



Michigan Department of Agriculture

Food & Dairy Annual Report 2002

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FOOD & DAIRY DIVISION

2002 Annual Report

Contents

Introduction	3
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Section 1/Changes

Continued Vigilance	3
Technology	4
Modernized Laws	4

Section 2/ New Strategies in 2002

Detecting and Tracing Foodborne Illness/F.I.R.ST.	7
Bioterrorism Preparedness	7
Improving Water Safety at Michigan Fairs	8

Section 3/A Streamlined System

Food Program	9
Dairy Program	9
Food Service Sanitation Section	10
Local Health Department Accreditation	10
Foodborne Outbreaks	11
Recalls	11

Graphs

Frequency of Routine Food Inspection Activities	5
Frequency of Routine Dairy Inspection Activities	5
Frequency of Enhanced Enforcement Activity	5
Vital Dairy Statistics	6
Miscellaneous Registrations/Certificates	7
Number of Licenses Issued	7

Knowledge is indivisible.
*When people grow wise in one direction,
they are sure to make it easier for themselves
to grow wise in other directions as well.*

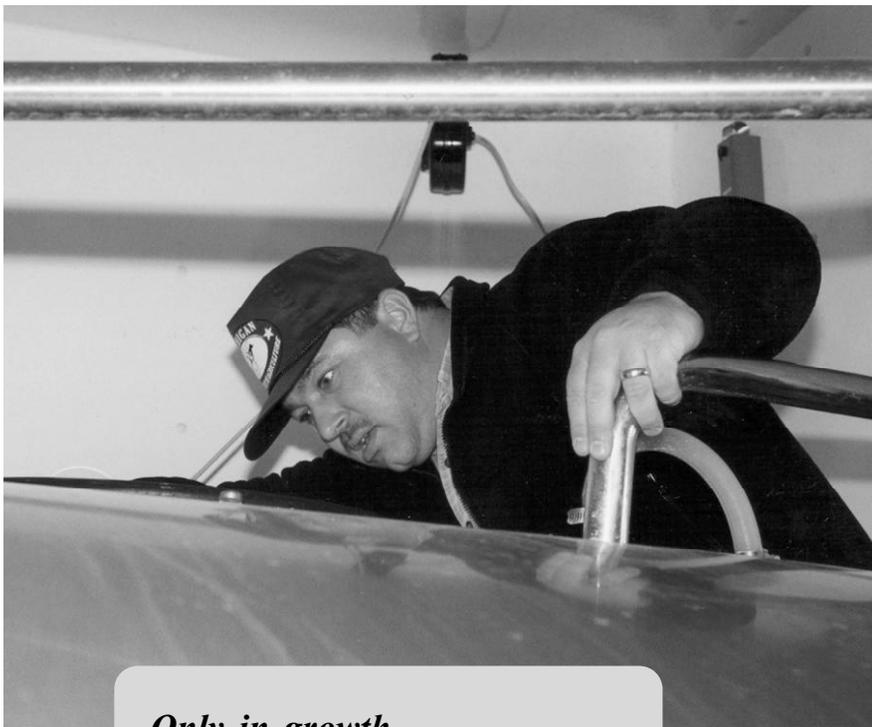
Isaac Asimov

Section 1/Changes

Introduction

Since September 11, 2001, our world, our nation and our state have seen monumental changes. During times of change and challenge, the mission of Food & Dairy has remained the same: to protect public health and ensure a wholesome food supply, while working to maintain a viable food and dairy industry. To achieve this the Division administers food, beverage and dairy laws in Michigan. The Division conducts regular inspections of food and dairy products from restaurants, farms, grocery stores and other food establishments. In order to maintain a viable food industry, the Division also lends support and assistance to food producers and provides information to consumers and stakeholders. All these functions support the top priority of the Food & Dairy Division—food safety and security.

Continued vigilance, technology and modernized laws were the hallmarks of the Food and Dairy Division in 2002.



*Only in growth,
reform and change,
paradoxically enough,
is true security to be found.*

Anne Morrow Lindbergh

Continued Vigilance

In 2002 the Food & Dairy Division:

- Conducted 26,756 inspections at food and dairy facilities, 77 Right to Farm investigations, and 1604 consumer complaint investigations of food facilities.
- Licensed 46,610 food service establishments including restaurants and cafeterias.
- Licensed 17,284 retail food establishments including 1278 temporary state/county fair concessions.
- Conducted 982 enforcement actions to address food safety violations.
- Strengthened food safety measures during 2002 to stem the threat of domestic terrorism.
- Spearheaded the 2002 statewide roll out of the Foodborne Illness Response Strategy (F.I.R.ST) for Michigan. The F.I.R.ST was developed through the collaboration of Michigan state and local agencies. The strategy seeks to improve coordination during outbreak responses to identify outbreaks early, to implement control measures promptly, and to prevent human illness.
- Led a multi-agency initiative to evaluate the safety of water supplies at nine fairs in Michigan and to identify effective risk reduction practices. This is part of an ongoing initiative to improve water quality at fairs in Michigan.
- Created and distributed publications to aid producers and consumers including ongoing issues of *Food Digest* and the inaugural issue of *Dairy Digest*. During the year, monthly articles on timely food topics appeared in the Michigan Licensed Beverage Association magazine. In addition, hundreds of articles on food safety appeared in newspapers and other publications throughout the state.

Technology

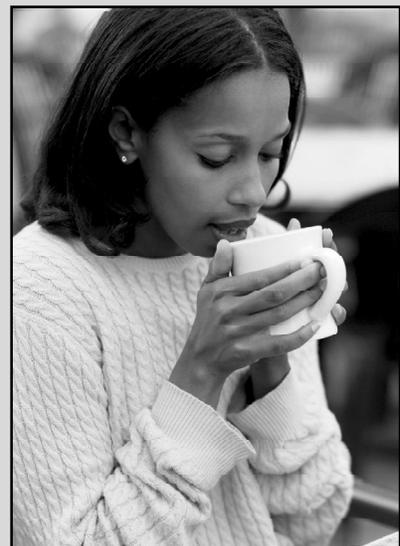
During 2002, the Food and Dairy Division put into operation Phase II of the *eInspector* system, a web-based inspection system, consisting of a central database that is accessed by food supervisors and program management, and a laptop application that is accessed by field inspectors. This allows food inspection data to be captured and transmitted directly from the field to the central database. The *eInspector* system schedules inspections consistent with food safety risk and flags inspection findings that require enforcement action. The system generates management reports and will have the capability, in Phase III, to provide consumer information via the Internet.

Modernized Laws

In 2002, the Manufacturing Milk Law and the Grade A Milk Law were signed into law. The Food & Dairy Division worked with a diverse group of stakeholders for two years to substantially update Michigan's dairy laws. This effort built on the successful adoption of the Food Law of 2000 by making food safety the focal point, and by consolidating old laws into a comprehensive act with uniform standards and definitions. The work group (dairy farmers, milk haulers and processors, Michigan State University staff, industry organizations, and MDA staff) combined 21 laws and regulations into two updated acts. One of the major goals of this project was to adopt the 2001 revision of the federal Pasteurized Milk Ordinance, which is the milk safety standard for all 50 states. The legislation was unanimously supported by the legislature. After that law passed, the Food & Dairy Division printed the inaugural issue of *Dairy Digest*, which informs dairy farmers, milk haulers and processors about the new Manufacturing Milk Law and the Grade A Milk Law. Dairy inspectors also educated dairy producers about the law as they conducted on-farm inspections.

*Wisdom means
keeping a sense of the fallibility
of all our views and opinions,
and of the uncertainty and instability
of the things we most count on.*

Gerard Brown



Routine Food & Dairy Inspections

Licensed food establishments are placed in categories according to their food safety risk. This risk is evaluated through analysis of the types of food operations that are carried out at the facility. Once categorized, the routine inspection frequency for the facility is determined. For example, operations that involve handling of unpackaged foods have a higher food safety risk than operations involving only pre-packaged foods, and are inspected more frequently. Dairies are routinely inspected every six months.

Frequency of Routine Food Inspection Activities

<u>Routine activity</u>	
Inspections	18,634
Complaint investigations	1604
Product samples	670

Frequency of Routine Dairy Inspection Activities

<u>Routine activity</u>	
Inspections	8551
Complaint investigations	87
Product samples	5097
Milk sanitation and enforcement ratings	73
USDA contract surveys	18
Pasteurization evaluations	285
Milk and butter quality evaluations	497

Frequency of Enforcement Activity

<u>Enforcement activity</u>	<u>Dairy frequency</u> Violation of Manufacturing Milk Act of 1913, as amended & Fluid Milk Act of 1965, as amended	<u>Food frequency</u> Violation of Food Law of 2000	<u>Total frequency</u>
Enforcement letters	596	19	615
Consent agreements/Fines	91 Fines/cost = \$173,055	25 Fines/cost = \$4500	116 Fines/costs = \$174,555
License revocation/Permit suspension	250	0	250
Convictions	0	1 Fines/cost= \$2600	1 Fines/cost= \$2600

Vital Dairy Statistics

Total number of farms in state	2972
Total number of farm inspections`	8,122
Right to Farm Investigations	77
Pasteurization evaluations	321
Exclusions due to Failure to Comply and Health Hazard	20
Pounds of contaminated milk disposed	32,893
Exclusions due to Bacteria Count and Cooling Temperature	30
Pounds of contaminated milk disposed	26,841
Exclusions due to Somatic Cell count	149
Pounds of contaminated milk disposed	156,222
Exclusions due to other reasons	9
Pounds of contaminated milk disposed	16,104
Number of loads sampled for drug residue	121,066
Number of drug residue violations	108
Pounds of drug residue-contaminated milk disposed	3,132.358
Total plant inspections	204
Shelf life samples	381
Total milk and milk products samples taken	8,184



Miscellaneous Registrations/Certificates

<u>Type of registration</u>	<u>Number issued</u>
Bottled water registration	124
Certificates of free sale	1280
Quality assurance certificates (dairy)	105
Freedom of information act requests	257

*Facts
are the air of scientists.
Without them
you can never fly.*

Linus Pauling

Number of Licenses Issued

<u>Dairy</u>		<u>Food (manufacturing plants, retail stores, warehouses)</u>		<u>Food Service (restaurants)</u>	
Grade A Plants	30	Retail Food Establishment	13,010	Food Service Establishment	30,782
Manufacturing plants (includes ice cream)	53	Extended Retail Food Establishment	759	Mobile Food Service Establishment	342
Grade A Milk distributors (warehouses)	12	Wholesale Food Processor	480	Mobile Food Establishment Commissary	18
Grade A Transfer Stations	8	Limited Wholesale Food Processor	661	Temporary Food Service Establishment	10,327
Grade A Single Service	5	Food Warehouse	979	Special Transitory Food Unit	461
Haulers and Samplers	533	Mobile Food Establishment	39	Food Service Vending	4680
Certified Fieldpersons	27	Mobile Food Establishment Commissary	38	TOTAL	46,610
Milk Tank Trucks	734	State/County Fair Temporary	1278		
Milk Transportation Companies	143	Special Transitory Food Unit	20		
TOTAL	1545	TOTAL	17,284		

SECTION 2 / New Strategies in 2002

Foodborne Illness Response Strategy

Food & Dairy Division staff helped lead the Foodborne Illness Response Strategy (F.I.R.ST) for Michigan, beginning in 2002. Over 350 persons from 24 local health departments participated in one of the 2-day training sessions held around the state. Jurisdictions participating in the training also received resource manuals that can be used to plan additional in-service training sessions. Additional training sessions are planned for 2003.

Bioterrorism Preparedness

In 2002 the Food & Dairy Division enhanced bioterrorism preparedness by maintaining a state-wide foodborne illness database; working at the national level to develop coordinated preparedness strategies; and by providing extensive training to local health department and Food & Dairy Division staff in foodborne illness investigation techniques. The Division continued a strong food safety surveillance effort; and shared food security information and recommendations with Michigan food industry associations.

Improving Water Safety at Michigan Fairs

For many Michigan citizens, attending one of the State's 89 county fairs is an annual summertime tradition. In recent years, the occurrence of several *E. coli* 0157:H7 outbreaks at fairs across the United States and Canada highlighted potential public health risks associated with these events.

Examples include:

- 1998 Western Washington Fair 3 ill
- 1999 Western Fair, Ontario 7 ill
- 1999 Washington County, NY 134 ill
2 deaths
- 1999 Medina County, OH 34 ill
- 2001 Ozaukee County, WI 25 ill
- 2001 Upper Sandusky, OH 7 ill
- 2002 Lane County Fair, OR 74 ill

MDA launched a pilot initiative in 2001 to assess potential vulnerabilities at Michigan fairs. Six fairs participated the first year, with an additional nine participating in a second round in 2002.

Comprehensive assessments, including the following areas, were conducted:

- water supply and animal wash stations
- abandoned wells water distribution system
- manure management

Other topics include

- Cross-connection control
- Chemical storage/use hand-washing and drinking water
- Sewage collection and treatment

The pilot project confirmed vulnerabilities at Michigan fair grounds in several areas. Vulnerabilities include aging infrastructure (some fairs have been operating on the same location for over 100 years), location of fair facilities and events, inadequate infrastructure which led to creation of potential cross connection hazards during fairs, and animal management practices.

Michigan fair boards are typically committed volunteers seeking to address these challenges with limited technical knowledge regarding water safety, and severely limited budgets. In spite of these obstacles, Michigan's fair industry has been very receptive to the pilot project and has asked that it be continued.



SECTION 3/A Streamlined System

Michigan's food safety program is both unique and comprehensive. All its programs covering farm to table food regulation (animal health, feed, pesticides, food processing, dairy, meat, eggs, retail food and food service) are part of the Michigan Department of Agriculture. This ensures a seamless, streamlined food safety system. Several of the Food & Dairy functions are outlined here.

Food Program

Major objectives of the food inspection program are:

- preventing adulterated, putrid or otherwise unwholesome foods from entering commerce;
- preventing foodborne illness and death;
- preventing food establishments from operating under unsanitary conditions whereby the public health and well being may be endangered;
- preventing fraud and deception with respect to food products;
- assuring that all food products meet Michigan quality and purity standards;
- assuring all food products are properly labeled; and
- providing industry guidance and support with respect to food safety and sanitation.

In 2002, 18,634 food establishments and county and state fair concession stands were inspected. Risk potential and history were used to determine inspection frequency. Program staff investigated foodborne illness complaints and outbreaks as well as monitoring product recalls. They responded to natural and man-made disasters involving food commodities and sampled food commodities for contaminants and toxic substances.

Staff certified the quality and safety of Michigan commodities for export to other states and countries and worked with industry to advise on food product standards and how to address emerging food safety issues; and training staff in new advancements/ techniques that take place in the industry in addition to refresher training.

The Food Section staff work as needed with the Food and Drug Administration, the U.S. Department of Agriculture, and the food industry on food security, food safety and fraud issues. The ability to trace food products to their origin and develop appropriate strategies to prevent potential pathogen contamination, or prevent fraud and deception, are significant to food security as well as food safety and adulteration issues.



*...care and labor
are as much correlated
with human existence
as shadow is to light.*

Harriet Beecher Stowe

Dairy Program

In 2002 the Dairy program

- Implemented the provisions of Michigan's updated Grade A and Manufacturing Milk Laws, which became effective on February 8, 2002.
- Upgraded the Dairy Farm Inspection System and the Dairy Milk Quality System, including the conversion of all data to an Oracle database. This allows inspections and milk quality data to be made available instantaneously to regional supervisors and dairy inspectors from their remote locations. The upgraded system alerts staff via e-mail of any actionable item including illegal sample results and warning notices, eliminating the old system of generating paper notices that were mailed to inspectors. This upgrade also integrates the Drug Residue Program and the Exclusion Review Program into a system which eliminates duplicate data entry.
- Dairy staff took the lead in organizing the "Great Dairy Adventure", part of the Michigan Dairy Expo held at Michigan State University. Over 2,500 preschool and elementary children participated in the one-day event where they had the opportunity to pet calves, see all the breeds of dairy cattle, take a virtual tour of a milking parlor, learn about dairy inspections, taste dairy products and participate in 4-H-related activities. A \$22,000 grant from MDA's Fairs, Exhibitions and Racing Division helped to make this event possible.

Food Service Sanitation Program

In Michigan, almost half of all adults (46%) are restaurant patrons on a typical day. In an average month, 78% of all households use some form of food carryout or delivery service. Some 40% of all adults report that meals prepared at a restaurant are essential to the way they live. One half of Americans are cooking fewer meals at home than they were just two years ago. In short, food service establishments have become an integral part of Michigan's economy, society, and culture.

Food safety and food service go hand-in-hand. The Food & Dairy Division provides training, consultation, and evaluation services to the 45 local health departments who provide direct regulatory service. Forty seven thousand establishments throughout Michigan, including restaurants, temporary food service establishments, mobile food service establishments, and vending machine locations are inspected and licensed by a workforce of over 350 local health department sanitarians.

The section oversees a local public health operations budget of \$8,340,000 allocated to the State to help local health departments implement the food service sanitation program. The section participates in the Michigan Local Public Health Accreditation Program to assure accountability.



Local Health Department Accreditation

In the fall of 1999 three state agencies, in cooperation with 45 local health departments, joined forces to create a state accreditation program. This program evaluates local health departments in eight critical programs areas, covering health, environmental and food safety programs. The State of Michigan contracts with locals to conduct these programs, providing approximately \$41 million in funding per year. The accreditation program coordinates all eight program reviews so that they occur simultaneously once every three years per health department. The first three-year cycle was completed last fall, with the second cycle in its early stages.

Through the accreditation process, each local health department is evaluated on minimum program requirements that have been developed in conjunction with health departments. Corrective plans of action are required when problems are found, with a follow-up evaluation by the section staff. The Michigan Local Public Health Accreditation Commission makes recommendations to MDA relative to the accreditation status for each local health department evaluated.

A local health department may be granted status as "Accredited with Commendation". That means the department meets minimum program requirements plus optional achievements. Departments may also be given the status of "Accredited" or "Provisional Accreditation". The status of "Not Accredited" means that a follow-up evaluation found continued noncompliance with minimum program requirements. Thirty-four local health departments were accredited with commendation; two met provisional status; and nine were non-accredited.

Foodborne Outbreaks

The Food & Dairy Division provides training and consultation to local health departments and industry, investigating foodborne outbreaks to promptly implement control measures and identify steps to prevent similar outbreaks in the future.

Examples from 2002 include:

In June, thirty cases of laboratory-confirmed *Salmonella anatum* infection were identified among patrons or employees of two restaurants in southeastern Michigan. Staff from MDA, MDCH, Wayne County Health Department, Oakland County Health Department, and the City of Detroit Health Department participated in the investigation. The outbreak ceased after measures were taken to improve restaurant sanitation and prevent ill employees from working with food.

During February and March 2002, an outbreak of *Salmonella enteritidis* infections involving 196 reported ill persons occurred in and around Macomb County. Twenty four individuals were hospitalized. The investigation team found that the outbreak was caused by consumption of cannolis and cassata cakes made by a local bakery. Investigators documented that, while these products were held at room temperature in the bakery, they contained a pastry filling that required refrigeration to prevent the rapid growth of disease-causing microorganisms.

Recalls

When a food product fails to meet food safety standards, Division staff work with federal, local and food industry officials to remove it from the market place. Sporadic, low level contamination with bacteria like *E. coli* 0157:H7 and *Listeria monocytogenes* continued to challenge food processors around the country. Two particularly large recalls impacted Michigan during 2002.

- Nearly 19 million pounds of potentially contaminated beef produced between April 12 and July 11, 2002 were recalled to control an *E. coli* 0157:H7 multistate outbreak.
- A multistate *Listeria monocytogenes* outbreak involving at least 46 culture-confirmed cases, seven deaths (one a Michigan resident), and three stillbirths or miscarriages was linked to eating sliceable turkey deli meat. A recall of 27.4 million pounds of turkey and chicken deli meat was initiated in fall of 2002.



Conclusion:

In the wake of September 11, 2001, the Food & Dairy Division continues to ensure a wholesome food supply in Michigan while enhancing its bioterrorism preparedness.



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