

MONITORING OUR PERFORMANCE

1 Purpose of the paper

1.1 This paper is for **discussion**.

1.2 As we finalise FSS's Strategy and Corporate Plan, we need to develop the framework that we will use to monitor our progress and performance in delivering our strategic aims. This needs to include new change initiatives and "business as usual" activity. This paper sets out the Executive's proposals on next steps.

1.3 The Board is asked to:

- **Discuss and provide a view** on whether they agree that our performance reporting framework should be an outcomes based one, aligned with the 'Scotland Performs' Framework.
- **Agree** that the Executive should progress with a logic modelling approach to identify the outcome indicators that we should evaluate to assess our progress.
- **Agree** that we should involve consumers and stakeholders in this work.

2 Background

2.1 As set out in our Statement on Performance of Functions¹, we have developed our Strategy and Corporate Plan for the future. This has been a key priority for FSS during our first year, where we have invested significant effort in this work, including stakeholder and consumer engagement, and a period of public consultation.

2.2 To ensure good governance and transparency about our progress and performance in delivering the ambitions that our Strategy sets out, we need to develop a framework that describes meaningfully how we are doing. The activities that we set out in the Corporate Plan are the things that we believe we need to focus on to achieve the strategic outcomes, so our performance monitoring and reporting framework needs to help us translate the outputs of our activities, including our 'business as usual' work into the impact or change that we have made.

3 Discussion

3.1 Our Strategy articulates six strategic outcomes that we believe are those that will deliver our Vision – *to create a food and drink environment that benefits, protects and is trusted by consumers*.

¹<http://www.foodstandards.gov.scot/sites/default/files/Code%20of%20Governance%20-%20Statement%20on%20Performance%20of%20Functions.pdf>

- 3.2 We have linked these outcomes to a number of relevant National Outcomes in the 'Scotland Performs' Framework². This will help to ensure we are aligned with the Community Empowerment (Scotland) Act 2015³ - making sure that our functions have regard to the National Outcomes, and put people in Scotland at the heart of what we do.
- 3.3 The Scotland Performs Framework was developed first in 2007, and has been refreshed a number of times since then, with the latest refresh due to be published around mid-March 2016. The Community Empowerment (Scotland) Act 2015 now makes it a legal requirement for Scottish Ministers to have National Outcomes, and to ensure that these are reviewed every five years. It is likely that a wide-ranging review will commence following the Scottish Parliamentary elections in May this year. We will engage and participate in this review, and will ensure that FSS's strategic outcomes are appropriately aligned with the National Outcomes that result from that review process.
- 3.4 Outcomes focused working helps public services and other key contributors to work together effectively, as different organisations are aligned around a common set of goals defined in terms of benefits to citizens, rather than simply efficient service delivery.
- 3.5 In taking an outcomes based approach to our strategic planning, we need to develop *outcome indicators* to describe our progress, and allow us to assess if we are making the differences that we seek for consumers in Scotland as articulated in our strategic outcomes, and contributing to the wider national outcomes.
- 3.6 Consumers have told us that we should describe our progress in ways that are meaningful to them – so not simply reporting on our activity (or outputs), but articulating what impact our activities have had . The Executive has started to develop a performance reporting approach for our strategic change programmes, e.g. our programme to reduce foodborne disease and for our more routine 'business as usual' activities, e.g. operational delivery work, that weaves together outcome indicators with a narrative that contextualises what we are trying to achieve and what our role is.
- 3.7 As we develop this work further, we propose to use a logic modelling approach to help us. An advantage of logic modelling is that it is an evidence based way to establish what we should evaluate to show the short, medium and longer outcomes of our interventions. Logic modelling is considered to be most successful when there is co-creation with a range of individuals and organisations who have an interest or connection in what we do, and we will meet later this month with the Scottish Government's Chief Statistical Officer's leads on strategic analysis to discuss and develop our approach.
- 3.8 It was evident from the stakeholder and consumer discussions on the Strategy and Corporate Plan that there was interest in engaging with us on how we will

² <http://www.gov.scot/Resource/Doc/933/0124202.pdf>

³ <http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

monitor, report and articulate our performance, so it will be very helpful to harness that interest into the next phase of work, as we develop our performance framework.

- 3.9 Reporting our progress against our strategic outcomes will involve analysing information about some of our routine activity. The examples in Annex A relate to Outcome 1 – Food is Safe. How we report our progress in reducing foodborne illness will involve analysing data and information that we either hold ourselves or can access from others about foodborne illness and pathogens or contaminants in the food chain, but that information is not necessarily meaningful in itself. Consumers have told us that they want to understand the impact of what we do, so our performance reporting framework will also require the narrative to contextualise what the information tells us.
- 3.10 The examples in Annex A are for illustrative purposes, and will be refined further. Carcass contamination data at final inspection are routinely collected by FSS meat inspection staff as a proxy for hygienic production, and these data may then contribute to how we report progress towards the Outcome 1 - that food is safe.
- 3.11 It will take a little time to develop an outcomes based performance reporting framework, but we believe this will be a worthwhile investment, as we should then be able to more fully articulate the difference that we make – our impact – rather than simply reporting the things that we can easily measure.
- 3.12 By progressing this work now, we will be well placed to align with review of the Scotland Performs Framework, ensuring that the public can see FSS's contribution to tackling difficult problems relating to food and health, and making a difference to the lives of people in Scotland.

4 Conclusion/Recommendations

4.1 The Board is asked to:

- **Discuss and provide a view** on whether they agree that our performance reporting framework should be an outcomes based one, aligned with the 'Scotland Performs' Framework.
- **Agree** that the Executive should progress with a logic modelling approach to identify the outcome indicators that we should evaluate to assess our progress.
- **Agree** that we should involve consumers and stakeholders in this work.

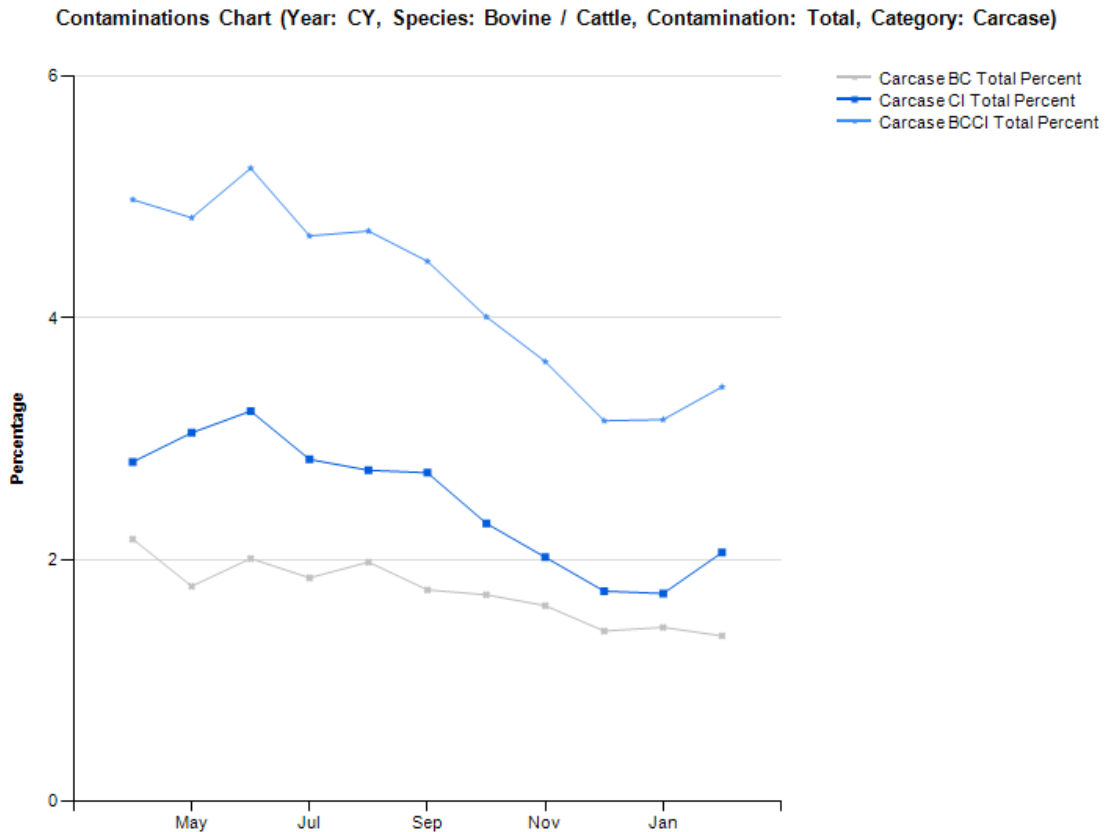
Elspeth MacDonald
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08 March 2016
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ANNEX A

Contamination

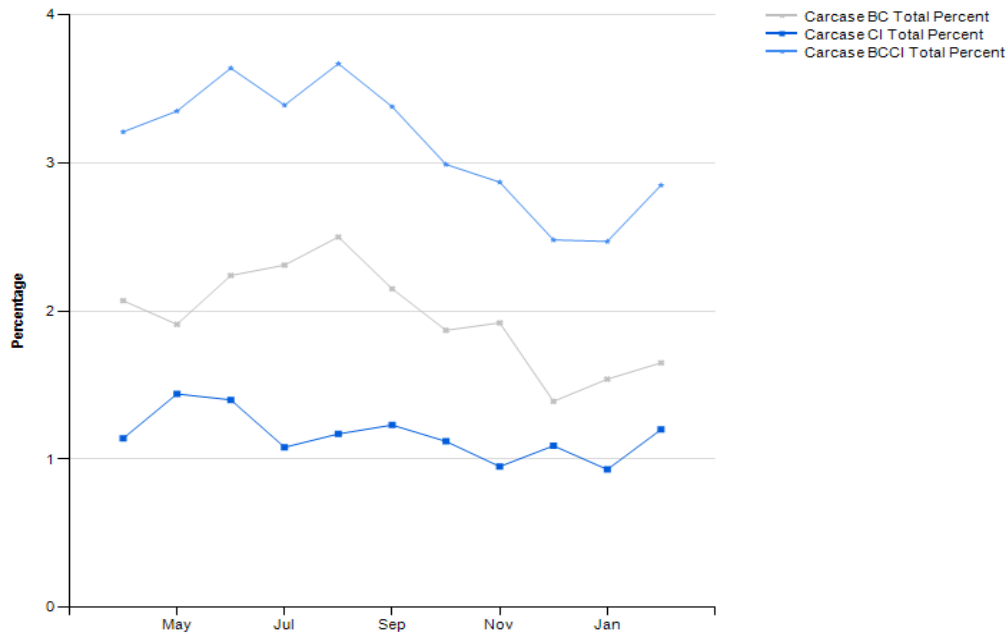
It is the responsibility of the FBO in slaughterhouses to present carcasses and offal to the FSS for final inspection free from contamination by faeces, gut content, hair, wool, bile etc. in accordance with the FBO's procedures based on HACCP principles. FSS actively engages with FBOs to secure reducing levels of contamination and Scotland has an excellent track record in achieving year on year reductions since records began in 2013. FSS inspectors record every instance where a contaminated carcass is presented for inspection and this is a proxy measure for hygienic production.

Bovine Contamination - target below 5%



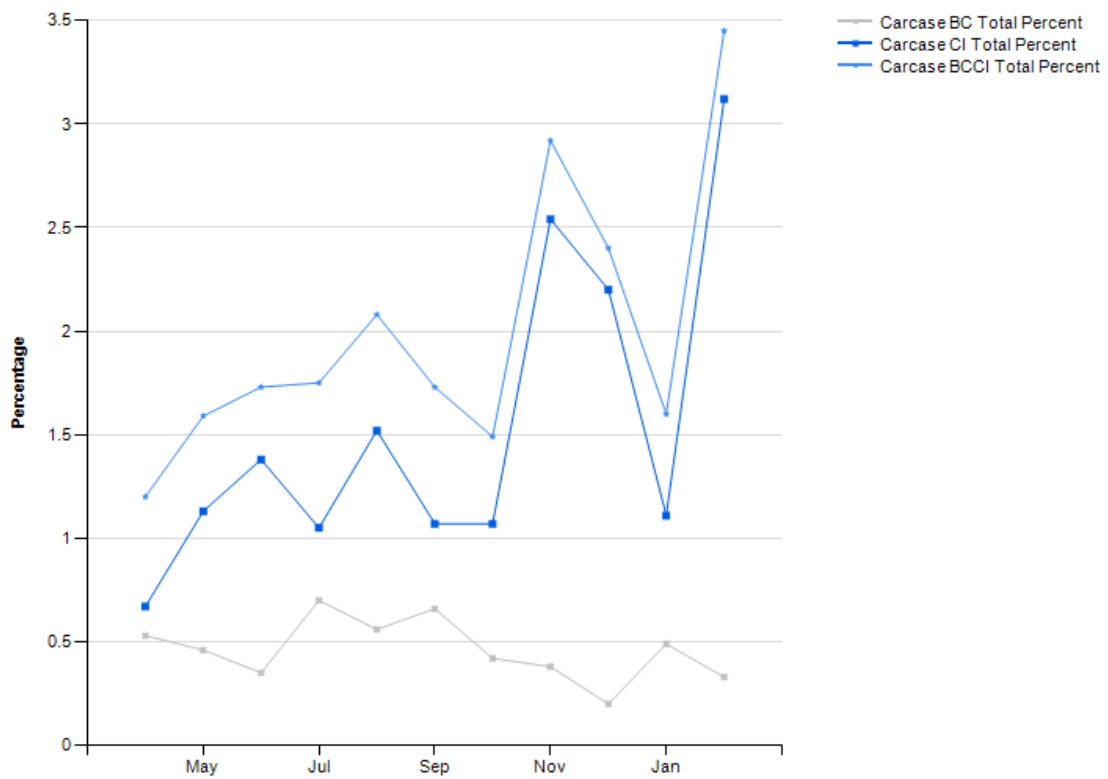
Ovine Contamination – target below 4%

Contaminations Chart (Year: CY, Species: Ovine / Caprine, Contamination: Total, Category: Carcase)



Porcine Contamination – target below 2.6%

Contaminations Chart (Year: CY, Species: Porcine, Contamination: Total, Category: Carcase)



**PERFORMANCE INDICATOR:
REDUCE THE RISKS OF CONTAMINANTS IN THE FOOD CHAIN AND THE TRANSMISSION OF FOODBORNE ILLNESS IN SCOTLAND**

CURRENT STATUS

Evidence suggests that little progress has been made in reducing the risks of foodborne illness in Scotland. The number of reported cases of infectious intestinal disease has remained stable over the past 5 years, and there is no evidence to suggest that the risks of foodborne transmission have decreased.

The number of food incidents and outbreaks reported to FSS suggests that there is an on-going need for interventions to reduce the transmission of contaminants in the foodchain.

WHY IS THIS INDICATOR IMPORTANT?

Contaminated food poses a significant risk to public health in Scotland. The true impact is difficult to quantify, but foodborne disease caused by pathogenic microorganisms is estimated to affect 43,000 people in Scotland annually, with approximately 5,800 cases reporting to general practice and 500 requiring hospital treatment.

HOW CAN FOOD STANDARDS SCOTLAND INFLUENCE THIS INDICATOR?

Humans can be exposed to microbiological and chemical contaminants through a range of different transmission pathways. FSS can only make an impact on public health through intervention strategies aimed at minimising the transmission of contaminants via the foodchain, and providing consumers with the knowledge required to store, prepare and cook food safely. In light of the contribution of different transmission routes on public health outcomes, FSS

KEY ACTIVITIES

- Raise awareness of the contribution made by chicken to Campylobacter infection in Scotland
- Lead a cross government action plan for addressing foodborne and non-foodborne transmission of Campylobacter in Scotland
- Implement a programme of work to understand and reduce the contribution made by the foodchain to E. coli O157 infection in Scotland
- Develop tools and guidance for businesses aimed at improving food safety management
- Food hygiene campaigns to improve consumer awareness of key food safety risks

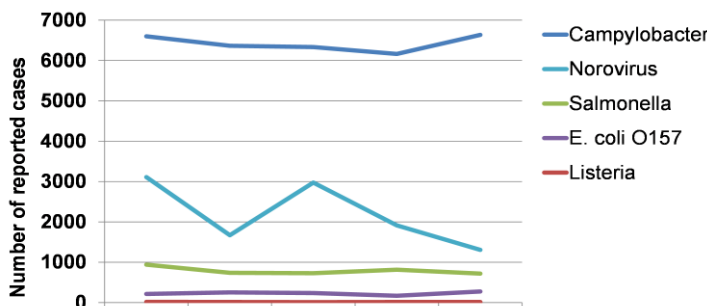
KEY MILESTONES

Milestone 1 – Development of a foodborne illness strategy for Scotland



Milestone 2 – Development of a project plan identifying priority workstreams (August 2016)

**Public Health Context
Reported cases of infectious intestinal disease**



**Food Safety Context
Monitored risks to the foodchain**



- 73% of fresh chickens on retail sale contaminated with Campylobacter
- 60-80% of human Campylobacter infection in Scotland attributable to a chicken source
- 11% of local authority food samples non-compliant with legislation
- X incidents reported in Scotland attributed to microbiological and chemical contaminants

**Key Performance Measures
Delivery of key outputs during Q1**

- Published a report on the attribution of Campylobacter infection in Scotland
- Initiated a research programme to assess the contribution of Scottish chicken to Campylobacter infection
- Developed a programme of work to understand STEC risks in Scottish beef production
- Completion of website tools on the control of microbiological risks in the smoked fish and fresh produce sectors