



# Michigan Department of Agriculture

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## Food & Dairy Annual Report 2004

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# Introduction

*Since the tragic attack on the Pentagon and the World Trade Center in 2001, Americans have become increasingly more conscious of the possibility of terrorism. In addition, ongoing natural disasters and other kinds of accidents continue to remind us of the ever-present possibilities of incidents that deeply affect our world on a daily basis.*

*In response to the threat of terrorism, disasters and accidents, the leaders from Michigan's food, agriculture, public health, and emergency response communities are coming together on an ongoing basis to work on protecting our food and agricultural infrastructure.*

*The Michigan Department of Agriculture—and its Food and Dairy Division—has made a deep commitment to creating a food and agriculture security strategy that is a part of Food and Dairy's ongoing mission: To protect public health and ensure a wholesome food supply while working to maintain a viable food and dairy industry. In addition, the Food and Dairy Division continues to carry out its day-to-day activities involving the administration of the food, beverage and dairy laws in Michigan.*



# Section 1

## Emergency Preparedness Exercises

In fiscal year 2004--from October 1, 2003--September 30, 2004, the Food and Dairy Division (FDD) was involved in planning and carrying out emergency preparedness exercises known as "tabletop exercises." Tabletop exercises are simulations of scenarios involving a food safety emergency on a variety of levels.

### National Food Safety Emergency Exercise

On **May 12, 2004**, the MDA participated in a national food safety emergency exercise designed to validate the Chemical and Biological Emergency Response Plan of the Food and Drug Administration (FDA). MDA participants included representatives from Food and Dairy, Pesticide and Plant Pest Management, and the Executive Office. Other participants included various FDA centers and staff in Washington, the Denver and Detroit district offices, the Colorado Department of Agriculture and Colorado Department of Public Health and Environment. Although the premise was to test FDA's response to a chemical emergency, the exercise gave MDA the opportunity to test its own emergency response plan, build its relationships and communication lines with the FDA and other states, and gain an understanding of the roles of other response personnel during a food safety emergency.

### Retail Food Tabletop Exercise

On **May 21, 2004**, the MDA sponsored a tabletop exercise in cooperation with the Food and Agriculture Information Sharing and Analysis Center, Food Marketing Institute, Michigan Department of Community Health, Michigan Grocers Association, Michigan State Police, Michigan State University, National Restaurant Association, and United Fresh Fruit and Vegetable Association. The exercise was a component of the Michigan Food and Agricultural Protection Strategy. The exercise scenario simulated challenges that the food industry might face if the food supply was intentionally contaminated. Participants grappled with security issues not only at the retail grocery level, but also at the various stages of the "farm to fork" food supply chain. Over 125 individuals from Michigan, neighboring states, and around the country participated or observed.

### Dairy Tabletop Exercise

On **August 27, 2004**, the MDA, in joint sponsorship with the MDCH and MSU held a tabletop emergency exercise for dairy industry stakeholders. Over 90 people representing industry and government agencies took part in the exercise that simulated the intentional contamination of cattle feed and subsequent contamination of packaged fluid milk. A steering committee with members from Michigan Farm Bureau, MDCH, MSU, and MDA developed the exercise scenario and accompanying questions that were answered during the tabletop by working groups composed of industry and local, state and federal government agencies.

A major goal of the exercise was to evaluate current emergency response practices, identify gaps and begin to develop solutions. The exercise was the first of its kind for MDA and Michigan in several respects. Participants have expressed interest in using the exercise in other areas of the state.

*The knowledge and expertise learned from these exercises will be shared with industry, other states, and local jurisdictions across the nation by way of training modules to heighten awareness of food security issues.*

## Section 2

### Inspecting, Enforcing & Supporting

To enforce food, beverage and dairy laws in Michigan, FDD conducts regular inspections of food and dairy products and facilities. A well-trained staff visits and examines restaurants, farms, grocery stores and other food manufacturing and sales establishments. FDD keeps consumers and stakeholders informed of recalls, illness outbreaks and other food and dairy-related issues.

- The FDD conducted 27,734 inspections at food and dairy facilities; licensed 28,300 food service establishments and 17,854 retail food establishments; and conducted over 1,000 enforcement actions ranging from warning letters to prosecution.
- The FDD also investigated 192 reported foodborne illness outbreaks involving 1,470 persons and 90 Class I food recalls. Over 1,300 enforcement actions were taken by local health departments to achieve compliance with food safety standards and applicable state laws.
- For the third year, FDD staff used the highly sophisticated eInspector system, a web-based inspection system, enabling inspectors to schedule inspections using a risk-based formula to maximize effectiveness.
- FDD provided four Foodborne Illness Response Strategy (F.I.R.ST.) training sessions for local and state regulators who investigate foodborne illness outbreaks. Improved coordination during outbreak responses helps to identify outbreaks early, to implement control measures promptly, and to prevent human illness. FDD also added training on detecting intentional food contamination.



- Along with Fairs, Exhibitions and Racing Division staff, FDD staff visited five fairs to identify and reduce public health and environmental risks associated with potable water provided by fairgrounds.
- FDD continued to enforce statutes prohibiting the production and sale of raw milk and continued to educate consumers and producers about the dangers of raw milk.
- FDD staff investigated over 1,100 consumer complaints regarding food products in retail stores.

*MDA Milk Sanitation Rating Officer, Patrick Heslip, was the recipient of the 2004 Michigan Dairy Industry Service Award. Each year the Conference honors someone for his or her dedication and service to Michigan's dairy industry. Pat grew up on his family's farm in Northville, Michigan, received his degree in Dairy Science from Michigan State University, and has worked over the years for several of the state's milk processors. Pat began his service with MDA in April 1994.*



## Section 3

### Spearheading New Initiatives

The Food and Dairy Division has spearheaded several new initiatives including the following:

- In 2004, Governor Jennifer Granholm's Risk Factor Reduction initiative was launched with a goal of reducing the risk factors in food service and retail grocery establishments by 25 percent by the end of 2010. MDA started the planning process that will result in a baseline, mid-course, and final survey of full service food restaurants and of delis in retail grocery operations to determine prevalence of the risk factors.
- MDA partnered with the MDCH, the National Food Safety and Toxicology Center at MSU and food and agricultural industry stakeholders to address food safety in terrorism and emergency situations. Over 100 participants experienced simulated challenges faced by the food industry when responding to incidents of intentional contamination of the food supply.
- FDD partnered with the University of Michigan School of Public Health to conduct a survey of environmental health professionals, who serve as regulators for the food service industry and investigators during suspected foodborne illness outbreaks.
- FDD developed and pilot tested two training programs where industry managers and regulators learned side-by-side.
- The division developed the *Emergency and Food Security Management for the Foodservice Industry* program in partnership with the Michigan Restaurant Association and the National Restaurant Association Educational Foundation.
- A foodborne illness outbreak tabletop exercise was developed and piloted in four local health agency jurisdictions. This tabletop exercise, recently published on the MDCH's MI-TRAIN, allowed public health officials to practice their response to an outbreak situation.
- FDD created and distributed materials to producers and consumers including updated regulations. Staff created educational materials for food safety campaigns including a public information campaign, "Food Safety is Everyone's Bag", piloted in the Detroit area. The purpose of the campaign was to encourage consumer use of the 1-800-292-3939 hotline to report food safety violations they spot in grocery and convenience stores. This campaign resulted in distribution of 4,000 magnets, mostly in the Detroit area, to seniors and families. As a result, consumer calls to the hotline number increased.
- The *Crisis Management and Food Security Training for Small Volume Meat and Poultry Processors* was developed in partnership with MSU Extension, the American Association of Meat Processors, and the Michigan Meat Association. Both training programs are available for stakeholders upon request.



### Outcome

MDA staff investigated 192 foodborne illness complaints, which often result from improper heating or cooling of food.



# Section 4

## Food Program

MDA's food safety program spans the full realm of the food chain--from farm to fork. FDD's Food Program is responsible for regulating the food supply at the food processing level, as well as at retail grocery stores, convenience stores, distribution points, markets and even concessions at fairs. Goals of the Food Program are to:

- Prevent adulterated, putrid or otherwise unwholesome food from entering commerce;
- Prevent foodborne illness and death;
- Prevent food establishments from operating under unsanitary conditions which could endanger public health and well being;
- Prevent fraud and deception in terms of food products;
- Assure that food products meet Michigan quality and purity standards;
- Assure food products are labeled properly; and
- Guide and support industry concerning food safety and sanitation.

### Risk-Based System

The Food Program accomplishes its goals primarily through a risk-based inspection system. All retail food establishments are assigned a risk level based upon U.S. FDA standards. For example, an establishment that cooks and sells chicken is handling raw chicken--a high-risk food due to the potential for cross-contamination. Therefore, such an establishment would pose a higher food safety risk than one that sells only pre-packed food. The FDD risk-based inspection system, known as eInspector, ensures that inspectors will be in the higher risk establishments on a more frequent basis than lower-risk establishments. The system also allows staff to take history and compliance issues into consideration, thus ensuring that we will make the most effective use of inspection time and focus resources on the areas of highest risk. In 2004, over 23,000 routine and follow-up inspections helped to ensure that Michigan consumers were protected.

### Facilitating Exports

FDD also assists the food industry in shipping its products throughout America and the world. Over 1,300 food shipments were sent overseas after FDD certified them as meeting state and federal standards for food safety and quality. As exports continue to grow, this function will be increasingly important to Michigan's food industry.

### Food Illness Outbreaks

MDA continues to strengthen partnerships with local, state and federal agencies, academia and industry to ensure consistent investigation, notification and follow-up of identified foodborne illness outbreaks and food emergencies. Program staff also investigated foodborne illness complaints and outbreaks, working in close coordination with state and local health departments. This close working relationship allowed a timely response to problems and a quick removal of contaminated products from store shelves and restaurants. In spite of improved collaboration, foodborne illnesses continue to be a significant cause of human illness in Michigan. Fiscal year 2004 included:

- **192** reported foodborne illness outbreaks involving **1,470** persons,
- **90** Class I food recalls; and
- Over **1,300** enforcement actions taken to achieve compliance with food safety standards and applicable state laws.

During 2004, *Norovirus* was the leading reported cause of laboratory confirmed foodborne illness outbreaks. Of 18 laboratory confirmed outbreaks, 12 were due to *Norovirus*. Many of these outbreaks were large. *Norovirus* outbreaks are typically transmitted via food after an infected food worker handles food in an unsanitary manner. Such was the case when an ill employee inadvertently contaminated food served at catered luncheons at three different local clinics in February, causing approximately 55 illnesses. Investigators made several recommendations to the restaurant management, highlighting the importance of exclusion/restriction of ill food service workers.

Food protection efforts have traditionally focused on preventing unintentional contamination to food and agriculture. Recent events highlight the need for increased focus on preventing deliberate contamination of the food supply. MDA is collaborating closely with federal, state and local agencies, and with academia and industry, to strengthen the security of Michigan food and agriculture.

The causative agent of a majority of the foodborne illness outbreaks reported during this time period was not identified – a finding consistent with national data published by the Centers for Disease Control and Prevention (CDC). This indicates the importance of active investigations that include laboratory analysis of clinical, environmental, and food specimens to identify how foodborne illness outbreaks can be prevented.

## Recalls

When a food product fails to meet food safety standards, FDD staff works with federal, local and food industry officials to remove the product from the marketplace. In 2004, information on 90 recalls and recall expansions affecting Michigan was shared with food inspectors, local health officials and the general public. Inspectors also follow up on recalls during routine inspections.

In June 2004, an outbreak due to *Salmonella enteritidis*, involving 29 laboratory confirmed cases spread over 12 states and parts of Canada, was identified. Staff from the FDD, public health agencies and the FDA conducted a joint investigation that identified raw almonds originally processed in California as the source. FDD staff audited 106 Michigan food establishments that received the almonds to verify that recalls were effectively removing contaminated product from commerce.

*One recent outbreak of foodborne illness in Michigan affected many people. Some 26 victims reported nausea, vomiting, abdominal cramps and diarrhea. Many of those affected went unrecorded. The illness resulted from just one food service employee—suffering from diarrhea caused by the highly infectious Norovirus—who failed to wash his hands adequately while at work. He used the employee and customer bathroom at least 12 times during the two days he worked while ill. The employee failed to report to his employer that he was ill. By ignoring these rules, he contaminated multiple food items he was preparing for restaurant meals and catered luncheons.*

# Food Program Statistics

## FREQUENCY OF ROUTINE FOOD INSPECTION ACTIVITIES

Inspections	20,319
Complaint Investigations	1,146
Illness-related:	60
Non-illness related:	1,086
Product Samples	843

## NUMBER OF LICENSES (Manufacturing Plants, Retail, Warehouses)

Retail Food Establishment	13,298
Extended Retail Food Establishment	881
Wholesale Food Processor	524
Limited Wholesale Food Processor	768
Food Warehouse	1,042
Mobile Food Establishment	62
Mobile Food Establishment Commissary	47
State/County Fair Temporary	1,197
Special Transitory Food	35

## FOOD ENFORCEMENT ACTIVITY

Enforcement Letters	369
Compliance Reviews	60 = \$1,100 in total fines
Administrative Fines	97 = \$25,850 in total fines
Consent Agreements	8 = \$2,800 in total fines
Prosecution	7 = \$2,350 in total fines
Seizures (In pounds)	748,635 = \$2,116,974 value

## NUMBER OF LICENSES/Food Service Establishments

Food Service Establishment	28,300
Mobile Food Service Establishment	391
Mobile Food Establishment Commissary	27
Temporary Food Service Establishment	12,000
Special Transitory Food Unit	546
Food Service Vending	3,917

## MISCELLANEOUS

Certificates of free sale	1,347
Freedom of Information Act Requests	139

## **Food Service Sanitation Program**

Food safety in Michigan's restaurants is a partnership among MDA and Michigan's 45 independent local health departments. MDA provides statewide program policy and direction as well as consultation and training services to local health department sanitarians. Local health department performance is evaluated every three years in conjunction with the Michigan Local Public Health Accreditation Program. The Public Health Accreditation Program helps to assure accountability for the nearly \$8.25 million allocated by the state to local health departments to conduct the food service sanitation program.

## **New Directions**

The Food Service Sanitation Section developed and implemented new programs and initiatives that resulted in the following:

### **Risk Factor Reduction Initiative**

MDA and Governor Granholm have set a goal to reduce by 25 percent the occurrence of the five behaviors and practices identified by CDC as being the most prevalent contributing factors of foodborne illness, by the year 2011. The project involves baseline, midcourse, and final surveys; training; and industry support components.

### **Standard Operating Procedures (SOPs) for New Food Service Establishment**

License applicants are now required to submit SOPs to the local health department prior to opening a new food service establishment. SOPs detail the specific activities management will take to protect food and to assure procedures are in place to maintain equipment. At a minimum, SOPs must address the five CDC identified risk factors.

### **Food Safety Training Database**

This Web accessible database was created and funded by the Industry Food Safety Education Fund to assist the food industry and regulators in obtaining food safety training. The training database can be searched by location, specific language, course type, target audience, and by the instructor's name.

### **Uniform Temporary Food Service Establishment Licensing**

A uniform license application, license, and inspection report form was developed for statewide use. The improvements help operators be better prepared to construct and maintain a safe operation.

## **Training**

In 2004, the Food Service Sanitation Section presented six courses at 13 locations across the state. A total of 290 local health department sanitarians spent over 2,270 combined classroom hours learning about Michigan's Food Law, Temporary Food Establishments / Special Transitory Food Units, Plan Review, Plumbing / Cross-Connections, and Accreditation Self-Assessment. Certificates were issued to 19 local health department standardized trainers. A certificate expires after three years. Section staff, standardized by FDA, used procedures developed by FDA for the exercise. There are currently 62 standardized local health department trainers in Michigan.

## **Accreditation**

Twenty-one local health departments were evaluated in 2004. The week-long activity included both office and field components. There are 21 specific program indicators that are used to judge if a local health department's food service sanitation program meets minimum program requirements. Local health departments prepare corrective plans of action for indicators that do not meet the standards. The section conducts follow-up evaluations to make certain corrective plans of action are completed successfully. Changes in the accreditation process resulted in the Food Safety Training Database, which assists the food industry and regulators in obtaining food safety training.

# Dairy Program

The dairy inspectors in the FDD carry out a clear mission: ensure safe, wholesome dairy products for consumers. Michigan boasts 2,661 dairy farms—2,381 Grade A farms and 280 manufacturing farms. In fiscal year 2004, dairy inspectors made 7,415 farm inspections. Enforcement is a strong component of the work of the dairy inspectors. Law violations resulted in the exclusion of 146 Grade A farms and 39 manufacturing farms from the markets, resulting in a loss of \$445,952 and 2,787,175 pounds of milk.

This fiscal year, two outbreaks were attributed to the consumption of unpasteurized (or raw) milk. In both cases, investigators provided education to those responsible about the hazards of consuming unpasteurized milk, and encouraged them to serve only pasteurized milk:

- In October 2003, six members of a church youth group became ill after consuming raw milk contaminated with *Campylobacter jejuni*. The raw milk was provided to the children by a parent as part of a snack.
- In March 2004, six individuals residing or working at a dairy farm became ill after consuming raw milk contaminated with multi-drug resistant *Salmonella newport*. This particular strain of *S. newport* matched strains in three 2001 outbreaks associated with raw milk consumption from, and/or working at, dairy farms.

*Michigan ranks 8<sup>th</sup> in the U.S. for milk production and 5<sup>th</sup> in milk production per cow. Dairy continues to be the top-ranking single commodity of Michigan's agricultural industry.*

In another episode related to raw milk, Dairy Section staff in November of 2003 completed the prosecution of an Ottawa County couple who were manufacturing raw milk goat cheese in a facility unlicensed by MDA and selling it at a farmer's market. The couple had previously been warned by FDD that their cheese manufacturing plant needed to be licensed and inspected by MDA.

## Outcome

During 7,415 farm inspections, MDA inspectors reviewed proper labeling and inspected drugs given to farm animals.



# FY 2004 Dairy Statistics

<b>Total number of dairy farms in state as of 10/1</b>	<b>2,661</b>
No. of Grade A farms in state	2,381
No. of Manufacturing farms in state	280

## Farm Inspections

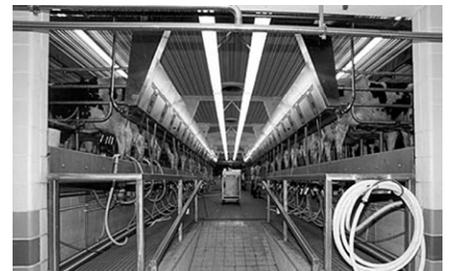
Total number of farm inspections	7,415
Grade A farm inspections	6,749
Manufacturing farm inspections	666

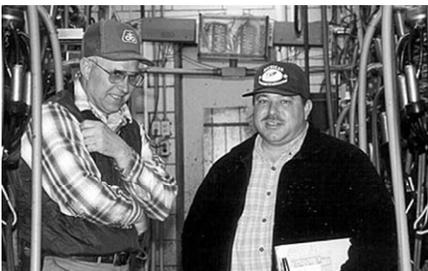
## Other Inspections

Bulk Hauler Sampler Inspections	425
Tanker Inspections	466
Receiver Sampler Inspections	77
Grade A Plant Inspections	133
Manufacturing Plant Inspections	97
Transfer Station Inspections	9
Single Service Plant Inspections	26
Grade A Surveys Performed	69
USDA Surveys Performed	23
USDA Butter Grading certificates issued	336
Right to Farm investigations	37
Pasteurization evaluations	379

## Enforcement Actions

Total No. of Grade A farm permit suspensions	146
Total No. of Manufacturing farm permit suspensions	39
No. of drug residue violations resulting in permit suspension	65
Pounds of Drug Residue contaminated milk disposed	2,615,885
Permit Suspensions due to Failure to Comply and Health Hazard	16
Pounds of contaminated milk disposed	20,413
Permit Suspensions due to Bacteria count and Cooling Temp	20
Pounds of contaminated milk disposed	5,601
Suspensions due to Somatic Cell count	84
Pounds of contaminated milk disposed	145,276
Warning Notices issued (for violative milk test results-Grade A)	278
Warning Notices issued (for violative milk test results-Manufacturing)	145
Total farm milk test results entered	31,702
Recalls	3
Seizures	1
Compliance Meetings	33
Informal Hearings	3
Formal Hearings	0
Prosecutions	1





### **Drug Residue**

Drug Residue Education Programs	101
No. of drug residue violations resulting in Permit Suspension	65
No. of fines collected	53
Dollar amount of fines collected	291,907
(includes cooperative fine collections)	
Number of loads sampled for Drug Residue	90,423
Number of loads contaminated with Drug Residue	45
Pounds of Drug Residue contaminated milk disposed	2,615,885

### **Dairy Processing Plant Samples**

Shelf Life samples	123
Total milk & milk product samples taken	3,436
Total milk & milk product test determinations	13,631

### **Licenses Issued**

Grade A Plants	28
Manufacturing Plants (includes cheese and ice cream)	42
Grade A Milk Distributors	13
Grade A Transfer Stations/Receiving Stations/Tank Truck Cleaning	11
Grade A Single Service	5
Milk Tank Trucks and Can Milk Trucks	580
Milk Transportation Companies	126
Milk Hauler/Samplers	588

### **Current Licensees**

Certified Fieldpersons	28
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### **Laboratory Evaluation**

Certified Industry Laboratories	11
Approved Drug Residue Screening sites	33
Approved /Certified Industry Analysts	225

## **Outcome**

In order to insure that every child (and adult) receives wholesome milk, dairy inspectors rigorously inspected the state's 2,661 dairy farms in 2004.



## **MDA Consumer Food Safety Education Fund**

Every time a food license is sold in Michigan, \$3 is placed in the Michigan Consumer Food Safety Education Fund in accordance with the Michigan Food Law of 2000. Part of this fund goes to a Mini Grant Program encouraging food safety as consumers are handling, preparing and cooking food. MDA, the MSU Department of Food Science and Human Nutrition, MSU Extension, and the MSU National Food Safety and Toxicology Center administer this fund and awarded the following grants for 2004:

### **Central Michigan District Health Department – Mt. Pleasant**

The health and safety of pregnant women and infants are crucial. Recognizing these critical populations, the Central Michigan District Health Department focused on proper food safety practices in presenting information at a Baby Shower event. Follow-up home visits and a media campaign accompanied the event.

### **Fair Information Services – Detroit**

Fair Information Services provided health and wellness education to United Auto Workers employees at Visteon and Ford Motor Company plants in the Detroit area and developed a Web site featuring materials for safer living.

### **Human Development Commission – Caro**

The Human Development Commission provided monthly luncheons for seniors at 19 congregate dining sites and presented programs based on the FDA's "Food Safety for Seniors" curriculum.

### **Mecosta-Osceola ISD – Early Success Program – Big Rapids**

Building upon its success in sharing food safety messages at Family Fun Nights in 2003, the Early Success Program in 2004 offered education at kindergarten classrooms, playgroups, and through a media and awareness campaign for the entire community.

### **Michigan Beef Industry Commission – Okemos**

Forming the Michigan Food Irradiation Task Force, the MIBC will place science-based and fact-based information in the hands of schools to aid in their decision-making concerning irradiated beef.

### **Mid-Michigan Child Care Centers, Inc. – Freeland**

The MMCCC published a food safety booklet for preschool educators that addresses proper storage techniques, proper cooking temperatures, and includes food safety tools.

### **Michigan State University Extension – Oakland County**

Recognizing the need for education on the basics of food safety, a team of MSU Extension educators from Oakland County covered the "cook, clean, chill and separate" details during one-on-one home visits for more than 500 low-income mothers.

### **Michigan State University Extension – Wayne County**

Through partnership with the Wayne County Health Department and the Wayne County Public Schools, the "Clean Hands-Be Well" campaign provided more than 60,000 children and their families with in-school and take-home information to get people washing.



## Safe Tables Our Priority (S.T.O.P.) & RUSick2 – MSU

Safe Tables Our Priority (S.T.O.P.) has become one of the best-known food safety advocacy groups in the U.S. MSU's **RUSick2 program** partnered with S.T.O.P. to promote **RUSick2** and food safety information on a national scale.

## Taylor School District – Truman High School, Taylor

Truman High School developed a three-day food safety education curriculum for 9th–12th grade students. Activities included classroom instruction, mini-lab demonstrations by students for their peers and elementary schools, family food safety exercises, and poster and video projects for use within the school.

## State Fair Market

Visitors by the hundreds to the Michigan State Fair picked up a clipboard and played the role of food inspector at a new fair exhibit presented by MDA and the Associated Food Dealers of Michigan in August 2004.

The “State Fair Market” in the Agriculture Building at the Michigan State Fair was stocked with items like a small convenience food market, and included a deli area with seating, retail food shelves, and meat and dairy coolers. Visitors picked up an inspection sheet and clipboard as they entered the “store” and roamed the aisles looking for violations of state food safety laws. Food safety messages were scattered throughout the interactive exhibit including ways to be a smarter (and safer) shopper.

Signs and handouts helped visitors spot such problem items as:

- Lack of handwashing;
- Food not being kept at the proper temperatures and refrigeration;
- Cross-contamination between raw and ready-to-eat foods;
- Vermin infestation;
- Selling outdated infant formula, and other food unfit for sale.

The educational outreach provided by this interactive training booth communicated sound public health information and captured the interest of consumers young and old.





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