

<b>Governing document</b>	<b>Process:</b> <b>Utarbeide overordnede målsetninger</b>	<b>Overriding governing documents</b>
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# Flerårig nasjonal kontrollplan. Engelsk oversettelse- MANCP

## 1 Purpose

The purpose of the multi-annual national control plan is to ensure effective official control of food safety and quality in a food production chain perspective, animal and fish health and welfare, plant health, and cosmetics safety.

The multi-annual national control plan implements the Official Feed and Food Controls Regulation Title 5 (Regulations No 1621 of 22 December 2008 relating to official control of compliance with the regulations concerning food, feed and animal health and welfare, FOR-2008-12-22-1621), ([link to the Regulation in the Norwegian Legal Database Foundation, Lovdata](#)). The plan also covers administrative areas that the Official Feed and Food Controls Regulation does not cover.

## 2 Scope

The multi-annual national control plan applies to all supervisory and other activities that the Norwegian Food Safety Authority (NFSA) carries out in order to ensure compliance with rules and regulations in its administrative areas, including supervisory activities and other activities not covered by the Official Feed and Food Controls Regulation. It does not apply to supervisory activities that the NFSA carries out on behalf of other agencies.

## 3 Overriding strategic goals

### 3.1 The NFAS's strategy 2016–2020

The NFSA's strategy contains a description of what we want the NFSA to be like in 2020, and four strategies for arriving at that situation. [Link to the strategy](#)

### 3.2 Strategic goals for official control

*The strategic goals for official control up until 2020 are being developed. The organisation will be involved in this process.*

## 4 Control bodies, knowledge support and reference laboratories

### 4.1 The Norwegian Food Safety Authority

The Food Act and the Animal Welfare Act give the NFSA supervisory and decision-making powers in all areas covered by the Official Feed and Food Controls Regulation. The Act relating to Cosmetic Products and Body Care Products, etc., the Act relating to livestock breeding and the Act relating to the plant breeder's right confer further supervisory and decision-making powers on the NFSA. The Public Administration Act and the Freedom of

Information Act are also important parts of the framework for the NFSA's exercise of authority.

#### 4.1.1 The NFSA's organisation

The NFSA is organised on two administrative levels. We have a head office that carries out directorate and governance tasks, and five regions in approx. 100 locations. It is normally the regional level that carries out supervisory activities and make initial decisions. Appeal cases are considered by the head office.

[Link to the decision document](#) and [supplementary document](#)  
[Link to the delegation letter](#)

The head office issues guidelines for how the official control is exercised. These guidelines are communicated through the quality system and the MATS system (**Mattilsynets tilsynssystem**).

Interregional expert forums support professional coordination between the regions. [Link to the remit for interregional expert forums](#)

The NFSA has just under 1,300 employees, of whom approx. 750 are inspectors.

The NFSA appoints animal protection boards that provide a layman's perspective in animal welfare cases. [Link to instructions for animal protection boards.](#)

The police, Norwegian Customs, the Norwegian Coast Guard and the municipalities are obliged to assist the NFSA on request in its exercise of authority.

#### 4.1.2 Laboratories

The NFSA has framework agreements with the following laboratories for analysis of official control samples of food, water and feed, divided between the regions as follows:

Laboratory	Northern	Central	Southern and Western	Eastern	Greater Oslo
Alcontrol		X		X	X
Analysesenteret/PreBIO		X			
Eurofins	X	X	X	X	X
Mat- og Miljølaboratoriet			X		
Senjalab	X				
Vestfoldlab				X	
ØMM-lab					X

The agreements are entered into following competitive tendering. [Link to the framework agreements.](#)

## 4.2 Delegation of authority to control bodies

The NFSA carries out most of its supervisory activities itself, but it has delegated authority in specific areas to the following organisations:

#### 4.2.1 Debio

##### *Debio's organisation*

Debio is a member organisation whose objective is to ensure and promote organic and sustainable production, sales and consumption. Membership is open to all national organisations that have a positive attitude to the development of organic production. The organisation's members fall into three categories:

- organisations related to primary production
- organisations related to processing, import and sales
- organisations related to environmental protection, animal welfare and consumption.

Enterprises subject to certification by Debio cannot be members. All membership categories are equally represented on Debio's board of directors and at its annual general meeting.

#### *Delegated authority*

Debio has been delegated the authority to carry out official control and make individual decisions regarding the production, sale and labelling of organic agricultural and aquaculture products and foodstuffs of organic products pursuant to Regulations No 355 of 18 March 2017 ([FOR-2017-03-18-355](#) , Regulations relating to organic production and labelling of organic agricultural products, aquaculture products, feed and foodstuffs.)

#### 4.2.2 County governors and municipalities

As public administrative bodies, the county governors and municipalities have been delegated authority to hold examinations and issue certificates of authorisation to use pesticides pursuant to Section 8 of Regulations 455 of 6 May 2015 (FOR-2015-05-06-455, Regulations relating to pesticides).

The municipalities have been delegated authority to make decisions regarding permits for spraying pesticides from aircraft pursuant to Section 17 of the same regulations.

The county governors and municipalities have been assigned authority to carry out official control tasks relating to wild oats pursuant to Section 2 of Regulations 251 of 25 March 1988 (FOR-1988-03-25-251, Regulations relating to wild oats).

### **4.3 Knowledge support**

#### 4.3.1 Norwegian Scientific Committee for Food Safety

The Norwegian Scientific Committee for Food Safety (VKM), which is part of the Norwegian Institute of Public Health but is independent in professional matters, carries out independent risk assessments on assignment for the NFSA.

#### 4.3.2 Knowledge support institutions

The following public institutions provide independent knowledge support to the NFSA:

- The Norwegian Veterinary Institute (animal health and welfare, fish health and food safety)
- The Norwegian Institute of Public Health (food safety and epidemiology)
- The National Institute of Nutrition and Seafood Research – NIFES (food safety and nutrition)
- The Norwegian Institute of Bioeconomy Research – NIBIO (plant health)
- The Norwegian Institute of Marine Research (fish health and welfare)
- Kimen såvarelaboratoriet (seeds)
- AIControl (land animal feed)

In addition to these, the NFSA has signed agreements with the following institutions for specific areas:

- The Technical University of Denmark – DTU (food contact materials)
- The Norwegian University of Life Sciences – NMBU (food safety)

More details about what areas each of these institutions provides knowledge support in can be found in the agreements.

[Link to the agreements](#)

#### 4.3.3 Other advisers

The NFSA obtains external advice in certain areas:

- The Council for Animal Ethics can, on its own initiative or on assignment for the NFSA or the Ministry, submit opinions on ethical issues relating to animal husbandry and the use of animals.
- The Legal Advisory Council for Veterinary Medicine is tasked, among other things, with advising the veterinary authorities in disciplinary cases concerning animal health personnel, cases regarding proper practice, cases of a veterinary medical nature and animal protection issues.
- The NFSA has appointed nine experts on different issues relating to experimental animals. These experts advise the NFSA in connection with our experimental animal administration.

#### **4.4 National reference laboratories**

The knowledge institutions, see 4.3 above, usually perform the functions of national reference laboratories.

[Link to list.](#)

## **5 Official control**

### **5.1 Organisation, methods and systems**

#### **5.1.1 Risk-based activity**

##### *Overall risk map*

The NFSA regularly assesses the risk of violations of regulations relating to our effect goals. The assessment is an important part of the basis for the chief priorities for each year.

[Link to guidelines for risk map.](#)

##### *Risk-based planning*

Regular supervisory activities are planned and organised based on where the greatest risks are deemed to exist in relation to food safety, plant/fish/animal health and fish/animal welfare

The individual departments in the regions plan their supervisory activities on the basis of a twofold risk philosophy:

- The inherent risk the industry represents
- The concrete risk that the individual enterprise represents based on its nonconformity history and ability/willingness to comply with regulations

##### *Monitoring*

Animal and fish diseases and certain threats to food safety are monitored. The basis for monitoring can be obligations or recommendation from the EU and/or our own risk assessments. Plant pests are monitored on the basis of our own risk assessments.

##### *Mandatory official control*

Some control tasks are mandatory and enshrined in regulations. This applies to meat control and control of imports of animals, animal products and certain other products from third countries in particular, but it also applies in certain other areas, see for details: [Link to overview of mandatory official control.](#)

##### *Smiley inspections*

Smiley inspections are not risk-based. Enterprises in the food and beverage service industry that fall under this scheme must be inspected every eight months regardless of risk. In addition, they can request a new inspection after rectification of nonconformities that have resulted in a poor score.

### 5.1.2 The planning and prioritisation process

The NFSA operates on the basis of a combination of a block budgetary allocation and goal and performance management. Each entity is assigned a block allocation and goals for what it should achieve. In addition, certain requirements are set for what is to be done. It is then up to the entity to manage the available resources in such a way that it fulfils the requirements and achieves the goals.

The management and prioritisations are based on an annual assessment of the status of the NFSA's social mission, the general risk map, development trends, results of monitoring and other supervisory activities, and other factors that could have a bearing on the NFSA's social mission. The annual management, in a three-year perspective, is governed by the internal budget allocation letter (BDS). The organisation is followed up every four months with respect to compliance with management signals. The head office then adjusts and/or specifies its management signals in a supplementary BDS.

[Link to the annual plan and guidelines.](#)

The monitoring programmes are carried out in accordance with instructions prepared by the head office on the basis of advice from the knowledge support institutions. [Link to the applicable guidelines.](#)

### 5.1.3 How the official control is organised

The regions supervise all activities governed by the Food Act, the Animal Welfare Act, the Act relating to Animal Health Personnel and the Act relating to Cosmetic Products and Body Care Products, etc.

As a rule, all inspections are unannounced. In cases where we need to ensure that responsible personnel are present at the inspection site, notification is given shortly before the inspection. When we are planning an audit, the enterprise is notified longer in advance.

Below, we describe different ways of organising supervisory activities and their different advantages:

#### *Control projects*

Control projects can be organised as Nordic, national or regional projects. National control projects must comply with the applicable guidelines. [Link to the guidelines.](#)

Control projects provide:

- an overview of the current status in an area
- the possibility of standardising sanctions
- the possibility of attracting media attention that could increase impact
- dialogue with the industry before and after the project

In addition, control projects enable the development of supervision in the following ways:

- an opportunity to calibrate supervisory activities
- competence-raising in project work as well as in the field that the project concerns

#### *Coordinated control/campaigns*

Campaigns are a slightly less formal way of coordinating supervisory activities between several entities.

Coordinated control/campaigns can have many of the same advantages as control projects.

#### *Supervisory activities relating to chains*

In this type of supervisory activity, we target a group of companies, a chain or other type of organisations by implementing supervisory activities in relation to the head office and other facilities/activities around Norway. Supervisory activities relating to chains often take the form of audits, particularly of the head office.

Supervisory activities relating to chains facilitate:

- help from the chain management to influence compliance
- uniform control of all of a chain's activities
- competence development in the area within which the chain operates
- a more professional relationship with big chains

#### 5.1.4 Control methodology

The NFSA has different control methods at its disposal to identify the supervision objects' practices and to assess whether they are in breach of any regulations. Most of these methods involve the inspector observing and speaking to the people in charge of the site where the activity is taking place, but the supervision objects' practices can also be identified in other ways.

##### *Inspection*

Inspections take place in the enterprises and they are the most common way of acquiring a factual basis for determining whether a supervision object is complying with regulations or whether a consignment of goods is in accordance with regulations. The inspector observes the premises and equipment, and, if relevant, the consignment of goods and pertaining documentation, talks to the staff and checks whether what is said corresponds to what is observed. [Link to Ransel.](#)

##### *Audits*

Audits are in principle more extensive than inspections, and they primarily control an enterprise's systems – whether they meet the regulatory requirements and whether they function in practice.

##### *Document control*

Documents and registers can also be sources of information about practices in the supervision objects. Document control can be carried out without inspectors visiting the enterprise, for example by documents being sent to the NFSA or by reviewing registers etc. accessible via the internet.

##### *Sampling*

Inspectors can collect samples in connection with inspections, audits and document control. [Link to instructions for sampling.](#)

#### 5.1.5 Case processing tool and guidelines

MATS is the NFSA's case processing and decision support tool. All enterprises subject to supervision by the NFSA are registered in MATS with all their activities subject to supervision. Supervisory activities are planned, implemented and followed up using MATS. We retrieve data about completed supervisory activities from MATS.

The guidelines for supervisory activities are found in the quality system, and can also be accessed via MATS.

#### 5.1.6 The effect of supervision

*A description of how we assess the effects of our supervisory activities will be prepared.*

## **5.2 Current priorities**

*At present, the priorities are set out in the internal budget allocation letter. The priorities will be incorporated in to this control plan.*

## 6 Contingency plans and mutual assistance

### 6.1 Contingency plans

The NFSA has general plans for dealing with undesirable incidents as well as concrete plans for different types of incidents. [Link to the administrative contingency plan](#). [Link to contingency plans \(quality system\)](#).

### 6.2 Assistance

The NFSA assists other EEA countries in their official control and follow-up of goods moved between EEA countries. The NFSA also receives such assistance when necessary. [Link to guidelines on administrative help and cooperation between the food and feed authorities in the EEA area](#).

## 7 Competence development

### 7.1 Competence strategy

The NFSA wishes to be a learning organisation, with the following learning arenas:

- courses, study programmes and similar
- practical training
- each other and other parties
  - interregional and regional expert forums
  - mentoring schemes ([link to guideline](#))
  - different forms of colleague-based measures
  - secondments ([link to guideline](#))

Central competence development measures are managed through the multiannual functional strategy. This describes the strategic challenges and operational priorities for each year. [Link to instructions](#).

All important common courses are organised and documented through the NFSA's e-learning platform Ransel. [Link to Ransel](#).

### 7.2 Central competence development measures

([Link to guideline for development and implementation of central competence development measures](#).)

#### 7.2.1 Compulsory courses

Compulsory courses shall be set up when necessary, especially concerning personnel involved in

- border controls
- meat inspection and abattoir controls
  - upgrading of official veterinarians
  - (annual) upgrading red meat
  - (annual) upgrading white meat
- authorisation crop control personnel
  - basic training
  - upgrading

#### 7.2.2 Better training for safer food (BTSEF)

NFSA staff regularly participate in the EU's Better Training for Safer Food training initiative. These staff members constitute a special competence pool that, among other things, will help to ensure uniformity and that, through various measures, will be placed at the disposal of the rest of the organisation where relevant. (Link to guideline will come when this is adopted.)



### 7.2.3 School of Supervision

The School of Supervision contains various measures intended to ensure supervisory competence in the following areas:

- Administrative law (the Public Administration Act, the Freedom of Information Act) and the use of measures
- Control methodology (inspection, auditing, sampling)
- Communication during inspections

([Link to overview over School of Supervision and formal requirements.](#))

### 7.2.4 Discipline-specific measures

Discipline-specific measures are implemented on the basis of the relevant needs and challenges. They include compulsory updating for border control veterinarians and official veterinarians and shall be based on the risk assessments and priorities in the multiannual functional strategy.

## 7.3 Course calendar

Based on the competence strategy, a three-year rolling course calendar will be prepared as an aid in the work on the entities' multi-year competence plans and individual development plans.

[Link to Ransel.](#)

## 7.4 Rolling competence plans and individual development plans

Each manager must have an overview of his/her entity's long-term resource and competence needs and must have a plan to ensure that it has the necessary competence over time. The heads of region and department in the regions must ensure that all relevant staff members have the basic competence covered by the EFSA School of Supervision.

# 8 Audits by competent authorities and internal control

## 8.1 Internal control activities

Internal control activities comprise:

- **Third-line control** – internal audits
- **Second-line control** – a more detailed investigation carried out by a line manager or the person responsible for a process to see whether work in a certain area is carried out as decided
- **First-line control** – the individual manager's system for ensuring that his/her entity's tasks are carried out as decided

Second-line and third-line control are described below.

### 8.1.1 Internal auditing (third-line control)

The NFSA's internal audit entity is administratively organised under the Corporate Governance Staff, but reports to the Director General in connection with internal audits. [Link to instructions for the internal audit entity](#)

A three-year internal auditing plan ensures that all areas are audited over time. [Link to multi-year plan for internal auditing.](#) The plan is prepared on the basis of previous audits, ESA inspections and national control projects. The plan shall cover all disciplines during the course of a five-year period. The choice of topic for each audit is also based on an assessment of the risk to society and the risk relating to the NFSA's activity.



### *Auditing of Debio*

The NFSA audits Debio once a year to check whether it exercises its authority in an objective and efficient manner and meets the requirements set out in the Public Administration Act and the Freedom of Information Act.

The NFSA also has an observer role during Norwegian Accreditation's audits of Debio.

### *Auditing of municipalities and county governors*

*If relevant, a plan for auditing municipalities and county governors must be prepared, cf. the Official Feed and Food Controls Regulation Article 4.6.*

#### 8.1.2 Internal control (second-line control)

Internal control is exercised by NFSA staff at various levels to ensure that:

- the NFSA's operations are targeted and efficient
- the NFSA's reports to superior authorities are reliable
- the NFSA complies with laws and regulations

The different internal control activities in the official control area are specified below.

### *Management dialogue (the management's review)*

The Director General has management dialogue discussions with the directors of the regions and at the head office every year in which the entities' operations and deliveries are followed up. The topics are evaluation and follow-up of the past year and what bearing the evaluation has on future plans. Topics can also include whether the governing documents are expedient and sufficient in relation to achieving the NFSA's goals, whether they are complied with and how any nonconformities are dealt with. The basis for the management dialogue includes reporting, nonconformities identified in internal audits, ESA inspections, the Office of the Auditor General of Norway, the improvement portal, user surveys and evaluations.

### *Four-monthly reports*

The regions report to the head office on their status in relation to the internal budget allocation letter at the end of every four-month period. Scorecards are used as a reporting tool. The reports are followed up by supplementary internal budget allocation letters.

The head office also submits four-monthly reports. The reports from the regions form part of the basis for the head office's reporting.

[Link to guidelines for reporting.](#)

[Link to the scorecard.](#)

### *Production discussions*

The head office holds dialogue meetings with each region every two months to follow up planned supervision production. The regional directors regularly hold corresponding production discussions with their heads of department.

### *Internal review*

The head office can, within a limited discipline area, check that supervisory activities are carried out in accordance with the applicable guidelines. This is often done in preparation for ESA audits.

### *Other matters*

Interregional expert forums review reports from national and regional control projects to assess how uniform the control regime is and whether the guidelines are complied with. The review results in proposals for improvements in the improvement portal.

## 8.2 External control activities

### 8.2.1 ESA inspections

ESA carries out five or six inspections and audits of Norway in the NFSA's area of responsibility per year. The Fish and Seafood Department's import and export section is the NFSA's contact point for ESA audits.

The inspections are planned, carried out and followed up as follows: [Link to the guidelines for ESA audits](#)

Reports from ESA's inspections in Norway are published here as they become available: [Link to ESA's inspection reports pages.](#)

### 8.2.2 The Office of the Auditor General of Norway

The Office of the Auditor General audits the NFSA's accounts every year, and can also carry out performance audits. The Corporate Governance Staff is the NFSA's contact point for the Office of the Auditor General.

### 8.2.3 External investigation of internal auditing

So far, it is only the Office of the Auditor General and ESA that can audit the internal audit entity. *Work on a better solution is under way.*

### 8.2.4 Control of the NFSA by other countries

*We have no guidelines for this as yet.*

## 8.3 Follow-up

Nonconformities are uncovered in connection with auditing and/or internal control are registered in the improvement portal. The improvement portal specifies which entity is responsible for following up each nonconformity. Information from the improvement portal is considered during the management's review, see 8.1.2.

[Link to the quality policy.](#)

## 9 Updating and development of the national control plan

This plan is reviewed and updated on the basis of regulatory amendments and the evaluation of the previous year's activities and status of the NFSA's area of responsibility in connection with the preparation for planning for next year. This review and updating process takes place annually by the end of June.

## 10 References

- Regulations No 1621 of 22 December 2008 relating to official control of compliance with the regulations concerning food, feed and animal health and welfare (FOR-2008-12-22-1621)
- Regulations No 1622 of 22 December 2008 relating to special rules for official control of products of animal origin intended for consumption (FOR -2008-12-22-1622)

## 11 Amendments

Version	Approved	Approved by	Prepared by	Amendment
01	29 Febr. 2016.	Harald Gjein	Mette Ruden Hege Hopen Kari Bryhni	First version of the document approved.
	3. March 2017		Hege Hopen	Added info about Central competence development measures from Nils Ole Baalsrud.
				<Most important amendments since the last version and

				grounds>
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