



MULTI-ANNUAL NATIONAL CONTROL PLAN (MANCP) 2016-2020

CONTROLS ON THE FOOD CHAIN IN FRANCE



NATIONAL CONTACT POINT

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French Multi-annual national control plan (MANCP)
Plan national de contrôles officiels pluriannuel (PNCOPA)
2016-2020

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INTRODUCTION

European legislation (Regulation (EC) No. 882/2004) stipulates that each Member State must create a multi-annual national control plan (MANCP, known as PNCOPA in France) outlining controls for compliance with feed and food law, animal health and welfare rules and plant health requirements.

This is the aim of this document, which describes how the French control system is organized and operates, plan adaptations according to a continuous improvement process and strategic priorities for the 2016–2020 period.

The French MANCP is available to the public and aimed at citizens and food chain professionals. It is also shared with inspection services and the European Commission.

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As of 1 January 2016, France accounted for 18% of the European Union's agricultural production (by value) and 13% of the EU population. With 500,000 farms, the country is the leading European producer of cereals and poultry and is a major producer of fodder, fruits and vegetables. Agri-food industries are the top French industrial sector and process 70% of the national agricultural production. The distribution and restaurant sectors include more than 230,000 retail outlets, nearly 220,000 commercial restaurants and almost 110,000 catering establishments, namely in schools. Exports of agricultural, livestock and agri-food products (excluding beverages) total more than 45 billion euros.

A majority of feed and food law, animal health and welfare rules and plant health requirements are standardized at the European level. These regulations and the resulting European texts, which are sometimes completed by national measures, must be applied according to the same conditions across the EU. The aim is to protect public health (especially for consumers), the environment, animal health and welfare, and plant health and ensure fair trading.

Each EU country is responsible for organizing controls of the rules across the entire feed and food production chain and farm-to-fork distribution. This includes food for human consumption and animal feed as well as livestock and plants at the primary production stage.

Controls are implemented to ensure:

- The health safety of food, plants and animals
- Product quality and fair trading

In France, several authorities are responsible for organizing and carrying out these controls at the central government level (Ministry of Agriculture, Ministry of Consumer Affairs, Ministry of Defence, Ministry of Health and the National Institute of Origin and Quality [INAO]) and at the local level. The division of these missions between authorities depends on the authorizations of their officers and specific aspects of the rules to control. Finally, cooperation between authorities is ensured to promote the overall efficiency of the control system.

In all, more than 5,400 full-time equivalent (FTE) officers were directly involved in 2016 in the organization and carrying out of these controls.

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A glossary of terms is available in Appendix 6.

I – NATIONAL STRATEGY

I.1 – Objectives

The French Multi-Annual National Control Plan (*Plan national de contrôles officiels pluriannuel*, PNCOPA) covers two major priorities: food, animal and plant safety, and product quality and fair trading. The scope of the controls is outlined in Appendix 1.

I.1.1 – Food chain health and safety

Each year, more than 150,000 controls are carried out with a view to ensuring the health and safety of the food chain, with the aim of:

- Preventing food-related risks to people: microbiological, chemical and physical hazards
- Preventing animal-related risks to people (e.g., *Salmonella* and other food-borne diseases) and farming practices (e.g., the use of antibiotics and pesticides)
- Preventing the introduction into France of animal diseases and organisms that may be harmful to plant health and animal health and welfare
- Guaranteeing the safety of French products with regard to the countries to which France exports

Controls are carried out locally by more than 5,000 FTE officers:

- At the French administrative department level: By Departmental Directorates for the Protection of the Population (DDPP and DDCSPP)
- At the regional level: By Regional Directorates for Food, Agriculture and Forestry (DRAAF); Regional Directorates for Enterprises, Competition Policy, Consumer Affairs, Labour and Employment (DIRECCTE); Regional Health Agencies (ARS); and Regional Directorates of the Health Service of the Armed Forces (DRSSA).

Additionally, officers from the National Veterinary and Phytosanitary Investigation Unit (BNEVP) and the National Investigation Service (SNE) with a national scope of intervention handle health and safety-related organized crime. Numerous investigations leading to legal proceedings are carried out annually (67 investigations in 2015).

On the whole, food safety is well controlled in France and Europe today. However, constant vigilance is necessary with regard to microbial, pest and viral risks as well as chemical hazards which are now better understood.

The overall situation has evolved over the years:

- Opening of markets and rising trade flows have made market oversight more complex.
- State agencies and organizations responsible for food safety in France have undergone considerable structural changes since 2008.
- Authorities face new risks for which all potential consequences are sometimes difficult to predict. These new and emerging risks may be due to a recently identified hazard or the re-evaluation of a longstanding hazard presenting a safety risk (reassessed toxicity, change in consumer exposure, etc.). Such risks may result from changes in operator practices or consumer behaviours. For example, they may correspond to microbial diseases for which the effects are underestimated or the characterization of new chemical contaminants.
- Multiple risk factors and uncertainty about the reality and ranking of hazards increase worry among consumers, who show distrust of public authorities.

Given the current context, a joint action plan was drawn up and approved following the presentation of the food safety policy report conclusions by the Inter-ministerial Committee on the Modernization of Public Action (CIMAP) on 8 December 2014 to the Ministries for Agriculture, Economy and Health.

This action plan is structured around three priorities:

1. Reinforce and structure health and safety monitoring and oversight in France
2. Promote an integrated food safety system at both the European and national levels
3. Secure and optimize collaborative operations with regard to food safety risk management

The aim is to create a comprehensive food safety policy based on an overall risk assessment that includes all hazards (physical, microbiological and chemical) and all stages of the food chain from farm to fork to be able to allocate the necessary human and financial resources proportionally to the risks and build citizens' trust through more comprehensible and effective communication.

1.1.2 – Product quality and fair trading

Each year, more than 130,000 quality and fair trading controls are carried out across the entire food chain, including on imports and exports. These controls aim to ensure compliance with regulations on product quality and fair trading. In particular, they seek to:

- Detect and prevent fraud, regardless of whether such fraud has an impact on product safety
- Ensure compliance with regulations on European quality logos (Protected Designation of Origin – PDO, Protected Geographical Indication – PGI, Traditional Speciality Guaranteed – TSG, organic) covered by Regulation (EC) No. 882/2004 and especially the protection of protected names.

Controls are carried out by 180 FTE officers:

- At the administrative department level: By Departmental Directorates for the Protection of the Population (DDPP and DDCSPP)
- At the regional level: By Regional Directorates for Enterprises, Competition Policy, Consumer Affairs, Labour and Employment (DIRECCTE)

Additionally, officers from the National Investigation Service (SNE) and Directorate General for Competition Policy, Consumer Affairs and Fraud Control (DGCCRF) intervene across the country, especially for fraud detection.

Lastly, 16 certification bodies conduct around 100,000 compliance checks on technical specifications for European quality logos under the responsibility of INAO. These controls aim to ensure compliance with the technical specifications of French products having or promoting a European quality logo (PDO, PGI, TSG, organic) before commercialization. INAO has around 250 officers, of whom 40 FTE handle European quality logo controls for all logos (agri-food and wine PDO/ PGI/TSG and organic products).

1.2 – Principles of risk-based control planning

In line with Regulation (EC) No. 882/2004, all controls are planned based on a risk analysis, regardless of whether those risks pertain to consumer health and interests, animal health and welfare, plant health or feed.

The competent authorities outline their priorities and create a plan for controls based especially on:

- Scientific knowledge of hazards and consumer exposure (microbiological hazards such as salmonella or listeria or chemical hazards such as pesticides, food additives, contaminants and food contact materials)
- Scientific and economic knowledge of fraud risk
- Scientific knowledge and the impact of various diseases on animal and plant health
- Economic context (e.g., shortages of essential commodities) and/or technological advances and behavioural shifts (e.g., online shopping)
- Information received through cooperation with other national and foreign competent authorities and the European Commission (e.g., the horsemeat scandal or fraudulent use of an origin quality logo)
- High-risk operators identified during previous controls and high-risk sectors
- Regulation non-compliance, and especially the frequency and seriousness of offences

With regard to food safety along the food chain, control authorities also include in their control plans certain obligations set out in European legislation, such as meat inspection and detection of residues in food (pesticides, veterinary medicines). They rely on the French Agency for Food, Environmental and Occupational Health & Safety (ANSES), which assesses risks in these areas to aid public policymakers. This public administration agency is under the responsibility of the Ministries for Health, Agriculture, Economy, the Environment and Labour. Inspection services are also supported by human health data provided by Santé publique France, the French national public health agency, which oversees the missions of surveillance, monitoring and alerts in all areas of human health.

As part of the abovementioned food safety action plan, the Ministries of Health, Agriculture and Economy jointly alerted the European Commissioner of Health and Food Safety in early July 2015 of the need for a multidisciplinary and integrated health risk evaluation that takes into account all chemical and biological contaminants in animal and plant foods, whether produced in the EU or imported from third countries.

Similarly, at the national level, ANSES was asked by the Directorate General for Food (DGAL), Directorate General for Health (DGS) and DGCCRF to rank food-related risks by carrying out a study to identify the sources of food-borne infectious diseases and an analysis of chemical risks in foods of animal and plant origin. Santé publique France is also working on updating its report on the morbidity and mortality due to food-borne infectious diseases. The combined results of these efforts will improve priority-setting and guide actions to effectively reduce food-borne illnesses.

With regard to product quality and fair trading, the various authorities also include in their control plans reports received from the French Vigie-fraudes network and the European Food Fraud Network (FFN) as well as information from the Administrative Assistance and Cooperation (AAC) system.

To find out more about controls (sources in French):

- DGAL: <http://agriculture.gouv.fr/thématique-générale/alimentation>
- DGCCRF: <http://www.economie.gouv.fr/dgccrf/La-DGCCRF/Activites-et-orientations>
- Ministry of Social Affairs and Health: <http://social-sante.gouv.fr/>
- ANSES: <https://www.anses.fr>
- Santé publique France: <http://www.santepubliquefrance.fr>
- INAO: <http://www.inao.gouv.fr/Espace-professionnel-et-outils/Controles-des-signes-d-identification-de-l-origine-et-de-la-qualite-SIQO>

I.3 – Management and continuous improvement

I.3.1 – Performance management

The French law governing public finance (LOLF) of 2001 implemented a performance-oriented approach to improve public policy efficiency. The budget items deal not only with means but the effectiveness of expenditures in terms of objectives set out for each programme.

The draft budget bill presents the use of credits for major public policies called “missions” and which are under the authority of one or several ministries. Each mission comprises several ministerial programmes within which budget actions are laid out. National objectives are set for each programme and tied to key performance indicators (KPIs) to assess government authorities with a view to achieving fixed target values.

This nomenclature is also used in the annual performance project (PAP), which is appended to the draft budget bill and submitted to the French Parliament for approval. For a given budget year (N), the PAP is drawn up the previous year (N-1) and presents the strategy, objectives, credits, KPIs and targets established for budget year N. At the start of the following year (N+1), an annual performance report (RAP) compares the results obtained to those forecast in the PAP. Both the PAP and RAP documents are available to the public at www.performance-publique.gouv.fr for each budget mission and programme.

The strategic objectives outlined in the PAPs for the various competent authorities generally cover all their competencies, which may be more comprehensive than the official controls under the scope of the MANCP. Furthermore, with regard to INAO, strategic objectives (and controls in particular) are outlined in the objectives and performance contract signed between the institute and the Ministry of Agriculture, to which the institute reports. The main objectives and KPIs of the official controls are provided in Appendix 2.

The strategic objectives are organized into operational objectives, which serve as roadmaps for the authorities in charge of the missions.

Every July of year N, the DGAL sets its general directives and action priorities for programme 206 for the year N+1 through a “management protocol” that details the missions, human resources and budget as well as the expected KPIs.

The DGCCRF publishes its strategic priorities every year in its national investigation programme (PNE), which comprises the operational actions of government policy on competition and consumer affairs, including in the area of food.

These elements are the basis of meetings held during the last quarter of the year to maintain dialogue between each programme manager and the regional operational budget managers. These meetings are an opportunity to review the current year and prepare year N+1 by ensuring the missions and available means are appropriate with regard to the set objectives.

The competent authorities that handle food chain controls (DGAL, DGCCRF, DGS, SSA and INAO) cover distinct budget missions and are outlined in separate PAPs and RAPs.

With regard to food safety, the authorities’ strategic directives, budgetary figures, and human resources and performance information will be outlined in the near future in a single “cross-cutting policy document”.

I.3.2 – Quality management

The competent authorities responsible for official food safety controls have been involved in a quality management approach for several years.

This approach has several aims:

- Ensure the entire MANCP scope is covered by designing and documenting a risk analysis-based inspection plan

- Use available resources as efficiently as possible through optimal officer skills management
- Ensure fair treatment of all entities undergoing controls by making mission implementation conditions consistent, reliable and documented (creation of an inspection method or control guides, establishment of inspection reports, etc.)
- Increase and maintain reactivity by having tools for continuous improvement (identification and analysis of dysfunctional processes, periodic review of measures, etc.) to systematically identify organizational discrepancies and needs for adaptation.

The implemented approaches are based on several standards:

– **ISO/IEC 17020 standard** – Conformity assessment – Requirements for the operation of various types of bodies performing inspection: This is the standard selected by the Military Health Service (SSA) for its food safety inspections. The SSA, initially certified in 2010 by the French national accreditation body COFRAC, had its certification for food safety inspections renewed in 2014.

– **ISO 9001 standard** – Quality management systems – Requirements: The DGCCRF, and more recently, the DGAL (from 2014) selected this standard to organize their operations using a process-based approach. Each organization creates a process map encompassing all of its activities. The selected architecture can be compared and includes:

- A management process, which includes quality and communication as management tools
- Support processes comprising activities that ensure the proper functioning of the organization (human resources, information systems, budget/finances)
- Operations processes corresponding to the specific responsibilities handled by the organization

This is some overlap between the processes of these two authorities, which share competencies. This is the case, for example, for the processes of “Inspection” (DGAL) and “Inspections and controls” (DGCCRF) as well as “Alert and crisis management” (DGCCRF) and “Monitoring, oversight, prevention and alert processing” (DGAL).

Pursued objectives are common to both directorates:

- Clarify actors’ responsibilities to avoid redundancy and deficiencies
- Encourage cooperation between authorities by developing multidisciplinary approaches, moving away from a strict separation of tasks and activities while ensuring consistency between interactions, comprehension for all interested parties and enhanced internal communication
- Constantly seek continuous improvement and streamlining of processes

– **ISO/IEC 17065 standard:** INAO approves organizations to carry out controls for which it is responsible. These organizations must have ISO/CEI 17065 standard certification.

Regardless of the selected standard, each entity has a national quality manual and a structured documentation system to document its procedures, instructions and operational methods.

These processes help increase the efficiency of inspection services.

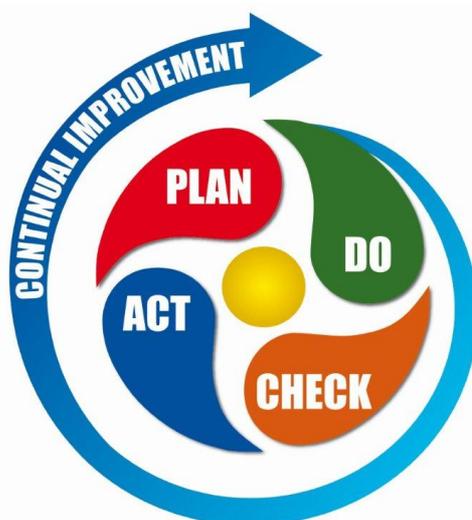
1.3.3 – Internal audits and internal controls

Continuous improvement processes are part of the classic PDCA cycle (Plan, Do, Check, Act), also known as the Deming wheel, shown below and are the basis of the plan’s quality management system. These continuous improvement measures include internal audits and internal control.

AC’s internal audits

An internal audit is a management tool to ensure compliance with a standard, evaluate achievement of planned targets, and assess the effectiveness of the management system, controls and related activities. It also helps identify areas for improvement. Additionally, where inspection activities are concerned, it is a European obligation for inspection activities under the responsibility of competent authorities as set out in Regulation (EC) No. 882/2004.

Commission Decision No. 2006/677/EC of 29 September 2006 lays down the directives on official controls performed to ensure compliance with feed and food law and animal health and welfare rules. This decision also stipulates that audit activities must be included in an audit plan that ensures



adequate coverage of all relevant activity sectors for a period of five years. The consistency of the audit system is verified during management reviews.

The competent authorities involved in a quality management process (DGAL, DGCCRF, SSA) implement an internal audit plan to ensure compliance with European regulations (i.e., coverage of all activity sectors for five years). These audits are conducted according to standard EN ISO 10911 – Guidelines for auditing management systems, in line with the directives of decision No. 677/2006.

Planning of these audits, conditions for auditor qualification and recommendations given following these audits are set out in documented internal procedures. The scope and standard for each audit are determined in advance by the audit team manager, and in certain cases, by the head of the audited organization.

They are based on the audited entity's current documentation system. Audit findings (non-compliance, strengths or good practices and critical areas) for both internal and external audits are addressed through an action plan implemented under the responsibility of the entity's directors. The audit findings and resulting action plans are analysed during management reviews for each national, regional and departmental organization in the form of a national management review summary.

During the national management review, the entire audit system is also evaluated to ensure it is consistent and adequately addresses the requirements of Regulation (EC) No. 882/2004.

Internal controls

Each inspection service has established its own internal control measures to ensure the effectiveness of inspections.

The monitoring and oversight of official controls are assigned along the chain of responsibility, from the national level to the local level where officers handle the controls. The regional level acts as a liaison between the central administration and department-level officers. Coordination and management are handled at this level to provide support for performance and commitments.

Operational objectives, which are set annually for the regions through management dialogue meetings, are subject to regular follow-up. Achieving these operational objectives aids in reaching the strategic objectives set in the annual performance project.

Dysfunctional issues are formally addressed to determine the causes and corrective actions are put into place to ensure continuous improvement of the system.

For all inspection services, checks rely on the information systems used by the competent authorities, which allows monitoring at every level of plan implementation and results.

Ministries' internal controls

Internal controls and audits were made obligatory in all ministries by French decree no. 2011-775 of 28 June 2011 relating to internal administration audits.

The risk control mechanism comprises a ministerial internal audit mission (MMAI) and a ministerial internal audit committee (CMAI). The Ministry of Agriculture and Ministries of Economy and Finance have such bodies (MIGA for the former, MAI managed by the Inspectorate-General for Finance for the latter two) in addition to a ministerial risk control committee. This process also includes an internal control of budget and accounting issues for each ministry: an internal budgetary control (CIB) and an internal accounting control (CIC). Analysis of accounting and budgetary risks is handled as a specific component of the general risk analysis.

Each ministry has completed risk mapping of ministerial risks and created an associated risk control plan. The CMAI uses these elements to establish its ministerial internal control audit plan each year.

The DGS can ask the Ministry of Health to conduct a control or an audit of the French audit, evaluation and inspection office (IGAS) with regard to the health care system. The IGAS is the inter-ministerial control body for the social sector. It audits or assesses organizations and social, health, employment and labour policies. Its role consists in clarifying the decisions of public policymakers. It brings together 130 experts in social cohesion (family, child protection, anti-poverty and social exclusion, etc.), safety and social protection schemes (welfare services, etc.), labour, employment, professional training and health care.

With regard to the Military Health Service, inclusion of the audit and internal control requirements for veterinary processes is carried out within the veterinary quality management system in line with an integrated management approach described in the veterinary management handbook. The national quality manager (RAQ) was designated the national coordinator of internal controls on veterinary processes. S/he is responsible for its oversight under the authority of the "Veterinary Activities" bureau chief (see French special directive no. 513307/DEF/DCSSA/DPS/PP of 23/10/2013).

II – GENERAL ORGANIZATION

II.1 – Competent authorities

Five competent authorities cover control missions within the scope of the MANCP. These authorities are also tasked with drawing up public policies and regulations.

1. Directorate General for Food (DGAL), under the Ministry of Agriculture, sets out and implements the policy for the quality, health and safety control of agricultural and food products in conjunction with the Ministries for Economy and Health. It guarantees safe and healthy production conditions. The DGAL also handles controls of animal health, animal welfare and plant health.

To carry out controls, it depends on the following:

- At the national level, the National brigade for veterinary and plant health investigations (BNEVP), which focuses its activity on fighting organized crime, and the Department of phytosanitary and veterinary border inspection (SIVEP), which is tasked with import controls
- At the regional level, the DRAAFs
- At the departmental level, the DDPPs and DDCSPPs
- In certain specific areas, namely animal and plant health, it relies on official delegates

2. Directorate General for Competition Policy, Consumer Affairs and Fraud Control (DGCCRF), under the Ministry for Economy, handles consumer protection and oversight of product safety and fair trading.

To carry out controls, it depends on the following:

- At the national level, the National investigation service (SNE), which focuses its activity on fighting organized crime, especially fraud
- At the regional level, the DIRECCTEs
- At the departmental level, the DDPPs and DDCSPPs

3. Directorate General for Health (DGS), under the Ministry of Health, is responsible for public health and depends on the ARSs at the regional and departmental levels for its controls.

4. Military Health Service (SSA), under the Ministry of Defence, performs controls in the establishments under the authority of its ministry and other military units (gendarmerie). It relies on the DRSSAs and veterinary branches of the military medical centres for its controls.

5. National Institute of Origin and Quality (INAO) is responsible for the control of products with European quality logos prior to commercialization. INAO relies on its approved certification bodies that have been accredited by COFRAC according to the ISO 17065 standard. INAO also contributes to the defence of these logos both in France and abroad.

Cooperating customs authority: The Directorate General of Customs and Indirect Taxes (DGDDI) collaborates with the competent official control authorities to perform controls.

II.1.1 – Officer authorizations

Authorizations that fall under the scope of the MANCP are part of the French Rural and Maritime Fishing Code (Book II – Food, veterinary public health and plant protection and Book VI – Production and markets), the French Consumer Code (Book V – Powers of investigation and control follow-up) and the French Public Health Code (Book III – Public health and environment and Book IV – General health administration). The main legal bases for these authorizations are given in Appendix 3.

The officers tasked with controls are authorized to:

- Perform controls
- Look for and report findings on deficiencies and offences
- Report findings of an observed or suspected regulated animal disease or the presence of a harmful plant organism

Within this scope, they can enter establishments to take samples between the hours of 8 am and 8 pm and at any hour when facilities are open to the public or operating.

Under the authority of local prefects (or the Ministry of Defence for the SSA), officers can take administrative police actions to prevent a public health risk: bringing operations into compliance, product recalls, suspension or stopping of activity, etc.

II.1.2 – Division of missions among administrations and authorities, cooperation and delegated missions

Division of missions

The distribution of control management missions between the various competent authorities is determined in part from the legal texts instituting the competent authorities and specifying their assigned missions (Appendix 1) as well as from authorizations of the officers tasked with carrying out the missions (Appendix 3). Certain missions may be shared.

Controls for primary plant production (including those for pesticide use, plant health and GMO crops) and **primary animal production** (including those for veterinary medicinal product use, animal health and animal welfare) fall under the authority of the DGAL. The SSA handles controls for animal health and animal protection exclusively in military establishments.

Controls for the **veterinary medicinal product distribution** are divided between the DGAL and the DGS.

Food safety controls are shared between the DGAL, DGCCRF, DGS and SSA depending on the product type and stages of production and commercialization. The DGAL exclusively manages health and safety controls and animal protection in slaughterhouses. It also oversees the controls of animal sectors while the DGCCRF handles those of plant sectors. Controls of the restaurant and final consumer distribution sectors are divided between these four competent authorities. Finally, the SSA only intervenes in military establishments.

Product quality and fair trading controls are handled by the DGCCRF. More specifically, Consumer Affairs and Fraud Control (CCRF) officers are authorized to look for and report on labelling infractions and fraud. They conduct controls of specific regulations (food contact materials, GMOs, food improvement agents, irradiation and novel foods) with regard to both food safety and fair trading.

Animal feed controls are shared between the DGCCRF and the DGAL. The DGAL manages all controls of establishments processing animal by-products. The DGCCRF controls the veracity of information on feed to ensure healthy and fair competition.

Controls on imports from third countries are conducted under the responsibility of the DGAL and DGCCRF depending on the type of imports and the specific aspects to control.

The DGS is responsible for population health protection through **various water uses**, and namely packaged water.

With regard to **products featuring European quality logos** (organic, PDO, PGI, TSG), INAO works in conjunction with the DGCCRF in France for the control and defence of these products. INAO intervenes before products are placed on the market and the DGCCRF after commercialization. INAO also contributes to the defence of these logos abroad.

Delegated missions

The DGAL delegates certain missions to organizations working in the field of health (both animal and plant), mandated veterinarians (animal health and protection) and, in the specific case of plant and seed health, to seed quality inspection services (SOC, CTIFL, FranceAgriMer).

INAO delegates controls of operators to certification bodies accredited by COFRAC in line with the ISO/CEI 17065 standard. These organizations are subject to regular checks by INAO to ensure their proper functioning and in particular to verify the effectiveness and quality of controls as well as how deficiencies are handled during controls. In 2016, seven PDO/PGI/TSG certification bodies and nine organic certification bodies were approved by INAO.

The division of missions and delegated missions are described in more detail in Appendix 4. Missions are carried out by the regional and departmental authorities according to the regional plan described in Section II.2.

Cooperation between national competent authorities

When necessary, memoranda of understanding outline the division of missions and establish the terms of cooperation and information exchange between competent authorities, whether between central administrations or between the authorities responsible for controls in the field.

Other control authorities cooperating with national competent authorities

Cooperation with customs authorities: As a customs authority, the Directorate General of Customs and Indirect Taxes (DGDDI) authorizes the release of products imported from third countries after certain mandatory controls on plants and susceptible objects with regard to plant health, animals, feed and certain foods of plant origin. Two specific memoranda of understanding, between the DGAL and DGDDI and the DGCCRF and DGDDI, respectively, set out the conditions for information exchange during general border controls, information exchange to alter risk-based control frequencies, and crisis cooperation.

With regard to organic farming, customs authorities check that products have inspection certificates and sign them after document controls.

Cooperation with authorities responsible for veterinary medicinal products and pesticide controls:

The French Agency for Veterinary Medicinal Products (ANMV), under the authority of ANSES, issues marketing authorizations for veterinary medicinal products and performs controls of manufacturers and wholesale distributors of veterinary medicinal products and medicated feed. ANSES is also responsible for marketing authorizations and controls of manufacturers of pesticides, fertilizers and plant growing media since 1 July 2015.

Controls of pesticides and veterinary medicinal products is within the scope of the MANCP as part of food chain safety. Exchanges with the authorities tasked with controlling these products are crucial and aid in assessing both risks and control priorities, especially in terms of use by livestock and crop farmers.

Links with controls that condition subsidies: The French Agency of Services and Payment (ASP) is a public administration organization under the authority of the state that handles the administrative and financial management of public subsidies. It is involved in controls of commitments undertaken by beneficiaries accepting public aid granted on specific conditions.

Organic farming: The Directorate General for the Economic and Environmental Performance of Enterprises (DGPE), under the Ministry of Agriculture, issues authorizations for the use non-organic processed agricultural products. Agence BIO, the French agency for the development and promotion of organic farming, receives notifications of activity from operators.

II.1.3 – Administrative penalties and criminal sanctions following controls

Controls may detect non-compliance with regulations. Inspection services apply sanctions based on the severity and extent of the findings. They also take into consideration the capacity of operators to bring their operations into compliance by reviewing past controls.

Control sanctions under the scope of the MANCP are part of the French Rural and Maritime Fishing Code (Book II – Food, veterinary public health and plant health protection and Book VI – Production and markets), the Consumer Affairs Code (Book V – Powers of investigation and control follow-up) and the Public Health Code (Book III: Public health and environment). The main administrative penalties and criminal sanctions are detailed in Appendix 3. They include:

Non-coercive penalties: The control report or warning sent to the business owner describes the non-compliance issues observed. The business owner must remedy the non-compliance issues.

Coercive administrative penalties: To put a stop to a situation of non-compliance, namely one which poses a danger or potential danger to public health or consumer safety, inspection services can apply negative administrative decisions.

These administrative measures are set out in French legislation and may begin with formal notification to bring operations into compliance, an injunction to proceed with corrective actions (e.g., cleaning/disinfection, relabelling of products, use of products for other purposes, treatments for animals). Inspection services can also issue specific instructions and seize animals or products. Measures may also go as far as the withdrawal of authorizations and the partial or complete closure of an establishment. With regard to product certification, the relevant certification body can withdraw an operator's certification.

Detection of a case or outbreak a regulated animal disease or the presence of regulated harmful plant organisms results in the application of administrative police measures adapted to the severity and contagious nature of each situation. These measures may include isolation of the outbreak, and if necessary, destroying susceptible animals or plants.

Criminal sanctions: Criminal sanctions are stipulated in French legislation. The Rural and Maritime Fishing Code and the Public Health Code authorize inspection officers to file notices of infractions with the French prosecutor's office, which determines the legal action to take. Criminal sanctions include fines of up to €750,000 and seven years in prison. Fines may be applied proportionally according to the gains obtained from the offence and are calculated based on 10% of the average annual revenue from the three previous years' annual revenue as of the control date. In certain cases, operators may be prohibited from continuing their professional or commercial activity.

Finally, interfering with the duties of authorized officers is a criminal offence in several codes currently in force.

Plants, products and animals from other EU Member States: Observed non-compliance issues may pertain to plants, foods or animals from other Member States. In addition to the measures taken against French operators, the Member State of origin is informed of the non-compliance issues that may apply to it and the measures taken.

II.2 – Organizational structure of competent French authorities

Following reforms to its administrative and territorial organization, France is currently (since 1 January 2016) divided into 18 regions (versus 27 previously). The 13 administrative regions in mainland France are divided into 96 administrative departments. The country's overseas territories are divided into five departments, with the dual status of region.

Inspection services are organized around the national administrative structure (ministries, administrative regions and departments) as well as specific institutions and local ad hoc structures according to the table below. Inter-ministerial departmental directorates are placed under the authority of the departmental prefect.

National level	DGAL	DGCCRF	DGS	SSA	INAO
National control mission	Oversight Coordination Certain BNEVP controls	Oversight Coordination Certain SNE controls	Coordination	Oversight Coordination	Oversight Coordination Oversight of certification bodies
Regional level	Regional prefect DRAAF (SRAL) DIRM*	Regional prefect DIRECCTE (Pôle C)	ARS	DRSSA (Head of the Regional Military Veterinary Service)	Territorial delegations (8)
Regional control missions	Oversight Coordination Harmonization Certain controls	Oversight Coordination Harmonization Certain controls	Oversight Coordination Harmonization Controls	Oversight Coordination Harmonization	Oversight Coordination Oversight of certification bodies
Local level	Departmental prefect DDPP and DDCSPP DDTM*		ARS Departmental Delegations	Veterinary branches of the military medical centres	-
Local level missions	Controls		Controls	Controls	-
DROM**	Prefect DAAF	Prefect DIRECCTE		DIASS***	-

* The Interregional Directorates for the Sea (DIRM) oversee animal health for the shellfish sector. The Departmental Directorates of the Territories and Sea (DDTM) are tasked with public health missions related to shellfish production (managed by DGAL).

** Overseas Departments and Regions (DROM) are organized in a specific way due to their dual departmental and regional status.

*** In the DROMs, veterinarians and veterinarian technicians in the Joint Forces Directorates of Health Services (DIASS) perform controls like those carried out by veterinary branches in mainland France.

II.3 – Resources allocated to controls

II.3.1 – Budgetary resources

The financial resources allocated to controls depend on the status of each competent authority. An itemized list of these resources can be found on the [Performance forum](#) for any budget year.

Controls by state services are financed through specific budget programmes, approved annually by the French Parliament as part of the draft budget bill with a three-year budget. Programme 206 – “Food safety and quality” finances controls within the scope of MANCP managed by the DGAL and contributes funding to ANSES. Programme 134 – “Development of enterprises and tourism” covers controls managed by the DGCCRF. The SSA is financed through the Ministry of Defence’s general budget. INAO has a budget that covers its control activities.

With regard to certification bodies, which perform controls on European quality, origin and organic logos, controls are paid for by the operators. Water sampling and analyses carried out as part of health controls of packaged water are also paid for by the operators.

II.3.2 – Human resources

Inspection services hire personnel with initial scientific, technical, legal or economic training as well as administrative staff. Total staff numbers allocated by the five competent authorities to conduct controls are adjusted annually. As of 1 January 2016:

- National level: around 350 individuals counted as full-time equivalent (FTE)
- Regional level: around 600 FTE
- Departmental level (including overseas territories): around 4,500 FTE

These staff figures do not include personnel in laboratories or delegates (e.g., health organizations, mandated veterinarians, certification bodies). A more detailed table is available in Appendix 5.

II.4 – Skills management

II.4.1 – Job profiles: expected skills

The competent authorities strive to determine the required skills for their assigned missions. They create job profiles in line with the inter-ministerial index of state occupations (RIME).

The index of missions and jobs (RMM) for the Ministry of Agriculture and its public institutions aims to ensure quality human resources management consistent with foresight studies carried out by the Observatory for Missions and Job Categories (OMM). Managers can use it as a reference to create job descriptions, assess needed skills in their organizations, handle appraisal interviews and determine training needs with their employees. The index includes 248 job descriptions of ministry jobs divided into 40 categories.

Furthermore, the DGAL's quality management process approach has led to the implementation of several specific skills management processes:

- Creation of a skills list with the expected skills for inspectors and national technical managers for each technical inspection field
- A meeting with each officer assigned to a new inspection mission with an initial skills evaluation, a plan for acquiring necessary skills (qualifications), and a final evaluation to become qualified as an inspector and with the authorization to sign inspection reports.

The DGCCRF has a skills index with 73 job profiles, including 13 “CCRF core positions”, and 117 skills. Job profiles include the following: electronics trade investigator; fair trading, quality, product and service safety investigator; national sectoral network leader; litigation manager, quality manager, alert manager.

Each officer's supervisor is tasked with managing their skills:

- When officers start their post, by integrating officers into the organization, including conducting a skills evaluation and making adjustments to suit assignments, such as by planning for additional training (e.g., such as at the DGAL or SSA).
- The supervisor is responsible for continually monitoring their officers' skills and carries out an annual appraisal interview to assess skills.

II.4.2 – Initial training

Candidate selection

Initial training provides officers with an opportunity to acquire, develop and capitalize on their professional skills. All competent authorities recruit for nearly all their needs through a competitive selection process.

The DGAL recruits veterinary public health inspectors (ISPV); structural, water and forestry engineers (IPEF), and agriculture and environment engineers (IAE) through a competitive process. These officers are all Category A employees of the French civil service. It also recruits higher technicians for the Ministry of Agriculture (TSMA – Category B). These officers undergo one or two years of training in different French civil service schools. The DGAL may also rely on contractual officers to fulfil occasional or permanent inspection needs. Certain job profiles, such as veterinary doctors, require specific degrees.

The DGCCRF recruits inspectors (Category A), control officers (Category B) and laboratory engineers (Category A) with various initial backgrounds (science, legal, economic, etc.) using a competitive selection process. Chosen candidates then follow mandatory one-year training at ENCCRF. Their training alternates classroom lessons and practical work placement. Training is overseen by the deputy director of human resources, finance, quality and performance, supported by the skills development office.

The SSA recruits army veterinarians (officer status), higher engineering design and manufacturing technicians (TSEF – Category B) and veterinary technicians (non-commissioned officer status, via internal recruitment) through competitive exams or qualifications.

INAO hires officers with various initial backgrounds, generally closely related to agriculture and agricultural products and processing. Initial training levels are established by statutory provisions as well as the skills and abilities required for various job responsibilities. These requirements are set out in job descriptions submitted to joint approval bodies.

The Ministry of Health (for the DGS and ARSs) recruits on a competitive basis for public health engineers, health studies engineers, health and safety technicians, and public health doctors and pharmacist inspectors.

Civil service schools and training

Several schools train officers from the Ministry of Agriculture (for the DGAL):

- Technicians are trained at the national training institute for Ministry of Agriculture employees (Infoma): <http://www.infoma.agriculture.gouv.fr>

- ISPVs are trained at the French National School of Veterinary Services (ENSV): <http://blanc.vet-lyon.fr/ensv>
- Engineers are trained at the French National School of Forestry (ENGREF) and a network of engineering schools in the fields of life sciences, technologies and the environment.

Officers involved in primary shellfish production who are not under the Ministry of Agriculture report to Maritime Affairs (civil servants recruited on a competitive basis) and receive training at the GECFDAM in Bordeaux prior to taking up their post.

With regard to the DGCCRF, the ENCCRF (a national authority) oversees national training programmes. It carries out initial training and organizes the annual continual training programme for DGCCRF officers. The ENCCRF is a professional school that prepares those enrolled to be inspectors. Officers complete their training with a formal qualification that provides the essential tools to carry out their future posts professionally and responsibly. DGCCRF managers take part in short courses focused on HR management, mission management, the quality process approach and management tools. They also have access to job-specific short courses from among the DGCCRF's training catalogue as well as courses offered by public service schools (RESPs), HR platforms (PFRHs), and the Institute for Public Management and Economic Development – IGDPE (including professional appraisals) and other organizations.

ENCCRF website: <http://www.economie.gouv.fr/dgccrf/La-DGCCRF/ecole-nationale-ccrf-encrf>

For the DGS, initial training is provided by the EHESP School of Public Health: <http://www.ehesp.fr>

For the SSA, all officers tasked with official controls – military veterinarians and technicians (non-commissioned officers) and civilian technicians (TSEF) – follow a specific training course at the École du Val-de-Grâce. In addition to the academic training (veterinarians and TSEFs) or military training (non-commissioned officers) specific to each profession, this training gives inspectors the knowledge they need to carry out their assignments. In addition to classroom lessons, officers participate in qualifying practical work that includes a final evaluation to authorize them to perform inspections.

II.4.3 – Continuing training

Article 22 of the General Statute of Civil Servants and French decree no. 2007-1470 recognizes civil servants' right to continuing training throughout their careers. Each national administration has a programme and an organization to determine continuing training needs and develop the corresponding programme, which is outlined in a guidance note. Financing is set aside for such training. These measures are a part of labour negotiations at the ministries.

Each organization designates a local training manager, who acts as a liaison between officers, managers and the training catalogue. The training manager may also be required to plan local training courses.

Training can also be organized internally or given by external service providers (public and private). Joint training courses between competent authorities are held and have been expanded since inter-ministerial departmental directorates were created. For example, the DGCCRF's warning unit and the DGAL's health emergency response mission offer one or two seminars per year on managing food safety alerts; a similar programme exists for feed. Civil service schools participate in organizing continuing training. In addition to continuing training, good practices are exchanged (sharing of compliance decisions between inspectors in the same fields).

During appraisal interviews, each supervisor establishes the training needs for all officers and shares them with local training managers.

A questionnaire is given to all trainees to fill out immediately after the training course. Responses help to evaluate the training course. A delayed assessment is used for certain courses.

For INAO, a dedicated service allows the institute's officers to benefit from specialized training on topics related to products, their consumption and controls. Training is part of a three-year plan with annual programmes that focus on priority actions. They must be approved by the establishment's joint committee.

Continuing training is a priority for the SSA to ensure high-level technical expertise among its staff. The quality management system implemented at the SSA makes it possible to identify continuing training needs and implement follow-up.

Continuing training is also a priority for the DGCCRF. This DG has implemented an online system that allows its officers access to the training catalogue (published annually) and to sign up for courses. The catalogue reflects the national ministerial and inter-ministerial priorities as well as issues specific to the DGCCRF. It aims to maintain and develop officer skills and train inspectors, especially those responsible for inspections as part of PNEs, for which officers must be quickly operational.

Additionally, officers from competent authorities participate in the European Commission's Better Training for Safer Food (BTSF) trainings.

II.4.4 – Maintaining skills proficiency

In addition to the continuing training measures, maintaining skills proficiency is ensured by recognizing expertise in highly specialized fields.

The DGAL has created a division of veterinary and plant health expertise. This network of experts, specialists and specialized contacts is organized to maintain and support officers' technical skills. The network comprises 35 full-time national experts and more than 110 specialized contacts, some of whom work for the network under the authority of the DGAL.

The aims are multiple:

- Reinforce internal expertise in risk management, a key indicator of effectiveness for the French health system
- Clarify how the national expertise network operates with a view to increasing its recognition and adapting needs and resources
- Lead the expert network in the shared interest of the inspection services and its officers

The network has a twofold ambition: first, to maintain the local proximity that is essential to those who seek to clarify and support public action, and second, to formalize and improve the management of this national expert network to share skills and actions. The creation of a commission on guidance and monitoring of expertise (COSE) within the ministry should allow for the qualifications of specialists' or experts' in this national network to be recognized.

With regard to the DGCCRF, regional and interregional technical workshops and sectoral network meetings (quality logos, fruits and vegetables, cider, foie gras, dairy products, etc.) provide officers with an opportunity to update their regulatory knowledge and share their inspection experiences. This network also gives the central administration access to technical support in various areas if needed.

Within the SSA, specialists and expert groups were also created to lend their expertise to the national technical manager and field officers (specialist and expert activities comprise only a part of their work responsibilities). The catering establishment specialist participates in the DGAL's efforts to create "specialized contacts in the catering establishment sector".

For INAO, two networks were created: a network of officers in charge of technical evaluations of control organizations (around 20 individuals) and a network of officers responsible for maintaining relations with control organizations (around 45 individuals). These networks, led by a central department in the institute, enable regular exchanges to maintain the knowledge and skills of the officers who participate.

II.5 – Designation of control and reference laboratories

Official food chain controls and monitoring measures to ensure plant and animal health include laboratory analyses. The network of laboratories who handle these analyses include "official laboratories", some of which are also designated as national reference laboratories (NRLs). The list of these laboratories are public and can be consulted on the competent authorities' websites.

II.5.1 – Official laboratories

Each competent authority designates official laboratories to carry out the official analyses for which it is responsible. These laboratories meet confidentiality, impartiality and independence criteria. They are ISO/IEC 17025 certified by COFRAC¹ for the missions they are assigned as official laboratories.²

The DGAL relies on a network of more than 200 laboratories that it approves in one or several fields after various calls for tender based on required analyses. Most of the approved laboratories are departmental analysis laboratories belonging to department-level councils, especially with regard to animal health and food safety. For certain fields, the laboratory network also includes ANSES laboratories, state laboratories (see below), educational or research institute laboratories or other laboratories (private, interprofessional, etc.) and the laboratories of IFREMER (primary shellfish production). The different networks are adapted to the analytic needs as required, and when necessary, a laboratory can receive provisional approval for 18 months. In the event of a crisis, an emergency procedure can approve laboratories to meet immediate analysis needs.

The DGCCRF relies on a network of 11 state laboratories across France and which belong to the national shared laboratory service (SCL), shared jointly by the DGCCRF and DGDDI. Their competency is established by order of the Ministry of Economy. Additionally, the SCL can call on approved laboratories from among an official list. In the event of an emergency or specialized need, it can select a laboratory to carry out an analysis under its supervision.

¹ Accreditation can also be issued by another equivalent accreditation body

² In the fields where accreditation by COFRAC is possible

The DGS relies on its network of more than 120 approved laboratories for controls of water intended for human consumption.

The SSA sends its analyses to laboratories approved by the DGAL and the DGS for the control of water intended for human consumption.

INAO authorizes laboratories for analyses carried out by control organizations.

II.5.2 – National reference laboratories

National reference laboratories (NRLs), which are associated with the European Reference Laboratories (EURLs), help manage the official laboratories and improve analysis implementation. Their responsibilities include:

- The development, optimization and validation of analytical methods
- Technical oversight of the network of official laboratories, including the coordination of comparison testing and training
- Carrying out certain analyses, namely for confirmation when necessary

These laboratories also participate in scientific and technical monitoring in their field and lend their scientific or technical expertise to the competent authorities.

Each competent authority designates NRLs from among the existing network of official laboratories to handle the activities for which they are responsible (by order for the DGAL, through the quality system for DGCCRF).

In 2016, French NRLs covered 84 areas of competency in all: 28 mandates for biological contaminants in food, 42 mandates for animal diseases, 3 mandates for GMOs and 11 mandates for plant health.

After European calls for tender, several of these NRLs were named EURLs by the European Commission, particularly in the fields of microbiology, residues and contaminants in food, and animal health. It should be noted that several NRLs can be named for a single EURL. Finally, certain NRLs have only one national field of action. This is the case in the fields of plant health and animal health (several diseases) for the DGAL, and in the field of fraud for the DGCCRF.

III – IMPLEMENTATION OF CONTROLS IN THE VARIOUS ACTIVITY SECTORS

The main priorities and components of the control activity plans for the 2016–2020 period are outlined for various activity sectors along the food production chain. Plans are adapted annually or to address major situational issues (new components, crises, etc.). Controls are conducted according to the division of missions outlined in Section II.1.2 and Appendix 4 and according to the territorial organization given in Section II.2.

Regulation (EC) No. 178/2002, which lays down out the general principles of food legislation, defines “primary production” as the “production, rearing, or growing of primary products including harvesting, milking and farmed animal production prior to slaughter”. It also covers hunting, fishing and the harvesting of wild products. The DGAL is the only authority to perform controls at this stage. However, the DGCCRF may also carry out inspections of primary production operators to control products for sale (e.g., controls on the farm or on the market) or pursue an investigation at the commercialization stage.

III.1 – Primary plant production controls

French plant production is extremely varied. Every year, the country farms 12.07 million hectares of cereals, oilseeds and protein crops for a yield of 81 million tonnes and produces 8 million tonnes of potatoes and nearly 40 million tonnes of industrial beets. Production of dessert fruit totals more than 2.8 million tonnes while fresh vegetable production amounts to 5.4 million tonnes. Viticulture produces 46.5 million hectolitres of wine. Wooded areas cover 31% of the country (source: Memento 2015 Agreste).

III.1.1 – Public health

The **key issues and priorities** of controls relate to the commercialization and use of plant protection products, good hygiene practices on farms and contaminants in plants. They also contribute to general food safety assessments, including via plant productions intended for feed.

Controls of inputs on the market: The DGCCRF controls the commercialization of plant protection products as well as fertilizers and plant growing media. It is important to verify that products on the market comply with regulations to ensure that products that have not been proven safe or effective are not being sold. The composition of legally marketed products are checked against their stated effects and real properties. This is why the DGCCRF conducts regular controls within companies responsible for first placement on the market (production/manufacturing, importing). It also carries out controls on distribution,

namely via sampling. It verifies selling conditions, the application of sector-specific regulations and actual product composition. The DGAL and ANSES are also authorized to conduct controls at the distribution stage.

Control of input use – plant protection products in primary production: These controls fall under the responsibility of the DGAL. Inspections carried out to control farmers' use of plant protection products are handled in a specific manner with regard to other users of these products. For example, in 2015 farm inspections (5,011) accounted for more than 75% of various "plant protection product user" controls. Samples on primary plant productions to analyse pesticide residues (contamination) are subject to multiresidue analyses. Crops are targeted based on the risk of pesticide presence and the scale of production. In 2016, a specific monitoring plan was drawn up that targets leafy vegetables (and more specifically watercress) and pome fruits. Around 1,500 annual samples are planned.

General hygiene and contaminant rules: These controls fall under the responsibility of the DGAL. Controls on farmers pertain to the implementation of good hygiene practices (450 inspections in 2015). The priority is on watercress growers, who must be controlled at least once every three years, and sprouted grain producers, who are controlled at least once yearly. Other targeted inspections concern raw vegetable and fruit products, due to the risk of microbiological contamination. Farms that produce other fruits and vegetables are also controlled. Plant samples taken for these inspections most often detect chemical contaminations related to the use of inputs. One exception is the 2011 case of sprouted grains that were contaminated with *Escherichia coli*.

III.1.2 – Plant health

The key health and safety **issues** pertain to supporting production of plant species. While plant diseases cannot be transmitted to humans, some may require the destruction of infested crops or other plants (e.g., trees). The **priorities** relate to protection against harmful plant organisms that are generally covered by specific European regulations. As a government agency responsible for ensuring plant health, the DGAL created the French National Plant Protection Organization (NPPO).

Planning and number of controls:

Controls of operators selling plants: More than 9,000 plant producer and reseller establishments are controlled annually, in addition to establishments controlled to verify seed and plant quality. For certain types of productions, phytosanitary compliance of products and plant material is certified by the issuance of a European plant passport on plants. These controls fall under the responsibility of the DGAL.

Biological monitoring of the country, led by DGAL, seeks to gain understanding of the phytosanitary situation of the country and the status of regulated organisms or emerging risks. It also works to develop methods to fight harmful organisms and observe the nonintentional effects of farming practices. Each year, 4,000 monitors implement various monitoring plans, which are applicable to 15,000 parcels. A network of 220 specialized correspondent monitors carry out forestry monitoring activities.

If a harmful organism is detected, government agencies are alerted. Once officially confirmed, the NPPO (DGAL) notifies the European Commission and international authorities (EPPO, IPPC). When a harmful organism that is considered especially dangerous is detected, mandatory control measures are ordered by the French government to stop its spread or eradicate it. For the most worrisome organisms, emergency plans are drawn up (see Chapter IV). Putting the mandatory control measures into place falls to the plant owner with government oversight (in this case, the DGAL).

III.1.3 – GMOs

Key issues and priorities: GMO controls by the DGAL aim to ensure compliance with European and French GMO legislation, and especially to verify that unauthorized GMO crops are not being grown in France and that GMO authorization conditions and labelling rules are followed. The growing of GMO crops was prohibited in France in 2008 following the adoption of national provisions that allow derogation of European authorizations. Yearly controls are conducted to verify that this ban is being respected, especially in areas near Spain where GMO cultivation is authorized. France does allow GMO field experiments upon prior authorization by the Ministry of Agriculture; however, no trials are currently authorized.

Planning and number of controls: Controls are conducted by the DGAL at the time of import to ensure that no unauthorized GMOs are found in seeds imported from third countries. Authorized GMOs are checked for labelling compliance. Controls are mainly aimed at maize seed lots from third countries in which GMOs are developed due to the risk of introducing unauthorized GMOs in Europe. In the event of non-compliance, the lots are withdrawn from the market. Any reports of suspected illegal or accidental growing of GMOs are followed up by DGAL controls to verify the presence of GMOs. If confirmed, crops are destroyed and the GMOs are completely eliminated.

Furthermore, the DGCCRF looks for GMOs in seed lots and verifies own controls by those responsible for the first placement on the market. The main target of such controls are seeds from national or European productions of plants for which GMOs exist in Europe (maize, rapeseed, soya).

III.2 – Primary animal production controls

France has more than 19 million head of cattle on 180,000 farms, more than 8 million goats and sheep and more than 20,000 pig farms. Poultry production exceeds 1,800 tonnes of meat (in carcase weight equivalent). (Source: *Memento 2015 Agreste.*)

III.2.1 – Public health

Public health controls are the responsibility of the DGAL and pertain to the rules of use of veterinary medicinal products in livestock, the search for residues in livestock products and the chain of consumption, food, and general aspects of livestock hygiene practices. Animal health controls for animal diseases that can be transmitted to humans is also an important component of human health protection.

Veterinary medicinal products

Controls on dispensing veterinary medicinal products are conducted on dispensing pharmacies (DGS), veterinarians and approved groups (DGAL). Around 500 controls are carried out annually.

For livestock, controls are managed by DGAL to ensure compliance with the rules of administering veterinary medicinal products and safe storage. From 2016, 570 livestock inspections are conducted across all animal sectors according to a shared risk analysis based on non-compliance reports: prior negative farm inspections, inspections in another establishment linked to farm with poor results, reports in a slaughterhouse or non-compliant results from an official sample.

Animal production monitoring and control plans

Controls of residues in animal sectors are a European **priority** and the focus is on controlling for residues of prohibited substances, medicinal products, and various contaminants in animal productions. A portion of samples are carried out at livestock farms (urine, faeces, hair, feed, milk, honey, fish on fish farms). Additional samples are taken at slaughter when meat enters the chain of consumption. Around 45,500 samples are planned every year on meat (7,000 at farms, 35,000 at slaughter), milk (1,800), eggs (900), fish (570 at fish farms) and honey (200). These controls fall under the responsibility of the DGAL.

Feed on livestock farms

Priority is placed on farm feed manufacturers who incorporate coccidiostat-type additives themselves and who are authorized as per Regulation (EC) No. 183/2005 (about a dozen in France). Depending on the degree of risk, inspection frequencies vary from once per year to once every five years. Samples for monitoring and control plans are also taken on feed used on livestock farms. These controls fall under the responsibility of the DGAL.

Good hygiene practices

Farm controls of animal production hygiene and safety rules are performed in connection with aid conditionality. Around 2,000 controls are carried out every year.

III.2.2 – Animal health

Maintaining control over animal diseases is key to both public health and the economy. Livestock farming accounts for a significant share of agricultural production. Animal diseases can cause direct losses (sick animals, death) and indirect losses (increased production costs, trade barriers), weaken production value, and have major socioeconomic and political consequences. Animal health is an important factor of livestock industry's competitiveness and a focus for France, which seeks to export its products and develop high added value. Furthermore, certain zoonoses (food-borne diseases that are easily transmitted between humans and animals) have a direct impact on public health.

Activities to monitor, prevent and fight animal health hazards in France are carried out by the DGAL and SSA (at military facilities).

Monitoring, preventing and fighting animal diseases and zoonoses

Key issues and priorities: The priorities for action are based on a new classification system that ranks diseases by categories of health hazards. The means and resources set aside by the French government or professional organizations are allocated based on the seriousness of the risk:

- Category 1 hazards: serious harm to public health and major risks to the environment or French production capabilities. These hazards require mandatory prevention, monitoring or action for the public interest.

- Category 2 hazards: impact the economy of one or more sectors for which collective prevention, monitoring or action plans must be implemented.
- Category 3 hazards: call for measures within the scope of the private sector.

Cases or outbreaks of certain diseases are subject to emergency plans (see Chapter IV).

Planning monitoring and number of controls: Disease monitoring plans, managed by the DGAL, depend on the epidemiological situation and seriousness of the disease for the animals and the risks of a communicable disease for human health. For example, BSE monitoring in 2014 was carried out on more than a million head of cattle at slaughter and rendering (individual tests). Scrapie monitoring in 2014 was conducted on 100,000 goats and sheep at slaughter and rendering.

Specific scope for military facilities: SSA veterinarians participate in the national programme for monitoring, preventing and fighting animal diseases in animals belonging to the Ministry of Defence (mainly dogs and horses) and in all animals that may be housed occasionally or permanently in military and gendarmerie facilities. The DGAL-DCSSA cooperation agreement stipulates that outside of planned situations (emergency plans), army veterinarians contribute to veterinary public health operations and measures implemented during crisis situations according to the conditions established jointly by the DGAL and the DCSSA.

III.2.3 – Animal identification

Key issues and priorities: The focus on animal traceability is mainly to ensure the health of French livestock. Attributing a unique national number to every animal enables authorities to individually identify and trace the movements of each animal in a herd register and in the national identification database (BDNI) managed by the Ministry of Agriculture. All farms (excluding poultry farms) are registered in the BDNI.

The registration of cattle, pig, sheep and goat farms is managed by department-level livestock agencies (EDEs) approved by the various departmental prefects. The EDEs are also required to inform animal owners of their obligations and carry out first level controls to ensure compliance. They must report any failures to comply to the inspection services.

These controls fall under the responsibility of the DGAL. The French Horse and Riding Institute (IFCE) is the delegate authority in charge of identifying equids and camelids (obligatory from 1 July 2016).

Planning and execution of controls: For cattle, at least 5% of farms in each French administrative department are inspected yearly to verify traceability, conditionality and eligibility for bonuses. These farms are selected based on a risk analysis (75%) as well as random selection (25%). At least 20% of assembly centres and markets are inspected for traceability. Of the 223,000 registered farms in France, 8,385 were controlled in 2014 (i.e., 3.8% with more than a million head of cattle controlled).

For sheep and goats, European health regulations impose controls of at least 3% of owners and 5% of animals. Of the 113,000 registered farms in France, 4,259 were controlled in 2014 (i.e., 3.8% with more than 780,000 sheep and goats controlled). For pigs, a minimal frequency of farm inspections has not been established. Controls are conducted according to a risk analysis and as part of the animal health programme.

III.2.4 – Animal welfare

Key issues and priorities: Animal welfare of livestock, pets, zoo animals and those used for scientific research is broadly covered by legislation and is a key societal concern. Intensification of animal production, territorial development and changes in scientific knowledge are all reasons why citizens and consumers consider animal welfare a priority.

Planning and execution of controls: These controls fall under the responsibility of the DGAL. National inspection priorities are set yearly and are carried out namely at farms and during the transport of animals.³ Unplanned controls are also performed following reports or complaints filed by a third party (individuals, associations). The DGAL's BNEVP can support department-level authorities in legal investigations undertaken following complaints.

With regard to production animals, at least 1% of farms must be inspected every year. Controls during transport are targeted at assembly centres; markets; certain major public roads, bridges and national border crossings; and during unloading at slaughter. Inspection services are also responsible for issuing certificates authorizing the professional transport of live animals, vehicle approvals and transporter authorizations. With regard to pets and zoo animals, reinforced controls are conducted every year as part of the "school holiday animal protection" operations which take place in summer and the year-end holiday period. While these

³ Animal protection controls in slaughterhouses are described in the chapter on food safety.

operations focus on establishments selling animals and feed, dog and cat breeders as well as horse stables are also the subject of controls throughout the year.

The Ministry of Agriculture has drawn up a government action plan for animal welfare with five areas of focus for the 2016–2020 period: promote innovation, increase accountability among actors, modernize practices, prevent animal abuse and improve awareness among all actors.

Every year, officers carry out around 8,600 inspections of production animals at farms and during transport, 4,200 inspections to issue administrative authorizations (transporters, vehicles), 2,000 inspections of pets and 700 inspections of equids.

Specific scope for military facilities: SSA veterinarians handle animal welfare controls for animals at the Ministry of Defence and other military units (national gendarmerie). Animal welfare controls are a key objective for the SSA, because animal welfare has a direct impact on their operational effectiveness. Planning control activities is based on a risk analysis that takes into account animals housed in each organization and the results of previous animal welfare controls. Depending on this information, control frequencies range from a single annual visit (or more in the event of non-compliance issues) to once every three years.

III.3 – Feed and animal by-product controls

III.3.1 – Feed (excluding livestock)

Feed is one of the very first links in the food chain. The focus is on controlling for the absence of ruminant proteins in feed and raw materials intended for livestock animals, the presence of unauthorized GMOs and salmonella, and compliance with maximum concentrations of undesirable substances (pesticides, dioxins, heavy metals, mycotoxins, etc.).

The DGCCRF verifies hygiene practices and compliance with maximum concentrations of undesirable substances (pesticides, dioxins, heavy metals, mycotoxins, etc.). It checks for the presence of authorized additives and the absence of banned GMOs. The DGAL also conducts controls on imports (all feed and raw materials entering France are controlled; refer to Section III.6).

Control activities include:

- Annual sampling plans
- Controls and monitoring of all industry operators (importers, intermediaries, transporters, manufacturers, farmers, distributors)
- Specific controls by the DGAL of approved establishments due to their higher risk
- Specific investigations on sectors with a particular risk, such as the DGCCRF's 2015 control of fair trading and safety of dietetic feed
- DGCCRF controls of operators responsible for first placement on the market
- Investigations launched following alerts and complaints

Planning of controls:

Control and monitoring of establishments: European regulations on the animal feed sector require registration or authorization, depending on their activity, of all relevant operators. As such, 500 approved operators, including 320 factories manufacturing feed, are inspected by the DGAL every one to four years, depending on the risk level of their activity and quantities manufactured. In 2015, 305 inspections were conducted, including 196 of feed manufacturing factories. Additionally, 9,976 establishments are registered with the DGCCRF and are controlled every one to five years according to a risk analysis.

With a view to fighting food waste, a considerable amount of food is converted into feed. Competent authorities are available to assist agri-food industry professionals in implementing new regulatory measures as well as (since the start of this year) to systematically control these new sector operators involved in by-product processing.

Feed and raw material controls: In terms of sampling plans, monitoring and control plans are divided among feed manufacturers and raw material producers (plant and animal materials), distributors and farms. The competent authorities work together every year to update this plan based on prior years' results and the emergence of new risks as well as to organize the division of sampling. Each year, more than 2,700 samples are taken by the DGCCRF and DGAL. The distribution of analyses (feed / undesirable or banned substance) is subject to change depending on expertise and previous results.

III.3.2 – By-products

- **Animal by-products:** Controls of animal by-products and derivatives are managed by DGAL.

Key issues and priorities: When not intended for human consumption, all animal materials (land or marine) are covered by animal by-product regulations. The focus is on animal health protection and ensuring that such materials are not reintroduced into the human food chain, as well as compliance with conditions to ensure that only materials that are harmless to human or animal health can enter the feed sector.

Planning of controls: National planning is based on a risk analysis that sets out the frequency of controls of approved establishments. Following this analysis, establishments are divided into four risk categories, each with their own imposed site inspection frequency ranging from one to four years. In 2015, 626 establishments in France were approved for animal by-product activities; around 400 of them are inspected yearly as part of the national or local plan.

- **Plant by-products:** Controls of plant by-products incorporated into feed are managed by the DGCCRF.

Key issues and priorities: Numerous plant by-products are used in animal feed, such as oilcakes and oilseed meals (mixtures of dry matter obtained from crushing soya beans, rapeseed or sunflower seeds). These by-products must be checked to ensure they meet European hygiene standards. Within this framework, the DGCCRF handles controls to verify, for example, that these by-products do not exceed authorized limits of salmonella or undesirable substances (e.g., pesticides or heavy metals).

Planning of controls: National planning is based on a risk analysis that determines the frequency of controls and the priority by-products to inspect.

III.4 – Control of food placed on the market for human consumption and food contact materials

III.4.1 – Food safety

Key issues and priorities: The aim is to ensure a high level of consumer protection in terms of physical, microbiological and chemical health hazards in food. First, the health safety of food placed on the market must be controlled. Second, the overall operations of food production, processing and distribution establishments (regulatory compliance), their transport and storage means, and their self-check measures are verified.

To ensure the safety of food intended for human consumption and food contact materials, three control processes (detailed below) are used concurrently: monitoring and control plans (PSPC), on-site business controls and industry investigations.

In addition to these controls are:

- Occasional and seasonal actions that focus on certain activity sectors during a set period. For instance, specific “school holiday operations” and “year-end holiday operations” target sensitive activities (e.g., restaurants, food professionals) during these periods. The specific actions can also be planned locally by the prefect, public prosecutor or inspection services themselves based on a local risk analysis or following a report or complaint.
- The intensified control mechanism on imports of high-risk food (see Chapter III.5.1 – Import controls)

Planning of controls: Control actions are based on provisions in European regulations and findings from previous investigations. They mainly target animal products with a high risk potential for consumers and possible fraud. Controls take place at product distribution as well as upstream of manufacturers and importers within the framework of controls on first placements on the market.

The DGCCRF carries out controls especially for the following:

- Controls on pesticide residues and contaminants in plant foods (heavy metals, neoformed contaminants, radionuclides, etc.)
- Controls on hygiene practices of plant foods (at all stages of commercialization) and animal foods (at the distribution stage)
- Controls on food improvement agents (additives, flavourings and processing aids such as enzymes)
- Controls on food irradiation
- Controls on food contact materials
- Controls to ensure the absence of unauthorized GMOs

The DGAL mainly handles:

- Monitoring of microbiological health hazards (salmonella, campylobacter, norovirus)

- Monitoring of chemical health hazards (pesticides, dioxins and PCBs)
- Controls of slaughterhouses

Data gathered during controls, especially data from product monitoring and control plans, are shared with risk assessment agencies and help expand knowledge about food-borne risks.

III.4.1.1. Monitoring and control plans (PSPC)

Generally speaking, PSPCs are plans to check the compliance and safety of food. They are often drawn up based on European regulations as well as national concerns (if regulations are not standardized, as is the case with food contact materials). PSPCs cover two types of plans with different objectives:

- Monitoring plans aim to get a snapshot of the contamination status of the food chain or a given production sector with regard to a substance with a possible health risk. Monitoring is not targeted and results obtained from these plans are usually representative of the entire country. The objective of monitoring plans is not generally repressive.
- Control plans, however, target suspicious products or high-risk companies for a given type of production. The objective of these plans is generally repressive.

PSPCs cover operators ranging from processing companies to manufacturers and distributors. They focus on high-risk products and food chain stages and are based on ANSES and EFSA opinions and studies, which make it possible to target the main sources of hazard exposure for consumers. PSPCs are drawn up according to a risk analysis.

PSPCs are carried out by the DGCCRF and the DGAL in line with the division of competencies as set out between the two inspection authorities. The two organizations hold an annual meeting to discuss this topic. It should be noted that other PSPCs also target animal feed.

III.4.1.2. Controls of slaughterhouses

Controls of slaughterhouses, conducted by the DGAL and which include a significant number of obligatory controls, are a priority. In 2016, 263 beef slaughterhouses produced 1.5 million tonnes of meat and 1,008 poultry slaughterhouses (669 slaughterhouses and 339 on-farm slaughter rooms) produced nearly 1.8 million tonnes.

Given that all animals must be slaughtered before meat is placed on the market, inspectors can take samples and do analyses at slaughterhouses to detect non-compliance during rearing. The following in particular are controlled: environmental contaminants, residues of banned substances (anabolic steroids) and residues of veterinary medicinal products.

Some 2,600 inspection officers (official veterinarians and official technicians) inspect slaughterhouses with a view to ensuring public health. Inspections include direct controls of animals' health and the cleanliness of meat to ensure the meat is safe for consumption. A favourable control is documented with a health mark on each carcass.

Inspectors also ensure compliance with animal welfare regulations to prevent unnecessary stress on animals before and during slaughter, which also improves the health quality of meat. Official controls of sanitary conditions of slaughterhouse premises are carried out based on the slaughter health control plan. Inspections on compliance with animal protection regulations is planned for 2016–2018 for all beef slaughterhouses, including a comprehensive inspection of slaughter floors.

III.4.1.3. Controls of establishments handling food processing and first placement on the market

Establishments that oversee first placement on the market handle and process products in addition to supplying distribution circuits. The industrial and artisanal establishments that process and handle animal food products (meat, dairy, eggs and egg products, fishery products) as well as those that produce bottled water must be certified by a health authority following specific controls. France has more than 20,500 facilities that process animal food products, including 200 producers of raw milk sold directly to consumers and more than 100 water packaging companies.

This sector produces a considerable volume of products. Handling and processing such products are stages that present risks, both in terms of safety and fraud. Upstream intervention allows for effective controls before products enter the distribution circuit.

Controls are carried out as follows:

- The DGAL controls for hygiene in establishments producing animal food products and with activities subject to approval by the prefect. Controls may be conducted at a frequency of two controls per year to one control every other year depending on each establishment's risk rating. This risk rating

takes into account the theoretical risk of the activity, production volume and results of the prior inspection.

- In line with the same principle, the DGCCRF controls for hygiene in establishments without DGAL approval. It is also responsible for conducting controls on compliance with specific regulations at all establishments, regardless of whether they have DGAL approval. The DGCCRF assigns a risk rating to approved establishments that takes into account that they are controlled for hygiene by the DGAL. The frequency of these first placement on the market controls is determined based on the risks related to the companies' activities, product compliance and results from previous official controls. Contrary to the PSPCs, their aim is not to manage a specific risk but is much broader: during controls, the DGCCRF may verify compliance with all applicable regulations on products for which it is responsible (quality, safety, competition, fair trading and consumer protection). First placement on the market controls enable inspectors to detect and analyse risk, especially emerging risks, and to optimize their inclusion in monitoring and control plans.
- The DGS oversee controls on water packaging establishments, with the ARSs conducting around twenty inspections every year. Health controls include verifications of packaged water quality (natural mineral water, spring water and purified water), the inspection of facilities and controls of health measures implemented by the operator.

III.4.1.4. Controls of distribution operators and restaurants

The distribution and restaurant sector includes some 15,000 supermarkets, hypermarkets and specialized frozen foods stores; more than 8,000 warehouses; more than 230,000 retailers; nearly 220,000 commercial restaurants and almost 110,000 catering establishments, namely school cafeterias; as well as 1,068 establishments under the Ministry of Defence and the gendarmerie. Four competent authorities manage controls in this area (DGCCRF, DGAL, DGS and SSA). Controls of catering establishments are mainly conducted by the DGAL while the DGCCRF mainly performs controls of restaurants.

III.4.1.5. Industry inspections

In addition to PSPCs and first placement on the market controls, the DGCCRF carries out controls at various industry stages. This is especially the case with the food improvement agent sector. Industry inspections are carried out by the DGCCRF's SNE (national scope) as well as the DGAL's BNEVP.

In all, nearly 100,000 establishment inspections of hygiene and safety conditions are carried out every year, including more than 77,000 of establishments that provide food directly to final consumers (catering establishments, restaurants, retailers, markets, etc.; data from 2015). More than 75,000 samples are taken yearly along the entire food chain, including bottled water.

III.4.2. – Fair trading of commercialized food and European quality logos

General controls: Controls by the DGCCRF aim to ensure compliance with existing regulations:

- European: health claims, children's food, meat, fishery products, European quality logos (joint controls with INAO), European "mountain product" label, labelling of GMOs in food and feed, eggs, milk, olive oil, etc.
- National: ciders, national certifications (*Label Rouge*, product compliance certificates, "farmhouse" products, etc.), various other claims, "GMO-free", honey, etc.

The DGCCRF controls labelling and composition rules at all stages as well as protected names of all types of products. Traceability controls are also performed. Inspectors look for evidence of food fraud and unfair practices, which have an implicit impact on food safety and which hinder fair trading and competition between operators. It should be noted that this type of fraud may harm consumer safety, for example when allergenic ingredients are not indicated on a label.

The DGCCRF's risk analysis takes into account new regulations (legibility, labelling of allergens and nano-ingredients, etc.), the results of controls from prior years and any reports received. An annual plan (national, regional and local) is drawn up based on reports and identified risks.

Specific controls on European quality logos: Controls of products with European quality and origin logos (organic, PDO, PGI, TSG) are an important focus for France, which produces a substantial number of these products. This document does not cover PDO/PGI products from the viticulture sector, which fall outside the scope of Regulation (EC) No. 882/2004.

III.4.2.1 – Organic farming

Organic farming production must comply with standards set out in European regulations, and for certain aspects and specific sectors, French legislation. Around 40,000 operators (producers, processing companies, distributors, importers), including nearly 26,500 farms (i.e., 5.6% of all farms) are involved in organic farming in France.

Controls on operators before placing products on the market fall to INAO. Controls of commercialized products are the responsibility of the DGCCRF, which can conduct inspections at any production stage.

Key issues and priorities: In May 2013, the Ministry of Agriculture launched the “Ambition Bio 2017” programme, with a view to promoting the development and organization of the organic sector by doubling farmed surface areas and significantly increasing French consumption of organic products. Controls focus on ensuring consumer and user trust of products with an official organic label (European and/or French logos) as production and consumption begin to rise.

Priorities are on French-based operators’ compliance with production rules and on labelling rules.

Planning and execution of controls:

- **Operator controls before placement on the market:** Operator controls are conducted by inspectors from certification bodies (CBs) accredited by the COFRAC and approved by INAO.

They are performed based on the CB’s control plan (which includes risk analysis conditions) as approved by INAO. Any deficiencies observed by the CB during the controls are handled according to provisions in the national index of measures to be applied in the event of irregularities or infractions (established by INAO). Each CB may also apply specific measures with regard to sectors covered by French technical specifications for organic farming.

The control plans of each certification body stipulate at least one physical inspection per year per operator, in line with European requirements. Additionally, CBs carry out a risk analysis according to three basic criteria (results of previous inspections, quantity of products concerned and the risk for exchange of products) to determine the operators that should undergo additional testing, inspections and unannounced visits and from which samples must be taken (excluding suspicions of fraud). Other criteria, such as operators handling mixed products (organic/non-organic products) or recent commitment to organic production may be applied.

In 2014, the total number of inspection visits conducted under the authority of INAO (physical controls, sampling, additional testing) was 40,259 for producers, 107 in aquaculture animal production units, and 16,572 in processing establishments. An additional 6,317 controls of distributors and 235 controls of importers were also performed. The number of controls should increase as national production rises.

- **Controls of commercialized products:** The DGCCRF controls the veracity of information on commercialized products (French and international) featuring organic farming claims. For all inspections combined (national, regional, local), around one thousand operators are controlled every year at all industry stages (production, processing, distribution, restaurants, online sales, imports). An annual national control plan focuses especially on operators exempt from certification, operators who have had their certification withdrawn by their certification body, fraud detection and high-risk sectors identified during previous inspections. The controls aim to ensure compliance with certification and production rules (for French products) as well as labelling compliance. Additionally, the DGCCRF draws up a control plan for pesticide residue in organic products. Products are targeted based on non-compliance observed during previous inspections and information on fraud risk identified in country/product matrices.

III.4.2.2 – Protected Designation of Origin, Protected Geographical Indication, Traditional Speciality Guaranteed

Productions recognized with European quality logos (Protected Designation of Origin – PDO, Protected Geographical Indication – PGI, Traditional Speciality Guaranteed – TSG) must meet specific rules laid out in technical specifications.

As of 31 December 2015, France had registered 128 PGIs for agri-food products, 50 PDOs for dairy products (mainly cheese) and 47 PDOs for other agri-food products (fruits, vegetables, olive oil, etc.). A single TSG was registered in 2015: bouchot mussels.

Official controls are carried out on products registered in France as well as all products sold in France, regardless of origin (France, Europe or third countries).

Key issues and priorities: The focus of these controls is to ensure consumer and user trust of products with official PDO, PGI and TSG logos. INAO has put written procedures into place regarding controls for operators and certification bodies.

Planning and execution of controls:

- **Operator controls before placement on the market:** Operator controls are conducted by COFRAC-accredited and INAO-approved certification bodies for each logo (PDO, PGI, TSG) and product category. INAO has put written procedures into place regarding controls for operators and certification bodies (CBs).

These controls are performed based on a control plan drawn up by the INAO-approved CB responsible for the European quality logo product. Each control plan details the conditions for compliance controls on technical specifications, which are carried out at all stages of production and on the product itself according to a determined frequency.

These controls may be physical or of documents and both on or off-site. Analytical controls are also conducted by INAO-approved laboratories. When necessary, and in line with provisions in the technical specifications, blind organoleptic examinations of the relevant products may be carried out by trained experts.

Control frequencies are set during INAO's approval process of control plans for each product. Frequencies may vary from official controls depending on product volume or due to increased controls following results from previous years and information provided by producer groups from internal controls. A frequency that takes into account non-compliance risks can be set at the national level by operator category within a sector.

In 2014, for the 121 PGIs, control plans for 95% of agri-food PGI specifications were completed at over 90%. In all, nearly 68% of plans were realized at 100% or more. For the 96 PDOs, 93.8% of agrifood PDO specifications were verified at over 90%. The first French TSG's control plan was fully completed.

- **Controls of commercialized products:** The DGCCRF controls the veracity of information on commercialized products of all origins (French or international) with PDO/PGI/TSG claims (including products using PDO/PGI/TSG ingredients). For all inspections combined (national, regional, local), around one thousand operators are controlled every year at all industry stages (production, processing, distribution, restaurants, online sales, imports), while efforts are made to not interfere with INAO controls. An annual national control plan focuses especially on operators not controlled by INAO, operators who have had their certification withdrawn by their certification body, fraud detection and high-risk sectors identified during previous inspections. Risk analysis also takes into account the results of previous controls, knowledge of the regional economic landscape and issues reported by INAO and foreign competent authorities. Controls verify compliance with certification, labelling, product composition and traceability, national transitional protections and transitional periods. Inspectors also look for misuse or imitation of the PDO/PGI/STG brand reputation, misrepresentation and fraud. Finally, the DGCCRF ensures that original rules in European regulations are properly put into place (e.g., regulation on information to consumers and regulations on the common organization of markets).

III.5 – Controls on European and international trade

III.5.1 – Controls on imports

The single market moved the sanitary and phytosanitary borders to the EU borders and established obligatory control points upon entering EU territory. In most cases, imports of animals, plants and products from non-EU countries must be declared at border inspection posts that have the necessary inspection facilities and competent personnel before passing through customs. These border inspection posts are located near borders where there is a high volume of traffic (shipping ports, international airports and major highways). For instance, 80% of incoming traffic to EU territory via France comes through Roissy-Charles de Gaulle airport and Le Havre and Marseille-Fos shipping ports.

Veterinary controls of animals and animal products aim to protect human and animal health from infections, zoonotic diseases or chemical contamination that may be linked to imported food products. These controls include a systematic documentary check (health certificate) and identity check. They are carried out by the SIVEP (national authority under the DGAL), which is responsible for veterinary and phytosanitary border inspections. In the case of livestock, physical checks are systematic, whereas for animal products the physical checks are carried out with varying frequency, determined by the level of health risk for each product type.

Several **foodstuffs of non-animal origin**, subject to controls by the DGCCRF, are imported into the EU each year. Vigilance is essential to ensure they conform to European health requirements. For example, this means making sure levels of pesticide and contaminant residues (salmonella, mycotoxins, radionuclides, etc.) do not exceed authorized levels. The same rule applies to food contact materials, some of which require specific monitoring due to the risk of chemical substance migration. To prevent non-compliant food products or food contact materials entering the single European market, there are mechanisms that are designed to:

- Identify high-risk products
- Adopt standardized control regulations to prevent non-compliant products from entering the market and prevent products unapproved by one Member State to enter the European market via another Member State
- Carry out checks within Member States

These checks ensure there is inspection pressure on importers at every designated point of entry or import (DPE/DPI) in the EU. In France, controls on imported food of non-animal origin are handled by the DGCCRF and carried out by officials within the DD(CS)PP/DIRECCTE, in cooperation with the DGDDI. They are discharge controls carried out before the goods are released for free circulation. The DGDDI checks the presence and validity of the common entry document (CED) when the goods are released for free circulation. Import controls may also concern fair trading rules for food imports: this is the case for the controls carried out on imported organic foodstuffs.

As such, Commission Implementing Regulation (EU) 2016/1842 of 14 October 2016 provides for physical controls as well as document and identity checks, and the issuing of an inspection certificate through TRACES, an approach that must be taken into consideration to organize controls.

Consignments of **animal feed not of animal origin** are controlled by the SIVEP under the DGAL at designated points of entry; there are 19 DPEs in France, four of which in overseas departments.

Lastly, **controls of plants and plant products** are intended to keep people safe from infections or chemical, physical and microbiological contaminations, as well as ensure plant health to protect the environment and agriculture. For these phytosanitary aspects, document and identity checks are systematic and accompanied by a physical check at a frequency determined by the level of phytosanitary risk. These controls are carried out by the SIVEP under the DGAL.

For all types of controls, physical checks may require samples to be taken for analysis.

Once a consignment has been approved by a French border inspection post, it may circulate throughout the entire EU, excluding animals and certain animal by-products which fall under specific regulations. Non-compliant consignments (between 0.6% and 1.5%) shall be refused at the EU point of entry and shall either be destroyed (specifically when they carry a risk to human or animal health or to crops) or sent back to the non-EU country of origin. Furthermore, the European Commission and all EU Member States are informed and controls may be made stricter at all EU border inspection points as a result. On a case-by-case basis, import conditions may be revised, and a ban on imports may also be established.

Every year the SIVEP (DGAL) controls approximately 3,500 consignments of live animals (aquarium fish, day-old chicks, horses, zoo animals, etc.). Similarly, almost 38,000 consignments of animal products originating in non-EU countries are controlled by the SIVEP yearly (70% of fishery products). Concerning feed not of animal origin, over 2,300 consignments are controlled each year (additives, oilseed cakes, vitamins and minerals, etc.). Lastly, over 40,000 consignments of plants and plant products are controlled for phytosanitary aspects (fruit and vegetables, wood, wood packaging, seeds, plants, flowers and cuttings) every year.

III.5.2 – Export certification

Rising international trade increases the risk for undesirable organisms or materials to be introduced and spread. Mechanisms have been put in place to ensure products conform to legislation.

First, the international community has developed mechanisms that protect populations, animals, plants and the environment from harmful organisms, diseases, toxins and other dangers. The World Trade Organization (WTO) is supported by three standard-setting organizations that secure the export of sanitary and phytosanitary products: the International Plant Protection Convention (IPPC), the Codex Alimentarius and the World Organisation for Animal Health (OIE). When required by the import country's regulation, animals and products of animal origin to be exported must be accompanied by a health certificate, while plants, plant products or other by-products for export must be accompanied by a phytosanitary certificate.

Key issues and priorities: Exports of agri-food products is worth around €60 billion, with a trade surplus of €9 billion. All products likely to require health or phytosanitary certificates account for an export revenue of approximately €30 billion (French statistics agency for foreign trade – 2015). The DGAL's priority, together with FranceAgriMer, is the ongoing development of a new application for exports, Expadon 2, which will enable users to consult information on sanitary and phytosanitary requirements in the importing country and make an online request for a health or phytosanitary certificate for exports. It is expected to be operational in 2017.

Planning of controls: All products requiring health or phytosanitary certificates are subject to a systematic documentary check by the DGAL's inspection services. The decision to conduct physical checks is determined by a risk analysis that takes into account a variety of criteria, such as the product type, results of business inspections and their levels of health and phytosanitary control.

The DGCCRF issues certificates for export when requested. This system enables businesses to prove to non-EU countries that they are regularly inspected and that their products are suitable for consumption and comply with French regulations.

Each year, approximately 300,000 health certificates and 70,000 phytosanitary certificates are issued by devolved services (DD(CS)PP, DIRECCTE and DRAAF/SRAL).

III.5.3 – Certification for trade with other EU Member States

For live animals and animal by-products, internal EU trade certification complies with the standardized framework set by European regulation. For live animals, official veterinarians appointed within the DDPPs handle certification. Certification can also be carried out by independent veterinarians that have been granted a public health mandate to conduct physical inspections prior to certification.

As of 1 January 2016, a new procedure has been established for bovine trade certification. The new procedure employs public health veterinarians, duly trained and mandated by the prefects to carry out the full certification process. In all, 348 veterinarians were mandated on 1 January 2016.

IV – HANDLING REPORTS/ALERTS AND EMERGENCY RESPONSE PLANS

IV.1 – Follow-up and handling by the competent authorities of reports, alerts and crises that present a health hazard

The number and scale of health alerts and crises varies every year. In 2015, just over 1,500 food and feed alerts were monitored, occasionally resulting in market withdrawals and/or product recalls. Approximately 1,350 sites of collective food poisoning outbreaks plus 140 human infection outbreaks linked to food were investigated. The plant health and animal health situation, in terms of the main diseases with an active response plan, is particularly variable depending on the year. In 2015, for example, the major animal health crises were linked to highly pathogenic avian influenza in poultry, namely for the fat palmiped sector (64 infection sites at the end of 2015) and bluetongue disease in ruminants (185 infection sites at the end of 2015). As for plant diseases, at the end of 2015 there were 237 outbreaks of *Xylella fastidiosa* in Corsica and 6 in the Provence-Alpes-Côte d'Azur region.

This is a major issue in consumer, animal and environmental protection.

The competent authorities – DGAL, DGCCRF and DGS – must therefore have the necessary resources to swiftly and efficiently handle and coordinate these alerts and crises.

Each devolved service in charge of health matters is equipped with an alert cell or operation point of contact.

The central branches of the competent authorities are equipped with an operations and alert monitoring centre where information on alerts issued in France are centralized:

- Mission for Health Emergencies (MUS) at the DGAL
- Alert Unit at the DGCCRF
- Health Monitoring and Security (VSS) sub-directorate at the DGS

Devolved services and other government agencies, ANSES, operator reports or foreign agencies (through the Rapid Alert System for Food and Feed – RASFF in the EU, the International Food Safety Authorities Network – INFOSAN for non-EU or bilateral trade partners) generally handle this work. Among other things, they are responsible for receiving and processing alerts and reports and handling health crises.

Concerning food, the Mission for Health Emergencies and the Alert Unit oversee product and operator crises and alerts as a matter of priority. They are the two French points of contact for RASFF. The French emergency point of contact for INFOSAN is at the DGAL Mission for Health Emergencies.

The DGAL services alone work with the operators for animal health and plant health matters.

At the DGS, the VSS is tasked with collecting, recording and handling human health alerts, directing and coordinating the ARSs alert management network, and preparing the response to large-scale health hazards. It is equipped with an operations centre for receiving and regulating responses to health and social emergencies (CORRUSS), which is the only entry point for reports sent by ARSs, Santé publique France, foreign health authorities, the WHO, the European Commission and the European Centre for Disease Prevention and Control (ECDC), as part of the application of the International Health Regulations (IHR) and the Early Warning Response System (EWRS) networks, for which the DUS (sub-directorate of the VSS) is the national contact point.

A coordination and management cell for food-related crises and alerts is set up when needed (alert of an unusual scale requiring inter-ministerial coordination, or the existence of grouped human cases, or an emerging phenomenon) in order to rapidly share information and work jointly to determine the actions to

take. The administration that activates the cell is the DGS if there are human cases, and in other cases, the DGAL or the DGCCRF depending on the food and/or hazard in question.

These three alert management cells coordinate on the national responses in situations that require it, in cooperation with the health agencies in charge of health monitoring (Santé publique France) or assessing food risks (ANSES).

Overall, the division of responsibility among the various authorities for handling reports and alerts is identical to that for carrying out controls (see Section II.1.2).

In the SSA, the organization of information flows between the DGAL and the DCSSA is outlined in the DGAL-DCSSA cooperation agreement. The veterinary office of the DCSSA receives, if necessary, health alerts sent by the DGAL and transfers them to the military veterinary service, which is responsible for disseminating the information at the regional level. If a proven risk is identified by a military veterinary structure, the alert is given to the competent inter-ministerial departmental management together with information from the regional directorate of the SSA concerned and the DCSSA.

The customs authority, the DGDDI, can intervene in crises affecting consumer protection, public and animal health and environmental protection. The terms of cooperation and intervention are set out in the cooperation agreements established between the DGDDI and the DGAL and between the DGDDI and the DGCCRF.

IV.2 – Handling by the competent authorities of alerts and crises that present no health hazard

In addition to alert and crisis management, the following issues are also handled by the competent authorities:

- Alerts concerning organic food production: The DGCCRF and INAO, in conjunction with the Ministry of Agriculture, handle reports concerning organic production. In the event of an alert, the DGCCRF intervenes for marketed products and INAO promotes cooperation between the CBs to share and communicate the information, and if the need arises, coordinate their actions. If necessary, an emergency meeting with the representatives of the competent government agencies is organized to determine the actions to take, the timeline and follow-up methods.

- Food fraud: To handle reports related to food fraud identified in France, the DGCCRF has set up a “Vigie-Fraudes” network. Under this system, all officers working for services that carry out duties that fall under the DGCCRF’s competency and who detect a possible case of fraud can write up a fraud information sheet. The information is processed by the DGCCRF’s national investigation service.

- Other reports/non-compliance with regulation which present no health hazards: these situations are handled in accordance with the division of competences among inspection services.

IV.3 – The role of the departmental prefects in crisis management

The government is represented in each department by a prefect who is the only custodian of state authority in the locality, representing the Prime Minister and ministers. The prefect is the head of the devolved state services.

Generally, when a situation shows signs of a crisis that could jeopardise public order, French law (Article L2215-1 of the General Code for Local Authorities) vests the prefect with specific powers. For some or all towns in the department, the prefect may take any measures necessary to maintain hygiene, safety and public tranquillity not already implemented by municipal authorities.

Furthermore, certain specific health-related situations call for the activation of emergency plans prepared by the department prefect, in cooperation with the authorities, services and bodies that are competent to take safeguard measures or which have the resources to deal with specific risks. When dealing with any event, the prefect is supported by the ORSEC facility (civilian security response organization), designed to engage and coordinate, under the prefect’s authority, civilian security actors above and beyond these services’ usual or everyday response level. The aim is to enhance the preparation of all actors, both public and private, capable of taking action in the field of population protection. In exceptional circumstances, the prefect can call for military support by addressing a request to the military delegate for the department (DMD) or the joint staff for the regional defence zone where the department in question is located.

IV.4 – Interdisciplinary services and plans

IV.4.1 – Handling human health alerts of food or animal origin

At the local level, information shared between the various relevant actors in the event of a public health threat is set out in Article L1413-15 of the French Public Health Code. The director-general of the ARS immediately brings any reports to the attention of the institute for public health surveillance and the state representative in the department.

The operational arrangements for the implementation of these services are set out in the ARS-Prefect protocol framework established under Article R.1435-2 of the French Public Health Code. The ARSs are responsible for organizing the handling of health alerts in the region and coordination with the actors involved.

At the national level, management protocols of general or specific scope set out the cooperation procedures between the relevant authorities. In the event of a large-scale alert, the authorities in charge of handling an occurrence of food-borne or animal-borne diseases, the bodies involved in assessing health risks (e.g., Santé publique France, ANSES) and the relevant reference laboratories can therefore be quickly brought together to organize the investigation and coordinated management of the event. The handling of the event may require an opinion referral to ANSES.

IV.4.2 – CBRN Defence Plan

To anticipate and deal with the threat of terrorist action through biological or chemical methods, a government plan to combat CBRN (chemical, biological, radiological and nuclear) terrorism was drawn up and implemented in each department.

This plan is comprised of two parts:

- A core element, classified confidential, contains the CBRN early warnings and alert response procedures
- Non-classified specific sections made up of information sheets on the pathogenic agents covered by the Biotox plan, guides, circulars and protocols.

Considering that food and water are possible vectors of biological and chemical contaminants, the Ministries of Health and Agriculture helped draw up this plan. Its implementation in departments throughout France involves several devolved state services.

IV.5 – Specific plans

IV.5.1 – Food for human consumption – product alerts

The DGAL, DGCCRF and the DGS put together a guide to explain how food chain suppliers and government bodies handle food-borne disease alerts. Representatives of food chain suppliers and their professional organizations also contributed. The guide deals specifically with alert situations involving identified products or batches of products.

These instructions typically take a four-stage approach:

- Alert and evaluation of the situation
- Notification of the alert
- Handling the alert (and in particular the measures for plant production)
- Exiting the alert situation

IV.5.2 – Animal feed – dealing with salmonella

A protocol for handling salmonella alerts in animal feed was drawn up. It is the result of a joint effort between the DGAL, the DGCCRF and professional organizations representing animal feed industry operators. This protocol sets out the handling procedures for batches of inputs or finished products in which contamination has been detected.

IV.5.3 – Animal health – emergency response plans

The aim of preparing emergency response plans to deal with major epizootic diseases at the central government level and implementing them in departments is to prepare for health management crises related to foot-and-mouth disease, bird flu (Newcastle disease and avian influenza), swine flu and bluetongue disease. From 2016, these plans were aligned with the ORSEC national scheme applied to natural disasters, technological incidents, everyday accidents and health crises.

The emergency response plan to deal with major epizootic diseases, based on general planning and crisis management principles, follows five phases:

- Identifying the risk of epizootic disease occurrence, which implies knowledge of all information relative to the disease
- Setting up the human resources and equipment to prevent this risk or mitigate the consequences
- Updating and upkeep of plans – including the training of relevant actors (alert exercises) – are an integral part of organization
- A dedicated crisis management phase
- A return-to-normal phase, accompanied by crisis management feedback and, if necessary, an improvement in response planning

These plans are based on a central aspect common to all epizootic diseases – response organization – which comprises:

- Drafting legislative and regulatory measures common to all emergency plans
- Defining the responsibilities of institutional and professional partners (particularly public health veterinarians and livestock professionals)
- National and departmental crisis cells set up in the event of an epizootic outbreak

IV.5.4 – Animal welfare

Given their specific nature, crises concerning animal welfare emergencies are handled at department level, under the authority of the prefect. Sometimes national support is required.

IV.5.5 – Plant health

Instructions describe the measures to be taken in the event of an outbreak that is harmful to plants, typically dealt with in four stages:

- Alert and evaluation of the situation
- Notification of the alert
- Handling the alert (and in particular the measures for plant production)
- Exiting the alert situation

IV.6 – Cooperation between Member States when handling non-compliant food products

Crisis situations and health alerts are handled via the European Rapid Alert System for Food and Feed (RASFF).

TRACES (Trade Control and Expert System) is a tool for monitoring animal movements during import and trade between Member States, as well as for a large number of products, mainly of animal origin. It enables Member States to keep informed of rejected consignment imports.

In the event of non-compliance in marketed food products that present no health hazard, Member States can communicate with each other to share information and collaborate via different networks:

- The Administrative Assistance and Cooperation (AAC) system provides a way to communicate, if necessary, with other Member States' inspection services on issues related to non-compliant foodstuffs. In France, the DGAL and the DGCCRF are the two points of contact for this system. Under this system, the European Commission set up the European Food Fraud Network (FFN). The DGCCRF and the DGAL are also the points of contact for France for any fraud in the system. This network, which specializes in combating fraudulent practices in the food industry, was set up by the European Commission in 2013 in the aftermath of the horsemeat scandal.
- The Organic Farming Information System (OFIS), for which the point of contact is the Ministry of Agriculture's Directorate General for the Economic and Environmental Performance of Enterprises, which supervises the INAO. The DGCCRF also helps handle reports via OFIS.

V – EUROPEAN AND INTERNATIONAL ACTIONS

V.1 – Joint actions with European institutions and international organizations

The competent ministerial authorities each contribute to the work of international organizations in their respective fields of competence.

They are responsible for following up on the work carried out by the WTO as part of the agreement on the application of sanitary and phytosanitary measures (SPM agreement). This international agreement aims to facilitate trade by limiting unjustified sanitary and phytosanitary barriers, while recognizing individual countries' rights to adopt the necessary measures to protect human, animal and plant health. Similarly, the ministerial authorities also contribute to the activities carried out by the Codex Alimentarius (FAO/WHO), and specifically for the DGAL, the OIE, the IPPC (FAO) and the EPPO, namely by drafting international health standards recognized by the WTO, monitoring the geographic distribution of organisms harmful to plants and animal diseases, and the promotion of safe and effective control methods.

Furthermore, the competent authorities participate or contribute to the work of EU institutions (Council, Parliament, Commission and Court of Justice), including preparing the Council of Ministers (particularly the health component), participating in meetings between the heads of veterinary and phytosanitary services, the Council and Commission's expert groups and the Standing Committee for Plants, Animals, Food and Feed (PAFF Committee).

They also monitor the negotiations relative to health rules in the enlargement of the European Union to new Member States (Chapter 12 of the acquis).

Lastly, they follow up on the bilateral agreements between the European Union and non-EU countries on health and phytosanitary issues.

In particular, the DGAL is also responsible for bilateral negotiations with non-EU countries to open up markets that are closed to French products due to health or phytosanitary reasons. For example, it cooperated with FranceAgriMer to set up a system of prioritization for country/product pairs to be focused on in negotiations. This priority is established during export committees (five specialized committees per sector), with the approval of the professional bodies and according to market opportunities and expected negotiating difficulties. It works closely with the economics services of French embassies abroad, and more specifically the agricultural advisors posted to those embassies. It regularly meets with its foreign counterparts, either by travelling to non-EU countries, or by organizing bilateral meetings during international events, such as the OIE's general session and the IPPC's Commission on Phytosanitary Measures.

V.2 – Promoting French expertise internationally

There is high demand for expertise from French authorities in the fields of health and phytosanitary security and on fair trading practices. The competent authorities are tasked with fulfilling these requests, particularly by directing cooperation or technical assistance internationally.

INAO conducts similar activities to control quality and origin logos. It provides specific support to the set-up of quality control systems in several non-EU countries which include a component on controlling product specifications. The DGCCRF contributes on occasion to this action.

The DGAL replies to numerous requests for cooperation or technical assistance missions internationally, and for experts from the DGAL and devolved services.

The DGCCRF has an "international cooperation" cell which is regularly called on, capable of providing expertise in all of its fields of competence.

The promotion of French expertise abroad in the health field comes through two public interest groups to which the DGAL belongs: France vétérinaire international (FVI) for the veterinary sector and Adecia for the phytosanitary sector (and the rest of the agricultural sector). INAO is a member of the Adecia public interest group. French expertise is enhanced through its proposals in EU calls for tender (twinning and technical assistance) and other national and international financiers.

APPENDICES

Appendix 1 – Competent authorities contact information and main legal texts on their assigned missions

General directorate for food (DGAL) at the ministry in charge of agriculture - *Direction générale de l'alimentation (DGAL) au ministère en charge de l'agriculture*
251 rue de Vaugirard – 75732 Paris Cedex 15
Website : <http://agriculture.gouv.fr/>

General directorate for competition policy, consumer affairs and fraud control (DGCCRF) at the ministry in charge of economy - *Direction générale de la concurrence de la consommation et des fraudes (DGCCRF) au ministère chargé de l'économie*
59 boulevard Vincent Auriol – 75703 PARIS CEDEX 13
Website : <http://www.economie.gouv.fr/dgccrf>

General directorate for health (DGS) at the ministry in charge of health - *Direction générale de la Santé (DGS) au ministère chargé de la santé*
14 avenue Duquesne – 75350 PARIS SP 07
Website : <http://social-sante.gouv.fr/>

National institute for origin and quality (INAO) - *Institut national de l'origine et de la qualité (INAO)*
12 rue Henri Rol Tanguy – 93100 Montreuil Sous Bois
Website : www.inao.gouv.fr/

Central directorate of the army health service (SSA) at the ministry in charge of Defence - *Direction centrale du service de santé des armées (SSA) au ministère chargé de la défense*
Fort Neuf de Vincennes – Cour des maréchaux – 75614 Paris Cedex 12
Website : <http://www.defense.gouv.fr/>

For the main texts defining missions and remit of those services, consult Légifrance (<http://www.legifrance.gouv.fr/>), the official website of the French government for the publication of legislation, regulations, and legal information, and on each of the competent authorities websites.

Cross-disciplinary legislation :

Decree of the 29th of April 2004 on the powers of Prefects and the State organisation in regions and departments (*Décret du 29 avril 2004 relatif aux pouvoirs des Préfets et à l'organisation des services de l'État dans les régions et les départements*)

Decree n°2009-1484 of the 3rd of December 2009 on interministerial departmental directions (*Décret n° 2009-1484 du 3 décembre 2009 relatif aux directions départementales interministérielles*)

Decree n°2010-1582 of the 17th of December 2010 on the organisation and missions of State services in department and regions overseas, at Mayotte Saint Pierre and Miquelon (*Décret n° 2010-1582 du 17 décembre 2010 relatif à l'organisation et aux missions des services de l'État dans les départements et les régions d'outre-mer, à Mayotte et à Saint-Pierre-et-Miquelon*)

Ministry of agriculture, agrofood and forestry : DGAL et INAO

Maritime fishing and rural code – Book II (veterinary public health and plant protection) (*Code rural et de la pêche maritime – Livre II (santé publique vétérinaire et protection des végétaux)*)

Maritime fishing and rural code – Book VI (productions and markets) (*Code rural et de la pêche maritime – Livre VI (productions et marchés)*)

Decree n°84-428 of the 5th of June 1984 on the creation, organisation and functioning of the French Research Institute for Exploitation of the Sea (*Décret n° 84-428 du 5 juin 1984 relatif à la création, à l'organisation et au fonctionnement de l'Institut français de recherche pour l'exploitation de la mer (IFREMER)*)

Decree n°2008-1406 of the 19 of December 2008 on organisation and remit of regional directorate for food, agriculture and forestry and regional and interdepartmental directorate for food, agriculture and forestry of Ile-de-France (*Décret n° 2008-1406 du 19 décembre 2008 relatif à l'organisation et aux attributions des directions régionales de l'alimentation, de l'agriculture et de la forêt et de la direction régionale et interdépartementale de l'alimentation, de l'agriculture et de la forêt d'Ile-de-France*)

Decree n°97-156 of the 19th of February 1997 on organisation of decentralised services of maritime affairs (*Décret n°97-156 du 19 février 1997 portant organisation des services déconcentrés des affaires maritimes*)

Decree n°2008-636 of the 30th of June 2008 on the organisation of the central administration of the ministry in charge of agriculture, food and forestry (*Décret n°2008-636 du 30 juin 2008 fixant l'organisation de l'administration centrale du ministère chargé de l'agriculture, de l'alimentation et de la pêche*)

Decision of the 30th of June 2008 on the organisation and remit of the general directorate for food (*Arrêté du 30 juin 2008 portant organisation et attributions de la direction générale de l'alimentation*)

Decision of the 28th of December 2009 on the creation of a service of national competence called « Veterinary and phytosanitary inspection service at borders » (*Arrêté du 28 décembre 2009 portant création d'un service à compétence nationale dénommé « service d'inspection vétérinaire et phytosanitaire aux frontières (SIVEP) »*)

Ministry of economy and finances : DGCCRF

Consumer code

Decree n°2001-1178 of the 12th of December 2001 on the General directorate for competition policy, consumer affairs and fraud control (*Décret n° 2001-1178 du 12 décembre 2001 relatif à la direction générale de concurrence, de la consommation et de la répression des fraudes*)

Decision of the 21th of June 2011 on the organisation of the central administration of the General directorate for competition policy, consumer affairs and fraud control (*Arrêté du 21 juin 2011 portant organisation de l'administration centrale de la direction générale de la concurrence, de la consommation et de la répression des fraudes*)

Decision of the 14th of March 2006 on the creation of a service with national competency called « laboratories joint service of ministry of economy, finances and industry » (*Arrêté du 14 mars 2006 portant création d'un service à compétence nationale dénommé « service commun des laboratoires du ministère de l'économie, des finances et de l'industrie »*)

Decision of the 3rd of February 2014 on the competence of laboratories of the laboratories joint service to proceed to the analysis and trials based on the article R. 512-31 of the consumer code (*Arrêté du 3 février 2014 fixant la compétence des laboratoires du service commun des laboratoires à procéder à l'analyse et aux essais en application de l'article R. 512-31 du code de la consommation*)

Decree n°2009-1377 of the 10th of November 2009 on the organisation and missions of the regional directorates for companies, competition, consumption, work and employment (*Décret n° 2009-1377 du 10 novembre 2009 relatif à l'organisation et aux missions des directions régionales des entreprises, de la concurrence, de la consommation, du travail et de l'emploi - DIRECCTE*)

Decree n°2009-1630 of the 23rd of December 2009 on the creation of a service with national competency named « investigation national service » (*Décret n° 2009-1630 du 23 décembre 2009 portant création d'un service à compétence nationale dénommé « service national des enquêtes »*)

Ministry in charge of health : DGS

Public health code – Book III on health and environment protection (*Code de la Santé publique – Livre III Protection de la santé et environnement*)

Law n°2009-879 of the 21st of July 2009 on the reform of hospital and patients, health and territories – State decentralised administrations (*Loi n°2009-879 du 21 juillet 2009 portant réforme de l'hôpital et relative aux patients, à la santé et aux territoires / Administrations déconcentrées de l'Etat*)

Decree n°2000-685 of the 21st of July 2000 on the central organisation of the ministry of employment, solidarity and remit of other services (*Décret n° 2000-685 du 21 juillet 2000 relatif à l'organisation centrale du ministère de l'emploi et de la solidarité et aux attributions de certains services*)

Decision of the 6th of April 2016 on the organisation of the general directorate for health (*Arrêté du 6 avril 2016 portant organisation de la direction générale de la santé*)

Decree n°2010-336 of the 31st of March 2010 on the creation of the regional health agencies (*Décret n° 2010-336 du 31 mars 2010 portant création des agences régionales de santé*)

Decree n°2010-786 of the 8th of July 2010 on the national control of regional health agencies (*Décret n° 2010-786 du 8 juillet 2010 relatif au pilotage national des agences régionales de santé*)

Decree n°2010-338 of the 31st of March 2010 on the relations between State's representatives in department, defense zone and region and the regional health agency for application of articles L. 1435-1, L. 1435-2 et L. 1435-7 of the public health code (*Décret n° 2010-338 du 31 mars 2010 relatif aux relations entre les représentants de l'Etat dans le département, dans la zone de défense et dans la région et l'agence régionale de santé pour l'application des articles L. 1435-1, L. 1435-2 et L. 1435-7 du code de la santé publique*)

Decree n°2010-344 of the 31st of March 2010 drawing conclusions, at regulatory level, of the effects of the law n°2009-879 of the 21st of July 2009 on the reform of hospital and patients, health and territories (*Décret n° 2010-344 du 31 mars 2010 tirant les conséquences, au niveau réglementaire, de l'intervention de la loi n°2009-879 du 21 juillet 2009 portant réforme de l'hôpital et relative aux patients, à la santé et aux territoires*)

Ministry of Defence : DCSSA

Maritime fishing and rural code – Book II (feeding, veterinary public health and plant protection), Title III and II (sanitary mandate) (*Code rural et de la pêche maritime – livre II (alimentation, santé publique vétérinaire et protection des végétaux), titre III et titre II (mandat sanitaire)*)

Defence code (*Code de la défense*) : articles R.3233-1 to R.3233-4

Decree n°2008-933 of the 12th of September 2008 on the particular status of the army practitioners (*Décret n° 2008-933 du 12 septembre 2008 portant statut particulier des praticiens des armées*)

Ministerial instruction n°149/DEF/DCSSA/AST/VET on the organisation and functioning of the armies veterinary services and veterinary support outside mainland (*Instruction ministérielle n°149/DEF/DCSSA/AST/VET relative à l'organisation et au fonctionnement des services vétérinaires des armées ainsi que du soutien vétérinaire hors métropole*)

Ministerial instruction n°3228/DEF/DCSSA/AST/VET of the 24th of November 2005 on the organisation and functioning of the quality service for the exercise of veterinary competences linked to the armies health service (*Instruciton ministérielle n°3228/DEF/DCSSA/AST/VET du 24 novembre 2005 relative à l'organisation et au fonctionnement de la cellule qualité pour l'exercice des compétences vétérinaires rattachées au service de santé des armées*)

Appendix 2 – Performance management : objectives and indicators linked to official controls

Objectives and indicators of the competent authorities that can be found in the official budgetary documents submitted to the Parliament when voting public finance laws.

Mission	Budgetary programme	Competent authority	Strategic objectives in the scope of the MANCP	Indicators
Agriculture, fooding, forestry and rural affairs	Programme 206 – Food sanitary security and quality <i>(Qualité et sécurité sanitaires de l'alimentation)</i>	General directorate for food (Ministry in charge of Agriculture)	Objective 1 Encourage practice changes in order to preserve public health and environment . Objective 2 Prevent and reduce sanitary risks at all production stages Objective 3 Insure sanitary control system's reactivity and efficiency	Indicator 1.1 – Pesticide and antibiotics control Indicator 1.2 – Promotion of favourable behaviour towards a diversified and balanced nutrition Indicator 2.1 – Non-compliances follow-up Indicator 3.1 – Emergency preparedness for epizootic events and animal diseases Indicator 3.2 – Inspection's cost
	Programme 154 - Economy and sustainable development <i>(Économie et développement durable de l'agriculture et des territoires)</i>	National institute for origin and quality (INAO) (operator linked to the ministry in charge of agriculture)	Objective 1 Improve the economic, social and environmental performance of farms and agro-food sector Including the operational objectif « Develop and promote agricultural production under official signs of quality »	<i>No indicators linked to official controls</i>
Economy	Programme 134 – Development of companies and tourism <i>(Développement des entreprises et du tourisme)</i>	General directorate for competition policy, consumer affairs and fraud control (Ministry in charge of economy)	Objective 3 Insure a fair and secured market functioning	Indicator 3.2 – Share of follow up actions in the total of controls
Health	Programme 204 – Prevention, sanitary safety and treatment offer <i>(Prévention, sécurité sanitaire et offre de soins)</i>	General directorate for health (Ministry in charge of health)	Objective 2 Prevent and control sanitary risks	Indicator 2.2 – Percentage of reports treated within 1 hour
Defence	Programme 178 - Preparation and use of forces <i>(Préparation et emploi des forces)</i>	Armies health service (ministry of Defence)	Objective 1 insure the operational effectiveness of forces	Indicator – Control programming respect

Appendix 3 – Main legal bases linked to official controls

Legal basis	Maritime fishing and rural code	Consumer code	Public health code
To control	<p>Book II : Fooding, veterinary public health and plant protection</p> <p>L 205-1 to L 205-9</p> <p>L 212-13 and L 214-20</p> <p>L 221-5 and L 231-1 et 2</p> <p>L 236-5</p> <p>L 250-2, 3 and 5</p> <p>L 251-18 and L 253-14</p> <p>Book VI : Production and markets</p> <p>L 642-3, L 642-27 and L 642-34</p>	<p>Book V : Investigation powers and follow up</p> <p>L 511-1 to L 511-18</p>	<p>First part :</p> <p>Book III : Health and environment protection</p> <p>L 1312-1</p> <p>L 1321-5</p> <p>Book IV : Health general administration</p> <p>L 1435-7</p> <p>L 1421-1</p> <p>Fifth part :</p> <p>Book I : Pharmaceutical products</p> <p>L 5146-1</p>
To enter on properties	<p>Book II : Fooding, veterinary public health and plant protection</p> <p>L 205-5 and L 205-6</p> <p>L 206-1</p> <p>L 212-14 and L 214-23</p> <p>L 221-8 and L 231-2-1</p> <p>L 250-5, L 251-2 et L 251-7</p> <p>L 253-15</p> <p>Book VI : Production and markets</p> <p>L 642-3, L 642-27 and L 642-34</p>	<p>Book V : Investigation powers and follow up</p> <p>L 512-5 to L 512-7</p>	<p>Book III : Health and environment protection</p> <p>L 1321-5</p> <p>Book IV : Health general administration</p> <p>L 1435-7</p> <p>L 1421-1</p> <p>L 1421-2</p> <p>L 1421-2-1</p>
To obtain information and/or realise sampling	<p>Book II : Fooding, veterinary public health and plant protection</p> <p>L 205-7</p> <p>L 214-23</p> <p>L 221-8 and L 231-2-1</p> <p>L250-5 and L 250-6</p> <p>L 257-5</p> <p>L 253-15</p> <p>Book VI : Production and markets</p> <p>L 642-3, L 642-27 and L 642-34</p>	<p>Book V : Investigation powers and follow up</p> <p>L 512-8 to L 512-16 (information and documents collection)</p> <p>L.512-17 (resort to a qualified individual)</p> <p>L 512-18 to L 512-22 (exchance and diffusion of information)</p> <p>L 512-23 to L. 512-38, L. 512-51 and following (sampling-consignment-seizure)</p>	<p>Book III : Health and environment protection</p> <p>L 1321-5</p> <p>Book IV : Health general administration</p> <p>L 1435-7</p> <p>L 1421-1</p> <p>L 1421-3</p>
On main offences and sanctions	<p>Book II : Fooding, veterinary public health and plant protection</p> <p>L205-10 (penale transaction) et L205-11 (obstruction to the public force)</p> <p>L211-29 (protective measures)</p> <p>L215-1 to L215-13 (animals possession and circulation)</p> <p>L228-1 to L228-8 (animal health hazard)</p>	<p>L 531-1 and L. 531- 2 (obstruction to the public force)</p> <p>Fraudulent trade practices (L121-1 to 5 ; L 132-1 to 9)</p> <p>Fraud, falsification, european regulation offence... (book IV)</p>	<p>Book III : Health and environment protection</p> <p>L 1312-2 (obstruction to the public force)</p>

	<p>L237-1 to L237-3 (food sanitary security and quality)</p> <p>L250-7 to L250-9*</p> <p>L251-14*</p> <p>L253-13*</p> <p>L253-15 to L253-18 and L254-12 (phytopharmaceutical products)</p> <p>L254-8 and L254-9*</p> <p>L255-18 (fertilizing material)</p> <p>L257-12 (animal feeding)</p> <p>L258-2 (introduction of non indigenous macro-organism)</p> <p>Book VI : Production and markets</p> <p>L653-14*, L671-9 to L671-10 (reproduction)</p> <p>L663-3 à L663-5 *, L671-14 and L671-16 (GMOs)</p> <p><i>* administrative sanctions</i></p>		
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Appendix 4 – Division of missions among competent authorities

Area of control	Central competent authority	Delegation of certain task or duties <i>(where relevant)</i>
Primary plant production :		
Public health (including use of plant protection products) Plant health Biotechnology : control of seeds and crops (GMO)	DGAL	Health-centered organizations Seeds and plants propagating material : FAM, CTIFL, GNIS-SOC
European quality marks (PDO, PGI, TSG) and organic farming	INAO	INAO delegates the controls to certifying bodies
Primary animal production :		
Public health (including retail supply and use of veterinary medicinal products)	DGAL (retail supply of veterinary medicinal products : dispensing by veterinary practitioners and approved producers organisations) DGS (retail supply of veterinary medicinal products : dispensing by pharmacies)	
Animal health including animal identification	DGAL SSA (defence sector)	Health-centered organizations and mandated veterinarians
Animal welfare (including transport)	DGAL SSA (defence sector)	Mandated veterinarians
European quality marks (PDO, PGI, TSG) and organic farming	INAO	INAO delegates controls to certifying bodies
Food placed on the market or held for sale (at all the stages (production, importation, manufacture, wholesaling, retail distribution) :		
Food safety (including meat inspection, residues and contaminants).	DGAL (food of animal origin), DGCCRF (food of vegetal origin), DGS (bottled water production) SSA (defence sector)	
Food contact materials, quality and loyalty of products GMO : Safety, quality and loyalty Additives and flavourings : Safety, quality and loyalty Ionization : Safety, quality and loyalty Novel food and improvers : Safety, quality and loyalty Consumer information (general labelling rules, nutritional characteristics, voluntary and governed by public authorities claims...).	DGCCRF	
European quality marks (PDO, PGI, TSG) and organic farming	INAO (before marketing) DGCCRF (marketed)	INAO delegates controls to certifying bodies (CB)
Feed (except on farms) :		
Feed safety (manufacture, transport, GMO)	DGAL / DGCCRF	
Feed loyalty including GMO	DGCCRF	
Animal by products :		
Animal by products premises	DGAL	
European and international trade :		
Importation (from third countries)	DGAL(SIVEP) (plant health, animal health and animal welfare, food of animal origin safety, seeds, GMO, feed) / DGCCRF (food of vegetal origin safety, food contact materials)	
Controls on arrival at the destination (from UE)	DGAL (animals, food of animal origin, plants)	Health-centered organizations and mandated veterinarians

Export certification	DGAL (plant health, animal health, food of animal origin safety, feed, animal by-products) DGCCRF (food of vegetal origin safety)	Health centered bodies and mandated veterinarians, control services on seeds quality (GNIS-SOC, CTIFL, France AgriMer)
Certification for intra-UE trade	DGAL (santé des végétaux, santé animale et bien-être animal, sous-produits animaux) (plant health, animal health, animal welfare, animal by-products)	Health centered bodies and mandated veterinarians, control services on seeds quality (GNIS-SOC, CTIFL, France AgriMer)

Appendix 5 – Staff at the 1st of January 2016

	Services	Number of staff (Full time equivalent)
National level	DGAL	215
	DGCCRF	123
	DGS	4
	SSA	4
	INAO	5
	<i>Controls carried out by CB</i>	<i>Not determined</i>
Regional level	DRAAF – SRAL	535
	DIRM	4 (part time)
	DIRECCTE – pôle C	31
	ARS	230 <i>Part time (estimation 2011) on food safety and bottled water</i>
	INAO (territorial delegation)	25
	SSA	6
Departmental level	DDPP/DDCSPP	3 965 (ressources from program 206 - DGAL)
	DAAF (overseas)	374 (ressources from program 134 – DGCCRF)
	DIECCTE (overseas)	+ 6 200 « authorised » veterinarians who can be mandated (part time)
	DDTM	58 (part time)
	SSA	90
Analytical laboratories	National shared laboratory service (SCL)	200 (part time)
	Laboratories désignated by the ministry of agriculture, INAO and the ministry of health	<i>Not determined</i>
Contribution to risk assessment ant to expertise	ANSES	1 350 people

Appendix 6 - Glossary

ANMV	French Agency for Veterinary Medicinal Products <i>Agence nationale du médicament vétérinaire (Anses)</i>
Anses	National Agency for Food Safety, Environment and Labour <i>Agence nationale de sécurité sanitaire de l'alimentation, de l'environnement et du travail</i>
ANSP	French national public health agency <i>Agence nationale de santé publique - Santé publique France</i>
ARS	Regional health agency <i>Agence régionale de santé</i>
ASP	Services and paying agency <i>Agence de services et de paiement</i>
BDNI	National database for identification and movement data <i>Base de données nationale de l'identification</i>
BNEVP	National Brigade for Veterinary and Plant Health Investigations (DGAL) <i>Brigade nationale d'enquêtes vétérinaires et phytosanitaires (DGAL)</i>
CIMAP	Inter-ministerial Committee on the Modernization of Public Action <i>Comité interministériel de modernisation de l'action publique</i>
CMAI	Ministerial internal audit committee (ministry of agriculture) <i>Comité ministériel d'audit interne (ministère de l'agriculture)</i>
CTIFL	Inter-professional technical centre for fruit and vegetables <i>Centre technique interprofessionnel des fruits et légumes</i>
COFRAC	French accreditation body <i>Comité français d'accréditation</i>
CORRUSS	Operations centre for receiving and regulating responses to health and social emergencies (DGS) <i>Centre opérationnel de régulation et de réponses aux urgences sanitaires et sociales (DGS)</i>
COSE	Commission on guidance and monitoring of expertise (ministry of agriculture) <i>Commission d'orientation et de suivi de l'expertise (ministère de l'agriculture)</i>
DDCSPP	Departmental directorate for social cohesion and protection of the population <i>Direction départementale de la cohésion sociale et de la protection des populations</i>
DDPP	Departmental directorate for the protection of the population <i>Direction départementale de la protection des populations</i>
DDT(M)	Departmental directorate for territorial (and maritime) affairs <i>Direction départementale du territoire (et de la mer)</i>
DGAL	Directorate General for Food (ministry of agriculture) <i>Direction générale de l'alimentation (ministère de l'agriculture)</i>
DGCCRF	Directorate General for Competition, Consumer Affairs and Fraud Repression (ministry of economy) <i>Direction générale de la concurrence, de la consommation et de la répression des fraudes (ministère de l'économie)</i>
DGDDI	Directorate General for Customs and Indirect Taxation (ministry of economy) <i>Direction générale des douanes et des droits indirects (ministère de l'économie)</i>
DGPE	Directorate General for the Economic and Environmental Performance of Enterprises (ministry of agriculture) <i>Direction générale de la performance économique et environnementale des entreprises (ministère de l'agriculture)</i>
DGS	Directorate General for Health (ministry of health) <i>Direction générale de la santé (ministère de la santé)</i>
DIRECCTE	Regional Directorate for Enterprise, Competition, Consumers and Employment <i>Direction régionale des entreprises, de la concurrence, de la consommation, du travail et de l'emploi</i>
DRAAF	Regional Directorates of food and feed, agriculture and forestry <i>Direction régionale de l'alimentation, de l'agriculture et de la forêt</i>
DROM	Departments and regions overseas <i>Départements et régions d'outre-mer</i>
DRSSA	Regional Directorate of the Health Service of the armed forces <i>Direction régionale du service de santé des armées</i>
EDE	Departmental livestock body <i>Établissement départemental de l'élevage</i>
EHESP	School of public health (DGS) <i>École des hautes études en santé publique (DGS)</i>
ENCCRF	National School on Competition, Consumer Affairs and Fraud Repression (DGCCRF)

École nationale de la concurrence, de la consommation et de la répression des fraudes (DGCCRF)

EPPO	European and mediterranean plant protection organization
EU	European Union
EURL	European Union reference laboratory
FTE	Full-time equivalent
FAO	Food and agriculture organization
FVI	France Veterinary International <i>France Vétérinaire Internationale</i>
GMO	Genetically modified organism
IFCE	French Horse and Riding Institute <i>Institut français du cheval et de l'équitation</i>
IFREMER	French research institute for exploitation of the sea <i>Institut français de recherche pour l'exploitation de la mer</i>
IGAS	General inspectorate for social affairs (ministry of health) <i>Inspection générale des affaires sociales (ministère de la santé)</i>
INAO	National institute for designations of origin <i>Institut national de l'origine et de la qualité</i>
INFOMA	National training institute for Ministry of Agriculture employees <i>Institut national de formation des personnels du ministère chargé de l'agriculture</i>
IPPC	International plant protection convention
GNIS	National Inter-professional Union on seed and plants (ministry of agriculture) <i>Groupement national interprofessionnel des semences et plants (ministère de l'agriculture)</i>
LOLF	Law governing public finance <i>Loi organique relative aux lois de finances</i>
MMAI	Ministerial internal audit mission (ministry of agriculture) <i>Mission ministérielle d'audit interne (ministère de l'agriculture)</i>
NPPO	National plant protection organization
MUS	Mission for health emergencies (DGAL) <i>Mission des urgences sanitaires (DGAL)</i>
NRL	National reference laboratory
OIE	World organisation for animal health
ORSEC	Civilian security response organization <i>Organisation de la réponse de sécurité civile</i>
PAP	Annual performance project <i>Projet annuel de performance</i>
DPE	Designated point of entry (feed on non animal origin)
PGI	Protected geographical indication I
PDO	Protected Designation of Origin
PNCOPA	Multi annual national control plan (MANCP) <i>Plan national de contrôles officiels pluriannuel</i>
PS/PC	Monitoring plans / control plans (DGAL) <i>Plans de surveillance / plans de contrôles (DGAL)</i>
NRBC	Nuclear, Radiological, Biological, Chemical
RAP	Annual performance report <i>Rapport annuel de performance</i>
RASFF	Rapid Alert System for Food and Feed
SCL	Common laboratory service <i>Service commun des laboratoires (DGCCRF)</i>
SIVEP	National authority under the DGAL, in charge of veterinary and phytosanitary border controls <i>Service à compétence nationale chargé de l'inspection vétérinaire et phytosanitaire aux frontières (DGAL)</i>
SSA	Health service for the defence sector <i>Service de santé des armées (ministère de la Défense)</i>
SNE	National Investigation service (DGCCRF) <i>Service national des enquêtes (DGCCRF)</i>
SRAL	Regional food service (DRAAF) <i>Service régional de l'alimentation (DRAAF)</i>
TSG	Traditional speciality guaranteed
WHO	World health organization
WTO	World trade organization