



The Integrated Model

to support standards development/adoption and promote consistent implementation of primary production and processing standards.



Developed by the Food Regulation Implementation Sub-Committee (ISC)

Introduction

The Integrated Model to support Standards Development/Adoption and promote Consistent Implementation ('the Integrated Model') has been developed by the Food Regulation Implementation Sub-Committee (ISC) to:

- assist in facilitating a nationally consistent approach to the implementation and enforcement of Primary Production and Processing (PPP) Standards
- provide the tools to assist businesses to achieve compliance with the PPP Standard, and
- provide constructive implementation and enforcement advice to FSANZ during the FSANZ Standard development process.

The Integrated Model ensures that when the Australia New Zealand Food Regulation Ministerial Council (ANZFRMC) give consideration to the approval of a PPP Standards Ministers can be assured that the Standard can be consistently implemented in all jurisdictions and that guidance is available to industry to assist in achieving compliance with the Standard.



Why the need for an Integrated Model?

With the trend towards less prescriptive, more ‘outcomes focused’ PPP Standards the Integrated Model was developed by ISC to inject greater confidence in the Standard development and adoption process by providing clarification to industry and government about the standards development and implementation process and the assistance that is available to all in the adoption of Standards.

The Integrated Model promotes greater collaboration between Food Standards Australia New Zealand (FSANZ) and ISC during Standards development, particularly in regard to implementation matters. Jurisdictions and industry are also engaged earlier in the Standards development process, helping regulators to understand the implications of introducing a Standard and promoting better adoption and compliance in the longer term.

The Integrated Model also ensures that consideration is given to the implementation of proposed PPP Standards prior to ANZFRMC approval, thereby reducing delays in the adoption of a PPP Standards by industry sectors and individual businesses.

The Integrated Model

The Functional Map for the Integrated Model (see next page) outlines the responsibilities, considerations and principles relating to each aspect of Standards development and implementation – from the development of a national uniform Standard by FSANZ to the implementation of a Standard by each State and Territory. ISC’s role is to link these two aspects together by considering how government and businesses can comply with the Standard.

It is important to note that the Integrated Model cannot address administrative matters employed by jurisdictions at a local level to address cost impact issues associated with the implementation of PPP Standards, e.g. the imposition of fees or charges on regulated businesses. These matters may only be addressed at a local level as they are influenced by regional, economic and political considerations, and are beyond the scope of matters that may be addressed through the Integrated Model.



Functional map for the Integrated Model

Standard (FSANZ)

The standard is the translation of the risk based science into the minimum legal framework

- “What” is required based on the science
- Mandatory
- Public health and safety
- The “what” is uniform
- Interpretation (what does the Standard mean? - Explanatory memo)
- Public benefit test

Science

No variation between jurisdictions. Nationally uniform.

Implementation matters (ISC)

“How” government and businesses can comply with the Standards

- Consistently applied
- ‘How’ is compliance determined?
- Tool box of compliance measures
 - Templates
 - Guidelines
 - Policies on enforcement and incident response
 - Choice based on scale and activity level
 - Equivalence test

Economics

Can vary between jurisdictions provided outcomes are nationally consistent.

Administration (Jurisdictions)

Jurisdiction Risk Management assessment required to determine the cost of regulatory arrangements for the mandatory adoption of Standard.

Matters for consideration

- Fees
 - Thresholds to costs
 - Who can perform monitoring
 - Charging regimes
 - Testing requirements
 - Enforcement mechanisms
- Determined on a jurisdictional basis as it is dependent on:
- Economic;
 - Social; and
 - Political factors.

Governance

Jurisdictionally dependent.

Integrated Model Package

The Integrated Model delivers a 'package' to ANZFRMC for consideration which contains the following components:

- the National PPP Standard as developed by FSANZ
- an Explanatory Memorandum for the National PPP Standard developed by FSANZ to provide advice concerning the meaning and intent of each clause of the Standard
- a Comprehensive Regulatory Impact Statement (RIS), prepared by FSANZ, which details the costs and benefits of introducing the Standard with input on implementation costs from the Implementation Working Group and jurisdictions
- an Implementation Package, developed by ISC, which consists of the following:
 - a) Compliance Plan, developed by food safety regulators to promote consistent implementation across all jurisdictions by describing key issues of compliance, defining minimum requirements for compliance with the Standard, and outlining each jurisdiction's intent to implement monitoring procedures to determine industry compliance with the Standard;
 - b) examples of Food Safety Management Statements and Programs that translate the Compliance Plan and Standard into a practical format for small business to complete; and
 - c) Response Material which identifies enforcement options and strategies and consists of the National Food Incident Response Protocol and the Australia New Zealand Enforcement Guideline.

It is important to note that:

- Unlike the Standard, the documents in the Implementation Package are not legal documents in their own right; and
- The Integrated Model is a process and is not intended to be used to justify policy decisions. This is a separate process managed by FSANZ.



Approach of the Integrated Model

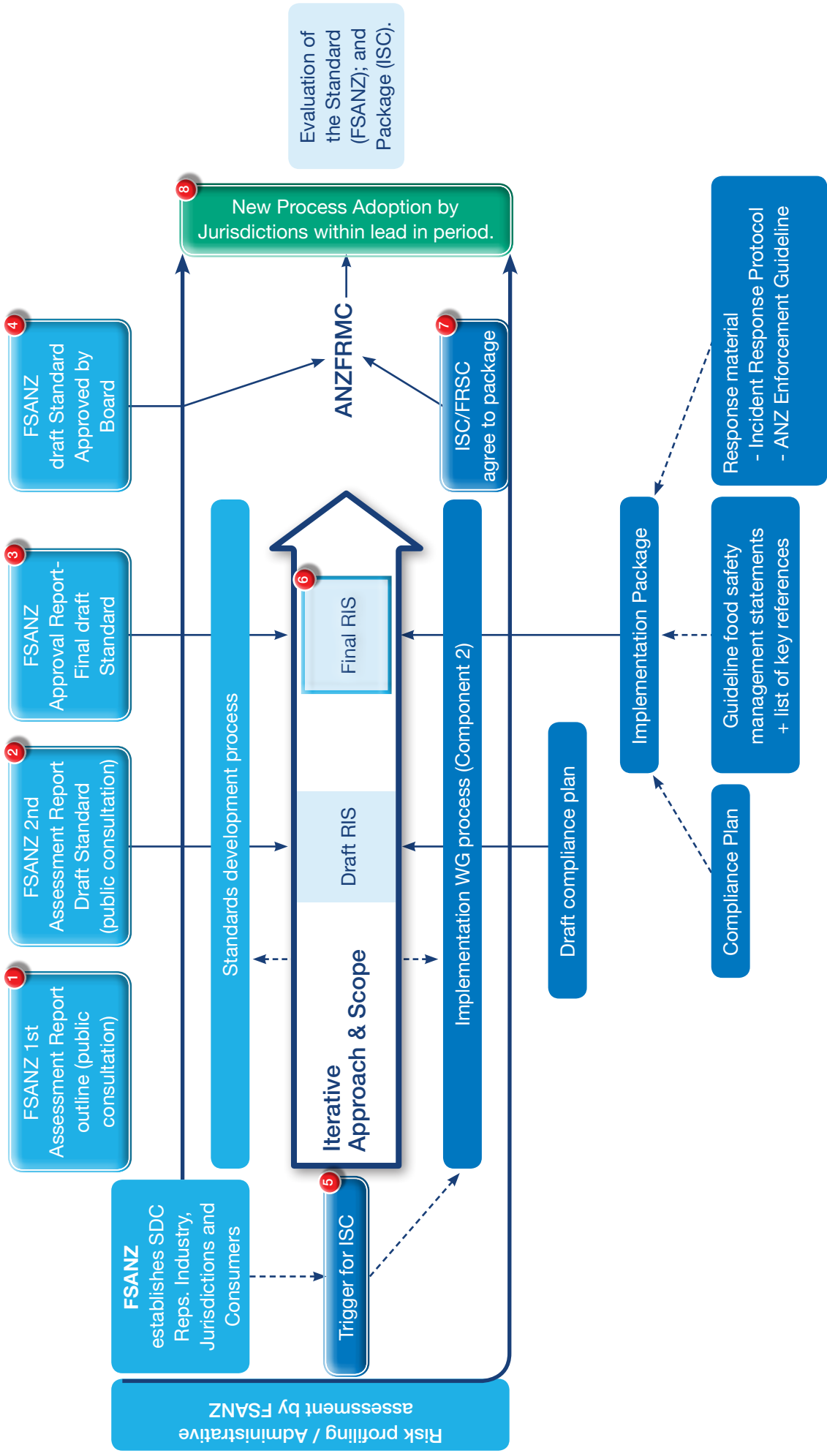
The steps in the Implementation Package using the Model are outlined in the Workflow diagram (see below):

1. FSANZ identifies the need for a Standard, establishes a Standards Development Committee (SDC) and advises ISC
2. ISC forms an Implementation Working Group to develop an Implementation Package for the Standard
3. ANZFRMC receives the approved Standard, the explanatory memorandum, RIS and the Implementation Package
4. The Standard and Implementation Package is adopted and implemented into each jurisdiction
5. Performance of the Standard is evaluated by FSANZ and the Implementation package is reviewed by ISC
6. Results of the evaluation are used to help improve the consistency of methodologies employed by jurisdictions and determine the efficacy of the Standard in meeting the identified market failure that it was intended to address.



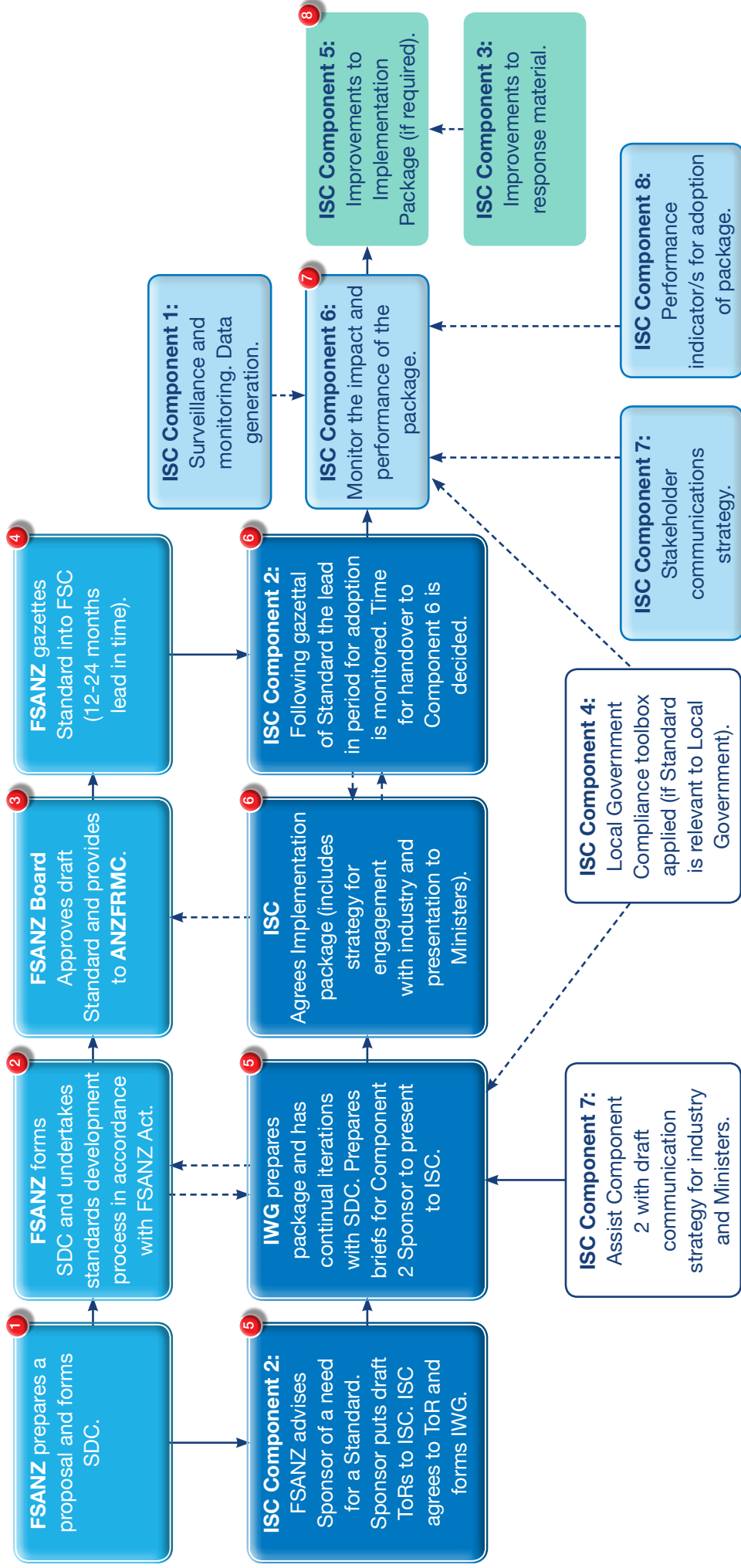
Workflow for an integrated approach

Drafting instructions for Standard



The ISC Component Map (see below) outlines the role of each ISC Component in administering the Integrated Model and the relationship with the FSANZ Standard development process.

ISC Component Map



Integrated Model provides transparency

A tool for achieving national consistency

The Integrated Model is a mechanism for achieving national consistency and being clear about the implementation of PPP standards.

The Integrated Model, through consideration of implementation issues during national standards development processes, allows the question of how jurisdictions can implement a national PPP Standard to be addressed before a draft PPP Standard is finalised. ISC is required to endorse implementation materials prepared for PPP Standards before they are provided to the FSANZ Board and ANZFRMC for consideration. All Australian food regulators are represented on ISC, therefore all jurisdictions by endorsing the implementation materials prepared for a PPP Standard, agree on how the PPP Standard will be implemented consistently. This approach allows forward planning by jurisdictions and businesses that are required to adopt the Standard.

By addressing the question of how a PPP Standard will be implemented early in the standards development process there is more opportunity for stakeholders to make input into implementation issues. The FSANZ Board and ANZFRMC will receive a package consisting of a PPP Standard and the related guidance to ensure consistent implementation.

ANZFRMC may then make decisions on PPP Standards, with reference to the Integrated Model Package, confident that they can be implemented in all jurisdictions.



Benefits to stakeholders from the Integrated Model

Greater confidence and certainty is provided into the national PPP Standards development process as only PPP Standards that can be consistently implemented in all jurisdictions progress to finalisation.

Stakeholders are provided with the opportunity to input into the standards development process by:

- participating through membership on the FSANZ Standards Development Committee, and
- making submissions to FSANZ as part of the public consultation rounds for each standard.

Stakeholders are also provided with the opportunity to input into the development of the implementation materials through discussions and consultation with the Implementation Working Group that will prepare guidance material for each standard. This consultation will involve industry members and industry peak bodies and encourages stakeholders to come forward with existing material that will assist with the implementation process.

Stakeholders therefore have a clearer picture of how the PPP Standard will be implemented and certainty across jurisdictions about the management of implementation issues.

The Integrated Model also provides certainty to businesses seeking a consistent impact of regulation on their activities across jurisdictions.

Reviewing effectiveness of implementation

After the PPP Standard is implemented using the implementation guidance material a review will be conducted by ISC.

A review of the package (including the PPP Standard and the implementation materials) is undertaken as part of the workflow for the Integrated Model. This allows the effectiveness of the implementation package to be evaluated. Each jurisdiction's implementation approach can be considered as well as their suggestions for improvement to the materials developed by ISC.



Acknowledgments

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