工作，類似於臺灣農業委員會的畜牧處、農糧署、

動植物防疫檢驗局及衛生福利部食品藥物管理署的綜合性單位，並設有諮詢委員會、科學委員會及監督委員會作為諮詢機構，並強調以消費者為中心，為了保護消費者及動植物之健康，從源頭開始控管，將整個食物供應鏈負責流程，納入同一個管轄機制，負責從農場、屠宰場、加工廠、運輸分裝、批發零售到餐飲業及消費者，確保食物之品質及安全。該局的願景是希望藉由專業之態度讓國民及國外之消費者能信任該國之食品鏈。比利時藉由將食品安全設立單一組織管理的方式，加上彈性組織與民間充分合作的基礎下，成就及早防制及堅實的食安稽查機制。

(3) 自我檢核制度 (Self-Checking system, SCS)：

比利時食安中心 2000 年成立後的首要工作，就是建立起一套「自我檢核」制度 (Self-Checking system, SCS)，食安中心提供個別產業遵循之安全操作指引，要求各類與各層級（製造、處理與運輸）食品產業依據 HACCP (Hazard Analysis Critical Control Points)，完成安全作業標準，並由此建立食品的可追

溯性，且定期檢討修正。這項制度是經過立法，且融入風險分析的概念，指引的撰寫也經過嚴謹的過程。

業者必須建立、使用及維持 SCS 制度，除此之外，透過第三認證機關或食安中心的稽核制度，業者可完成 SCS 的認證。稽核工作可使用食安中心出版或發布的檢核表或指引。SCS 制度設計還有個聰明之設計，就是提供業者誘因。如果企業的 SCS 有完成認證，不僅食安中心稽查次數減少，規費也可以減收。食安中心的簡報指出稽核（audit）並不等於稽查（inspection），稽查必須確保 SCS 長期發揮的功能，而不是只限於稽查的當時。食品安全最主要的責任還是在於業者本身，主管機關的責任是監督與控管業者確實守法。

(4) 危機管理機制：

食安中心危機管理之範疇包括動物疾病、農作物疾病及蟲害、污染事件處理、食物引發之疾病及輻射污染等，如何把潛在風險降到最低，即便發生問題，也能在最短時間內控制事態，把損失減到最輕微，就必須有良好之危機管理機制，比國應變層級分為 2

級，國家層級負責法規、策略擬定、決定執行方案及
統合應變，地方層級負責實際之應變執行。

其危機管理機制之基本原則包括：彈性之組織及
程序、建立早期之警示及監測系統、有效率和即時之
反應、扁平之決策指揮系統、一步一步由源頭到終
端、經科學之評估再經由適當之控制達成整合型之危
機處理、對標的團體公開適當之資訊。對比國而言，
危機管理是建構在「及早防制」的基礎上，如何藉由
建立妥善的查核機制，在危機發生前先行防範，透過
每日例行檢查作業，並設立完善食品源頭及加工過程
的追蹤機制，訓練有素查核人員的確實查核等，有效
防止食安問題再次發生。





(五) 駐歐盟兼駐比利時代表處

歐盟成形逐漸擴大，且晉身為世界政經要角後，為增進我國與歐盟總部之關係，原「駐比利時臺北代表處」於90年4月4日奉行政院核定對內使用名稱更改為「駐歐盟兼駐比利時代表處」，負責與歐盟（理事會、執委會、歐洲議會）、比利時及盧森堡之政治、經貿、教育、科技、衛生及僑務等各層面之實質關係。其運作分政務組、議會組、業務組、新聞組、行政組、經濟組、教育組、科技組及衛生組等單位。

此行至駐歐盟兼駐比利時代表處，拜會董大猷大使與衛生組鄭慧文組長。鄭組長為臺北醫學大學臨床藥學教授，專長除藥物資訊、草藥醫學、藥物分析、科技管理與行銷之外，對食品及農化亦有研究，曾借調擔任前衛生署食品衛生處處長。當天上午陪同參訪比利時聯邦政府食品與食物鏈安全管理中心，會後分享國內食品安全管理的實務經驗。



伍、心得

一、難民生活重建及醫療處置

布魯塞爾北站難民營的難民尚未取得身份，其安置期間的生活所需、教育娛樂與醫療服務等都仰賴民間組織。本市訂有各類天然災害應變計畫，復建部份主辦單位為社會局，協辦單位為衛生局、勞工局、財政局、主計處、各區公所。災民生活的協助，包含如技能培養、就業協助、社區輔導互助機制建立等。衛生心理及醫療體系的建置及相互支援，包含相關軟硬體

的協助及規劃，如：食品衛生管理、健康諮詢、防疫指導、緊急醫療及預防感染。另則為諮詢管道的建立及教育宣導（衛生

醫療機構、學校輔導資源、心理諮詢機構、宗教資源及社區義工等)。針對受災民眾生活重建及心理醫療，透過「民眾心理生理醫療資源整合支援、社區有效組織動員」等生活協助措施的施行，一方面滿足民眾受創生心理的需求，另一方面則將有效促成民眾本身自發性、內部性生活互助或復原力量等機制的產生。另，為促成相應社區組織的有效運作甚或外界力量協助，本府在這方面也規劃獎勵、誘因等相關機制的建立或經費補助上的協助。

二、食品安全管理之組織架構

臺灣食安權責單位，散在農業委員會、衛生福利部、檢調單位及地方政府等，遇事件發生再組成跨部會應變小組，直至近期才有食品安全辦公室成立，相較於比利時食安中心由類似上揭單位相關業務統合之綜合性單位，不管在立法、策略研擬、資源運用及危機處理上都較無效率，且權責上較易混淆，若能從源頭開始控管，將整個食物供應鏈流程，納入同一個管轄機制，將能更具效益。

三、食品安全稽查制度

比利時食安中心的「自我檢核」制度（SCS）可作為我國之借鏡，相較於臺灣食安管理多仰賴政府，一旦政府不動，大家就不動，比利時這套產業自律制度，將「確認食品安全責任」還給業者本身，主管機關則是監督與控管業者是否確實守法。另一方面，藉由稽查設計提供業者誘因，若企業有認證的SCS制度，不僅食安中心稽查次數減少，規費也可以減收，因為這項創新設計，使得業者因為本身重視食品安全而受到鼓勵，政府也可因而減少稽查人力負擔，達到雙贏效果。

四、追溯追蹤機制與演練

由於食品從原料開始到加工所須程序及過程繁複，一旦發生食品問題，常因牽連甚廣，比利時設計事前防制機制，對所有動植物、種子、原料等均設立完善追溯追蹤機制。實務上若真的有「食安危機」，第一時間會向上追蹤來源、向下即時下架、回收所有產品。該食安中心在2008年、2010年、2012年曾針對豬肉、飼料、番茄進行追溯演練。溯源演練可以讓政府人員和業者熟悉最新的食品法規，和追溯資料的蒐集、彙整，也可以增加業者的危機意識、審查自我管理的反應能力。

在追溯追蹤制度上，我國主要是在 103 年油品事件發生後，政府針對油品流向管制、廢油回收擬定具體機制等，從而擴及到資本額達 3000 萬以上的肉製品、乳製品、水產品、校園餐盒、基因改造食品原料的生產、進口業者，都需上食品藥物管理署管理的「非追不可」上網登記。而除了追溯追蹤用的「非追不可」外，目前食品藥物管理署還建置了食品業者登錄平臺（非登不可）、產品通路便捷稽查作業平臺（非稽不可）、邊境查驗自動化管理資訊（非報不可）等 4 個系統，希望透過雲端資料比對，找出可疑問題，進而採取行動，預防食安危機。

五、危機管理層級

比利時在危機管理應變架構上採 2 層級之方式，與我國制度相同，該國經由扁平式之指揮應變機制，要求在 12 小時內中央層級之政策與方案下達至地方層級執行，並每天檢視回報結果以修正次日的方案，顯示臺灣目前的機制毫不遜色。在資訊公開上，比國提供公開、透明、誠實及正確的資訊，並考量在有效平臺上提供標的團體所需要之資訊，而非千篇一律採用官式新聞稿或說帖，並在對的時間仔細評估所公布資訊，使外

界快速了解政府應變作為，不論在食安問題或災害應變上都值得我們借鏡。

陸、建議

比利時的食安中心類似於臺灣農業委員會的畜牧處、農糧署、動植物防疫檢驗局及衛生福利部食品藥物管理署的綜合性單位，強調從源頭開始，將整個食物供應鏈流程，納入同一個管轄機制。畢竟，食品供應鏈上游與下游由不同單位分別管轄，光是溝通就曠日廢時。臺灣食安權責單位，散在農業委員會、衛生福利部及地方政府等，遇事件發生再組成跨部會應變小組，直至近期才有食品安全辦公室成立，不管在立法、策略研擬、資源運用及危機處理上都較無效率，且權責上較易混淆，若能從源頭開始控管，將整個食物供應鏈流程，納入同一個管轄機制，將能更具效益。這正是為什麼比利時和許多歐盟國家，都選擇成立食物鏈管理的整合權責單位的原因。

柒、附件

食安中心簡報資料



Herman DIRICKS
CEO
 Federal Agency for the Safety of
 the Food Chain (FASFC)

**Federal Agency for the Safety of the
 Food Chain (FASFC)**

09.09.2015



11-12-2015

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Federal Agency for the Safety of the Food Chain

MISSION & VALUES of the FASFC

**Our task is to preserve the safety of the food chain and
 the quality of food,
 in order to protect the health of humans, animals and
 plants.**



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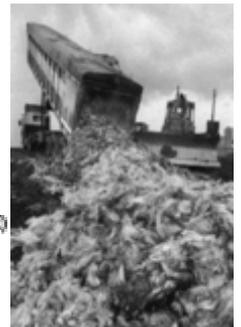
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ORIGIN of the FASFC

«1999 DIOXIN CRISIS»

Consumers distrust
 Critics from officials
 Embargo on the export
 Major economical impacts

- Hundreds of farms were affected
- Destruction of primary products (± 250 million €)
- Massive destruction of meat : 96.348 tons
 - pork : ± 45.000 tons
 - poultry : ± 12.500 tons
 - beef, eggs, food stuffs : ± 38.848 tons
- Financial impact : 437,5 million euro ?
- Resignation of 2 ministers
- Image of Belgian food products



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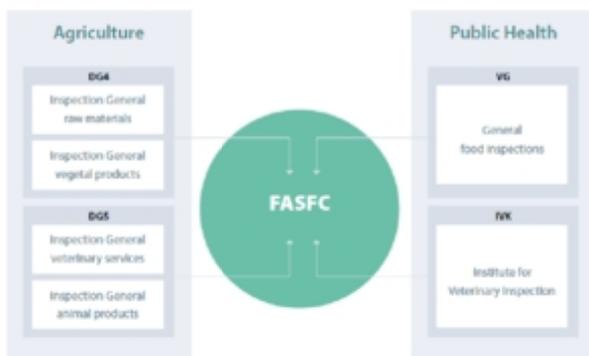
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From crisis to opportunity

Origin of the FASFC



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Federal Agency for the Safety of the Food Chain

A new Belgian Food Safety Policy

- Grouping of responsibilities product standards FPS Public Health
- Grouping of 6 control services of the Ministry of Agriculture and Public Health
FASFC:
 - Operational standards
 - Separate control policy from control (2 DG)
 - Independent Scientific Evaluation of Risks (Scientific Committee)
- Emphasis on the Safety of the whole food chain
- Consumer: central place
- A single competent minister
 Currently: Minister of Middle Classes, of Small and Medium-sized Businesses, the Self-employed and Agriculture.



Federal Agency for the Safety of the Food Chain

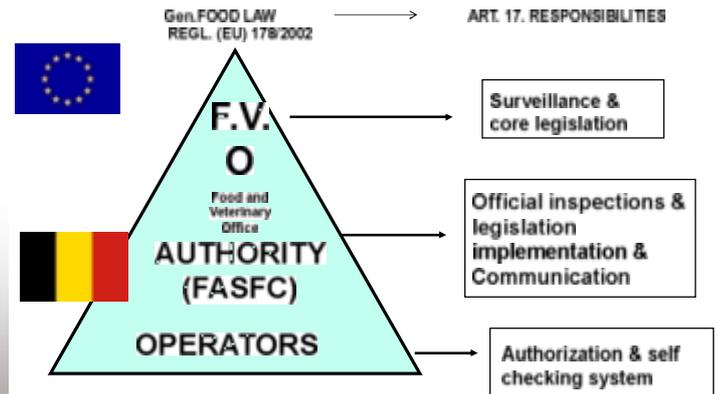
FPS Public Health, Food Chain Safety and Environment

Competencies:

- Product standards (fertiliser, pesticides, additives, contaminants in animal feed and human food)
- Standards for animal health
- Plant health standards
- Standards and control policy of animal well-being
- Regions: 2014
- Smoking ban

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The FASFC within the European context



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European legislation and regulations

- The White Paper of Food Safety (2000)
- General Foodlaw (2002)
Regulation EC No 178/2002
- Hygiene regulations:
852/2004
853/2004
854/2004
- New standards (microbio R2073/2005)

Federal Agency for the Safety of the Food Chain

General Food Law Competencies

Food and Feed Business Operators

- Ensuring that all stages for which they are responsible are carried out hygienically
- Traceability
- Withdrawal of non compliant food + info consumer
- Informing the competent authorities + collaboration

Member States

- Enforcement of food/feed law and Official controls
- Public communication on food safety and risk

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GOAL → SAFE FOOD

through:

Compliance with minimum hygiene requirements

+

Implementation of procedures based on HACCP

STRUCTURE and ORGANIZATION

Federal Agency for the Safety of the Food Chain

Federal Agency for the Safety of the Food Chain

Our Mission

"Our task is to preserve the safety of the food chain and the quality of food, in order to protect the health of humans, animals and plants."

- Integration of all control services
- Control over food, feed, fertilizers and phyto pharmaceuticals
- sanitary and phytosanitary prevention and control measures
- Laying down operational rules
- In charge of communication (consumers)

Federal Agency for the Safety of the Food Chain

Our Vision

"The BFSA fulfills its mission with the greatest care by adopting a professional attitude so that national and foreign consumers as well as the FFBO's can trust in the safety of our food chain."

- Complete and transparent controls
- Encouraging self-checking development
- Preventive and pro-active food security
- Consultation with all stakeholders
- To measure is to know

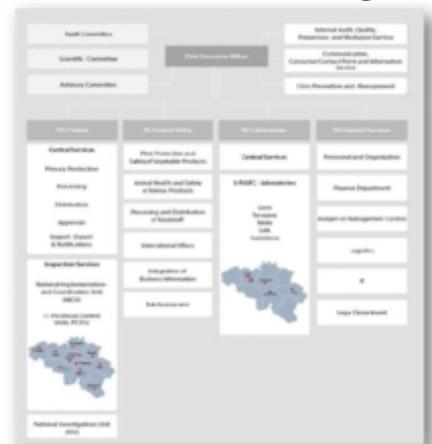
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Our values



Federal Agency for the Safety of the Food Chain

The FASFC today



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Budget 2014

The FASFC in a nutshell



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Main principles of the financing system

- Ensure to have sufficient financial resources - balanced results
- Provision of services: fees
- Fair distribution of contributions between the sectors and actors of the food chain
- Consider the level of risk (-> impact on the frequency of inspection)
- Consider the implementation of self-checking systems
- Companies with a certified self-checking system
Bonus on contributions = 75%

Federal Agency for the Safety of the Food Chain

Consultative bodies

The Advisory Committee(+ 39 members)

- includes all the partners of the FASFC
- advice on risk management, financing, communication,...

The Scientific Committee (+ 21 members)

- independent Risk evaluation
- advice on standards for the risk management, on regulations
- very important: quick reactions in case of incidents!

The Audit Committee (5 members)

- 1 FASFC representative, 2 designated persons by the Advisory Committee, 1 person designated by the Minister, 1 external expert
- mission : assist the CEO and the direction committee of the FASFC by monitoring the working of the FASFC

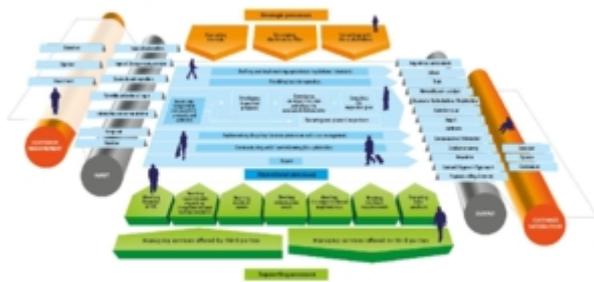
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The Core processes of the FASFC



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A new process model for the FASFC



End to End processes

Federal Agency for the Safety of the Food Chain

Official risk based-controls

To preserve the safety and the quality of our food in order to protect humans, animals and plants.



THE FASFC COMMUNICATES

Federal Agency for the Safety of the Food Chain

COMMUNICATION SERVICE

MANAGEMENT

Communication Office

Administrative support

Contact Point for the Consumer Handling complaints and questions of consumers	Vulgarization Service Sensitizing the professional market Information campaigns	Production, logistics and graphic design Design/lay-out Graphic support Logistical support	Internet & Intranet Managing the Internet and Intranet websites	Spokesperson Spokesperson NL (CCO) Spokesperson FR
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CONSUMERS

point de contact
0800 13 550

Publication des directives destinées aux consommateurs...
L'Agence fédérale pour la sécurité de la chaîne alimentaire

Twitter

NEWSLETTER

FANVY

LES TROUX SUR LE PLAT

Federal Agency for the Safety of the Food Chain

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Feed and Food Business Operators

AFSCA
Agence fédérale pour la sécurité de la chaîne alimentaire

Professionnels > Autocontrôle

Professionnels

- À propos de l'AFSCA
- Organigramme
- Contact
- Agréments, autorisations et enregistrements
- Autocontrôle**
- Cellule de vulgarisation
- Check-lists "Inspections"
- Denrées alimentaires
- Exportation pays tiers
- Financement de l'AFSCA
- Importation pays tiers

Autocontrôle

L'autocontrôle, c'est l'ensemble des mesures prises par les opérateurs pour faire en sorte que, à toutes les étapes de la production, de la transformation et de la distribution, les produits dont ils ont en charge la gestion :

- répondent aux prescriptions réglementaires relatives à la sécurité alimentaire;
- répondent aux prescriptions réglementaires relatives à la qualité des produits, pour lesquelles l'Agence est compétente;
- répondent aux prescriptions relatives à la traçabilité et à la

Guides d'autocontrôle secteur Business (B2C)

Vous souhaitez un guide d'autocontrôle? Cliquez sur le site concerné dans la liste ci-dessous.

La mise en œuvre de l'autocontrôle basée sur l'analyse officielle

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BUSINESS PLAN 2015 - 2017

Federal Agency for the Safety of the Food Chain

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Thanks for your attention!



Federal Agency for the Safety of the Food Chain

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Vicky LEFEVRE
General Director
DG Control Policy (FASFC)



Jacques INGELRAM
Department Food processing & distribution, DG Control Policy (FASFC)

Self-checking

09.09.2015

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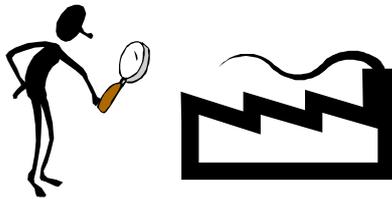
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- Self-Checking System
- Guides
- Validation SCs
- Audit
- Financing

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Self-Checking System



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Self-Checking System

1. Legal framework

- 14 November 2003 - Royal Decree on self-checking, notification requirement and traceability in the food chain

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Self-Checking System

2. Scope

The operators working in any stage of the production, the processing or the distribution of products or substances under the competence of the FASFC

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Self-Checking System

3. Commitments (1/2)

1. To set up, to apply and to maintain a self-checking system (SCS) covering the safety of food and based upon the principles of HACCP (compulsory)

Notes :

- any operator is allowed to set up, apply and maintain a SCS guarantying the quality of his products (optional)
- any operator is allowed to validate his SCS (optional)

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Federal Agency for the Safety of the Food Chain

Self-Checking System

3. Commitments (2/2)

2. To have in place systems or procedures for the traceability of products (IN, OUT, link) and be identified and recorded by the FASFC (compulsory)
3. To inform promptly the Agency when a product may be injurious to the health of humans, animals or plants (= notification requirement for the operators, laboratories and certification bodies) (compulsory)

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Guides



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Federal Agency for the Safety of the Food Chain

Guides

1. Guides (1/3)

- **Guide** = document drawn up by the sector for its operators, containing details on HOW legal requirements on self-checking may be met
- The guides are approved by the Agency
- The sectors may draw up guides
- The operators may use the guide drawn up for their sector

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Federal Agency for the Safety of the Food Chain

Guides

1. Guides (2/3)

- Requirements
 - Drawn up by the sector or subsector
 - One guide per (sub)sector
 - As simple and practical as possible, with examples
 - Based on hazard analysis (food-feed)
 - Based on legislation

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Federal Agency for the Safety of the Food Chain

Guides

1. Guides (3/3)

G-002
Guide for self-checking
in the milk industry



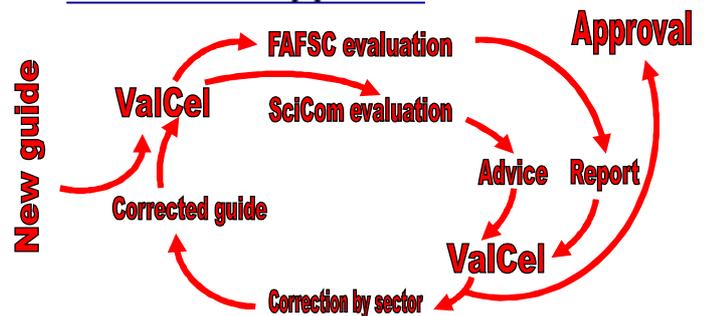
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Guides

2. Process of approval



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Validation SCS



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Validation SCS

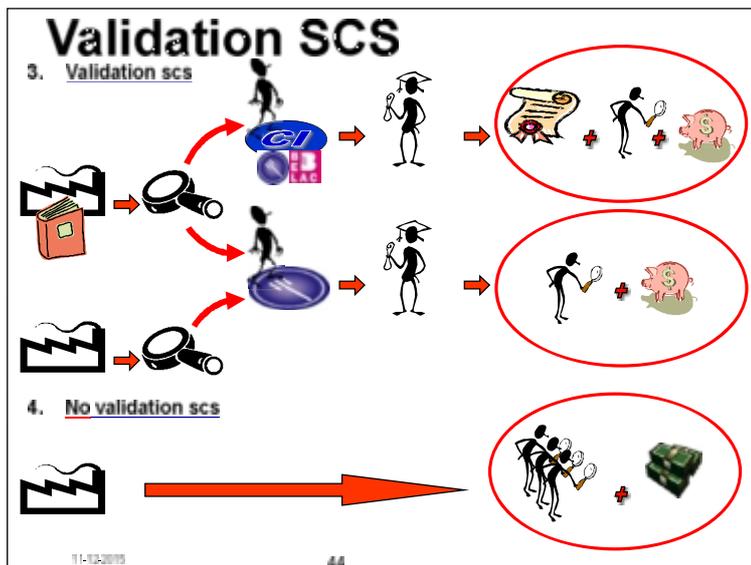
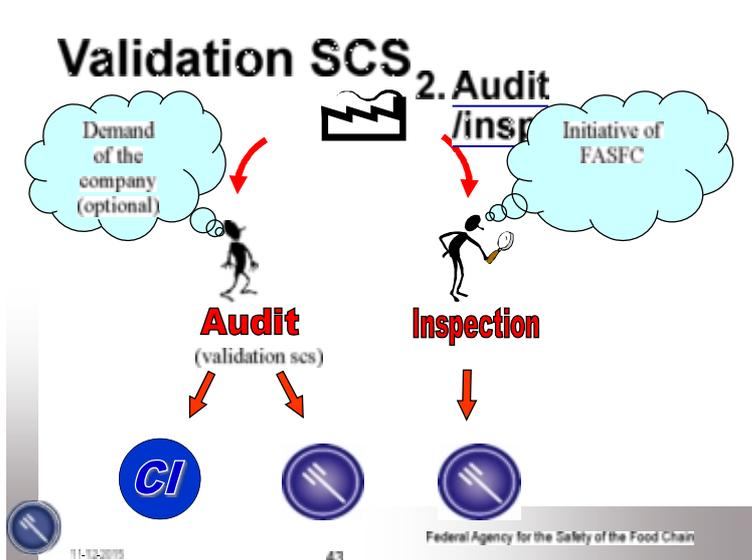
1. Rules

- The FBOs **have to** set up, apply and maintain a self-checking system
- The FBOs may validate their SCS through an audit
- For the FBOs with a validated SCS : discount on the levies and reduction on the controls

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Validation SCS

5. In practice (1/2)

- The FBOs may use a guide to develop their SCS
- The validation of a SCS may be performed by an auditor from certification bodies or FASFC

Validation SCS

5. In practice (2/2)

- The certification bodies may validate a SCS only if the FBO uses a guide
- The Agency may validate a SCS if the FBO uses a guide or doesn't use a guide
- The audits have to be performed with checklists and guidelines drawn up by FASFC and published on the internet

Validation SCS

6. Certification bodies (1/2)

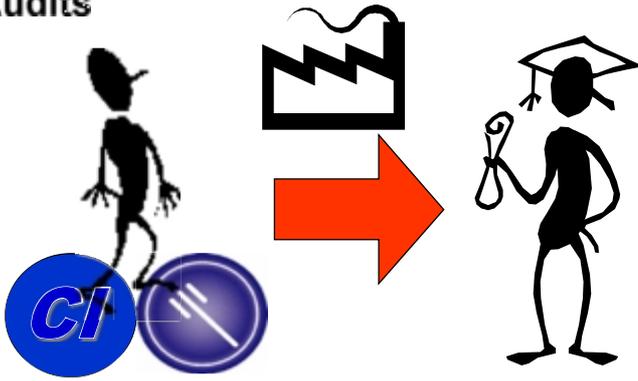
- The certification bodies are accredited by BELAC (Belgian accreditation organism) and be approved by the FASFC for a standard (= guide) and a norm

Validation SCS

6. Certification bodies (2/2)

- In milk industry:
 - Standard = Guide for self-checking in the milk industry
 - Norm = ISO 45011 (certification of products)
- In milk industry:
 - 5 certification bodies

Audits



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Audits

1. Audit time and frequency

The audit frequencies depend on the activity: milk industry = 1/year

The audit time is taken up in the guides :

- milk industry :
 - 1 product - 1,25 days
 - 2 products - 1,50 days
 - 3 products - 1,75 days
 - 4 products or more – 2 days

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Audits

2. Procedure (1/3)

The auditors have to use the audit tools from the Agency (check-lists and guidelines) and apply the rules for the non compliances

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Audits

2. Procedure (3/3)

Audit ≠ Inspection



- The auditors have to control the functioning of the SCS over a certain time frame and not only when they audit
- Check-lists for inspections ≠ check-lists for audits

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Financing



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Financing

Levy (1/3)

Levy (Royal Decree 10-11-2005) : amount claimed annually with each operator according to his activity

The levy varies according to the sector to which the company belongs and the sector is determined by the principal activity of the company

The levy is indexed

Financing

Levy (2/3)

Example : levies for the processing sector

FTE	Levies (2014)
0	156,08 €
1-4	312,13 €
5-9	958,96 €
10-19	2.529,03 €
20-49	5.227,28 €
50-99	12.692,16 €
≥ 100	19.367,27 €

Financing

Levy (3/3)

Levies 2014

Validated SCS in 2013 : levy X
0.25

Abbreviations

- SCS : Self-Checking System
- BELAC : Belgian accreditation organism
- CB : Certification body (OCI)
- CL : Check-list
- FASFC: Federal Agency for the Safety of the Food Chain
- SciCom : Scientific Committee
- FTE : Full time equivalent



Vicky LEFEVRE
General Director
DG Control Policy (FASFC)



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INCIDENT MANAGEMENT BY THE BELGIAN FOOD AGENCY

09.09.2015

The Belgian Food Agency

- Food Agency is responsible for control in whole of food chain
 - primary production
 - transformation and distribution, retail
 - consumer
- Relatively small Agency
 - approx. 1,200 FTE
 - headquarters: 390 FTE
 - 5 laboratories: 150 FTE
 - 11 field units: 660 FTE
 - 660 (part-time) private vets in slaughterhouses

The Belgian Food Agency

> Sphere of activities: 135.000 operators / control points

- catering industry
- agriculture
- retail
- food processing industry

> Incident management covers

- animal diseases
- plant diseases and pests
- incidents with contaminants
- food born diseases
- nuclear / Seveso type incidents



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> Basic principles of incident management

- flexible structure and procedures
- early warning/detection systems
- efficient and quick response
- short chain of command
- incident bound approach including
 - step by step tracing of the source (tracing back) and the destination (trace on)
 - science based assessment
 - appropriate control measures
- open communication suited to the target group
 - stakeholders (consumers, operators, media)
 - other Member states, EC, third countries

open, practical approach with the consumers' interests as a starting point

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> 2-level crisis structure based on daily structure

- at national level (headquarters in Brussels)
 - strategic committee (SC) = reflection, discussion and decision group (strategic and operational decisions)
 - central crisis unit (CCC) = elaboration of control strategy, measures, operational activities, logistics, operational legislation, financial aspects, ...
- at local level (in the provinces)
 - local crisis units (LCU) = enforcement of measures in the field
 - local specific unit (LSU) = elaboration and execution of specific, extraordinary activities (eg. culling of infected animals, emergency vaccination campaign)



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The Belgian Food Agency
Federal Agency for the Safety of the Food Chain

be

> Short chain of command

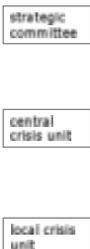
DECISIONS

Daily meeting at 8h00 with decisions and action list

Briefing at 9h00 and operationalization of decisions

Reception of instructions and implementation of decisions

within 12 h



FEEDBACK

Assessment of the situation

Processing and summarizing of information in view of strategic committee

Collection of data regarding the crisis control activities



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EARLY DETECTION

Late detection = incident will probably be more widespread and will potentially have a bigger impact

> When do we speak of an incident/crisis?

- No clear cut definition
- Exceeding of legal limit does not automatically mean that there is an incident or vice versa
- External influences are important: public opinion, media pressure, perception
- Zoonoses are often more sensitive

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- Action limits can help:
 - Will determine at what point the authorities will intervene
 - Are based on a risk evaluation
 - Can be determined beforehand and can be re-evaluated regularly (important role for scientists)
- How can early detection be achieved/stimulated?
 - Sound **control plan** (Reg. 882/2004) that covers as much of the critical points and as many substances as possible at a frequency as high as possible
 - **Obligatory notification of non conform results** by all laboratories and operators/industry
 - regulations and guidelines regarding self checking and notification
 - (obligatory) quality systems (GMP, GHP, HACCP)
 - **Good follow up** of non conform results

INCIDENT BOUND APPROACH

- Why?
 - Multitude of agents, substances and matrices
 - Health impact and health risk are not always clear or known from the start
 - Source, spread, content/proportion, media impact, ..., are always different
 - Situation can change very quickly when new laboratory results or information arrive
- How?
 - Daily assessment and modification of control strategy and measures in view of the situation and the combination agent/substance/matrix involved
 - Based on scientific assessment (emergency assessment) by SciCom, EFSA, experts, ...

- Standard approach/questions, repeated each day:

- Are the measures taken appropriate?
- Are we following the right strategy for the problem at hand?
- Do we already know the full scale of the problem? Are only food involved or also animal feed?
- Is our assessment of the situation correct?
- Do we dispose of sufficient well-founded information to have a clear picture of the problem and the situation?
- Do we dispose of the necessary analysis methods and sufficient laboratory capacity?

TRACING

- Solid search into the source of the problem is essential
 - Step-by-step tracing, based on laboratory analysis
 - Is often very time consuming
 - Demands well trained investigators
- Conditions for an optimal tracing
 - Good identification (animals) or labeling (products and raw materials)
 - Good internal traceability by all operators in the food chain

Important role for both operators and authorities

COMMUNICATION

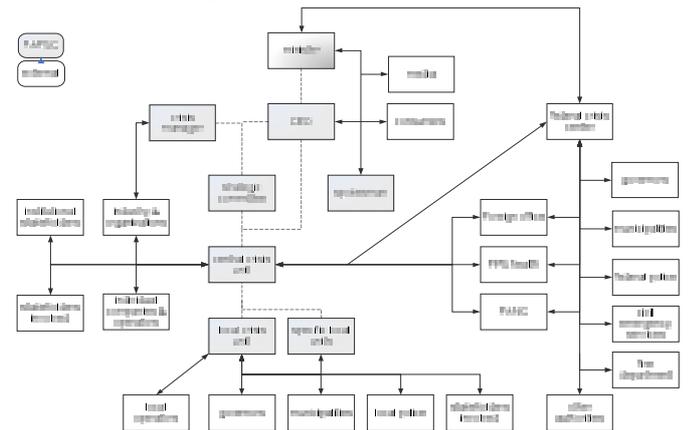
- Often "makes or breaks" an incident
 - dioxine 1999 vs dioxine 2006
 - EHEC (2011)
- Often difficult to handle
 - Consumers react rather irrationally when food is involved
 - Impact is quickly dramatized, especially when fatalities appear
 - There is uncertainty concerning the source, impact, scale, risk, ..., and often contradictory information
 - Worldwide news sites are only a mouse click away
 - Social media feed the uproar

- Is done on 3 fronts
 - Internally within the FASFC (within the crisis structure and towards the rest of the organization)
 - Towards external parties, partners/authorities and industry/operators
 - Towards consumers
- General principles
 - Open, transparent, direct, honest, accurate
 - Comprehensible and consistent information
 - Right information at the right time
 - Message and information channels are adapted to the target group

Information channels

- With EC, Member states, ECDC, EFSA, ...
 - alarm systems: RASFF, ADNS, Infosan
 - direct bilateral contact through SPOCs
 - SCOFCAH (EU consultation platform) in Brussels
- With third countries
 - direct contact with homologous authorities
 - Through diplomatic channels (ambasseys)
 - B2B
 - on spot missions
- With consumers and operators
 - bilateral contacts through SPOCs of sectors
 - website
 - press
 - call center
 - Advisory committee
 - information session with industry

external contact points



The screenshot shows the website of the Federal Agency for the Safety of the Food Chain (FAVV). The main headline is 'Verontreiniging met dioxine in lers varkensvlees' (Contamination with dioxin in lard pork). Below the headline, there is a chemical structure of dioxin and a list of related news items and documents. The website also features a search bar and navigation menus.

TRAINING AND EXERCISES

- Must be organised and conducted both by authorities and industry (response to crisis situation, tracing, recall procedures, ...)
- Are essential to maintain vigilance and to test SOP and preparedness of crisis structure
- Examples
 - "administrative" exercises within crisis units
 - simulation exercises in the field
 - tracing exercises
 - table top exercises
 - exercises with federal crisis center, other authorities, neighboring countries

CONCLUSION

- Single organization responsible for the control of the whole food chain
- Flexible structure and well prepared collaborators
- "Early detection" is essential
 - well-considered control plan based on risk assessment
 - clear legal limits and action limits
 - (obligatory) collaboration of operators
- Incident bound approach
 - scientifically bases, risk assessment
 - thorough, step-by-step tracing of contamination
 - search for the source of the contamination
 - based on sufficient analysis results