106TH CONGRESS 1ST SESSION

## S. 908

To establish a comprehensive program to ensure the safety of food products intended for human consumption that are regulated by the Food and Drug Administration, and for other purposes.

#### IN THE SENATE OF THE UNITED STATES

April 28, 1999

Mr. Dorgan introduced the following bill; which was read twice and referred to the Committee on Agriculture, Nutrition, and Forestry

## A BILL

To establish a comprehensive program to ensure the safety of food products intended for human consumption that are regulated by the Food and Drug Administration, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Consumer Food Safety Act of 1999".
- 6 (b) Table of Contents.—

Sec. 1. Short title; table of contents.

Sec. 2. Definitions.

#### TITLE I—NATIONAL FOOD SAFETY PROGRAM

- Sec. 101. Administration of national program.
- Sec. 102. Registration of processors and importers.
- Sec. 103. Process controls to reduce the contamination of food products.
- Sec. 104. Tolerances for contaminants in food.
- Sec. 105. Inspections of processors and importers.
- Sec. 106. State and Federal cooperation.
- Sec. 107. Imports.

#### TITLE II—RESEARCH AND EDUCATION

- Sec. 201. Public health assessment system.
- Sec. 202. Public education and advisory system.
- Sec. 203. Research.

#### TITLE III—ENFORCEMENT

Sec. 301. Amendments to the Federal Food, Drug, and Cosmetic Act.

#### TITLE IV—AUTHORIZATION

Sec. 401. Authorization of appropriations.

#### SEC. 2. DEFINITIONS.

- 2 In this Act:
- 3 (1) Contaminant.—The term "contaminant"
- 4 includes a bacterium, a chemical contaminant, a nat-
- 5 ural toxin, a virus, a parasite, and a physical hazard,
- 6 that when found on or in food can cause human ill-
- 7 ness or injury.
- 8 (2) Facility.—The term "facility" includes
- 9 any factory, warehouse, or establishment (including
- a factory, warehouse, or establishment of an im-
- porter), that handles or processes food.
- 12 (3) FOOD.—The term "food" has the meaning
- given the term in section 201 of the Federal Food,
- Drug, and Cosmetic Act (21 U.S.C. 321).

1	(4) FOOD SAFETY LAW.—The term "food safety
2	law" means this Act and the provisions of the Fed-
3	eral Food, Drug, and Cosmetic Act (21 U.S.C. 301
4	et seq.) that relate to food.
5	(5) Process.—The term "process" means the
6	commercial harvesting, preparation, manufacture, or
7	transportation of a food product.
8	(6) Secretary.—The term "Secretary" means
9	the Secretary of Health and Human Services.
10	TITLE I—NATIONAL FOOD
11	SAFETY PROGRAM
12	SEC. 101. ADMINISTRATION OF NATIONAL PROGRAM.
13	(a) In General.—
14	(1) FINDING.—Congress finds that persons who
15	produce or process food for human consumption
16	have the responsibility to prevent or minimize food
17	safety hazards related to their products.
18	(2) National Program.—The Secretary shall
19	administer, in accordance with the provisions of this
20	Act, a national program for the purpose of pro-
21	tecting public health by ensuring that the food in-
22	dustry has effective programs in place to assure the
23	safety of food products consumed in the United
24	States.

1	(3) Basis for program.—The program
2	shall—
3	(A) be based on a comprehensive analysis
4	of the hazards associated with different food
5	products and with the processing (including
6	harvesting) and handling of different food prod-
7	ucts, including the identification and evaluation
8	of—
9	(i) the severity of the potential public
10	health hazards;
11	(ii) the sources and specific points of
12	potential contamination that may render
13	food products unsafe for human consump-
14	tion; and
15	(iii) the potential for persistence, mul-
16	tiplication, or concentration of naturally
17	occurring or added contaminants in foods,
18	including food products; and
19	(B) take into consideration the distinctive
20	characteristics of food processing and handling.
21	(b) Program Elements.—The program shall pro-
22	vide for—
23	(1) implementation of a national system for the
24	annual registration of facilities (including facilities
25	of importers) with the Secretary:

1	(2) development of a program to oversee the
2	implementation of process controls in facilities, in-
3	cluding the establishment and enforcement of health-
4	based standards for—
5	(A) substances that may contaminate food;
6	and
7	(B) safety and sanitation in the processing
8	and handling of food products;
9	(3) establishment of inspection and oversight
10	procedures to monitor that facilities are utilizing
11	preventive controls to minimize or eliminate identifi-
12	able hazards in food;
13	(4) implementation of a national system for
14	quarterly inspections of facilities (including facilities
15	of importers), except for facilities that meet the Sec-
16	retary's standards for exceptional or negligible-risk
17	facilities;
18	(5) implementation of procedures and require-
19	ments to ensure the safety of imported food prod-
20	uets;
21	(6) coordination with other Federal agencies or
22	State governments in carrying out inspection, en-
23	forcement, and monitoring relating to the safety of
24	food products;

1	(7) implementation of a national surveillance
2	system to assess the public health hazards associated
3	with the human consumption of food products, in co-
4	operation with the Director of the Centers for Dis-
5	ease Control and Prevention;
6	(8) implementation of a sampling program to
7	ensure that industry programs to prevent food con-
8	tamination are effective and that food products meet
9	the standards established in paragraph (2);
10	(9) development of public education and advi-
11	sory programs relating to the safety of food prod-
12	ucts; and
13	(10) implementation of a research program to
14	further the objectives of this Act.
15	SEC. 102. REGISTRATION OF PROCESSORS AND IMPORT-
16	ERS.
17	
L /	(a) Registration.—
18	<ul><li>(a) Registration.—</li><li>(1) In general.—Any facility engaged in proc-</li></ul>
18	(1) In general.—Any facility engaged in proc-
18 19	(1) In general.—Any facility engaged in processing or handling food products for consumption in
18 19 20	(1) In general.—Any facility engaged in processing or handling food products for consumption in the United States, including any facility of an im-
18 19 20 21	(1) In General.—Any facility engaged in processing or handling food products for consumption in the United States, including any facility of an importer, shall be registered with the Secretary. To ob-

1	agent in charge of the facility shall submit an
2	application to the Secretary; and
3	(B) for a facility of an importer, or for a
4	foreign facility, the importer seeking to import
5	the food product processed or handled in the fa-
6	cility shall submit the application.
7	(2) Application.—
8	(A) In general.—The applicant shall
9	submit the application to the Secretary in such
10	manner and containing such information as the
11	Secretary shall prescribe by regulation.
12	(B) Submission.—The applicant shall
13	submit the application not later than 24 months
14	after—
15	(i) the date of enactment of this Act;
16	or
17	(ii) the date the facility first processed
18	or handled food, if later than such date of
19	enactment.
20	(C) Contents.—In the case of an applica-
21	tion submitted for a foreign facility, the appli-
22	cation shall contain, at a minimum, such infor-
23	mation as the Secretary may require dem-
24	onstrating that the facility, and the foreign na-

tion involved, will permit inspections describedin this title.

(3) PROCEDURE.—Upon receipt and review of a completed application described in paragraph (1), the Secretary shall issue to the applicant a certificate of registration unless the Secretary finds that there is good cause for denial of the application. The Secretary shall promptly notify the applicant of the denial, include in the notification a written explanation of the reasons for such denial, and provide an opportunity for a hearing or reapplication upon request.

#### (b) Suspension of Registration.—

- (1) Basis.—The registration of a facility, including the facility of an importer, may be suspended immediately by the Secretary for—
  - (A) failure to permit access to the facility for inspection under this Act;
    - (B) violation of a food safety law, including a regulation issued under a food safety law, concerning the facility, in a case in which the Secretary determines that such suspension is likely to prevent a significant risk of adverse health consequences; or

1	(C) conviction of the applicant or reg-
2	istrant in any Federal or State court of—
3	(i) any felony relating to food, wheth-
4	er or not the felony is based upon the ac-
5	quisition, handling, or distribution of adul-
6	terated or misbranded food; or
7	(ii) more than 1 violation of any law
8	relating to food, whether or not the viola-
9	tion involves any fraud in connection with
10	transactions in food.
11	(2) Impact.—No person may introduce a food
12	product into interstate commerce, or offer a food
13	product for import into the United States, from a
14	facility with a suspended registration.
15	(3) Reinstatement.—Any registration sus-
16	pended under paragraph (1) may be reinstated
17	whenever the Secretary determines that the suspen-
18	sion is no longer necessary.
19	(c) Exemption Authority.—The Secretary may by
20	regulation exempt classes of facilities from the require-
21	ments of subsection (a) if the Secretary determines that
22	the registration of such facilities is not needed for effective
23	enforcement of a food safety law

I	SEC. 103. PROCESS CONTROLS TO REDUCE THE CONTAMI-
2	NATION OF FOOD PRODUCTS.
3	(a) In General.—The Secretary shall, on the basis
4	of the best available scientific and technological data, pre-
5	scribe regulations to—
6	(1) limit the presence of contaminants and
7	other potentially harmful substances in food prod-
8	ucts;
9	(2) ensure that all facilities registered under
10	section 102 implement appropriate process controls
11	to control and reduce the presence and growth of
12	contaminants and other potentially harmful sub-
13	stances in food products;
14	(3) ensure that all processed or ready-to-eat
15	food products are processed and handled in a sani-
16	tary manner, using reasonably available techniques
17	and technologies to minimize any contaminants or
18	other potentially harmful substances likely to cause
19	foodborne illness; and
20	(4) ensure that food products intended for final
21	processing outside commercial establishments are la-
22	beled with instructions for handling and preparation
23	for consumption that, when adhered to, will destroy
24	any contaminant or other potentially harmful sub-
25	stance likely to cause foodborne illness.

(b) Regulations.—

1	(1) IN GENERAL.—In implementing subsection
2	(a), the Secretary shall, not later than 1 year after
3	the date of enactment of this Act, issue regulations
4	that require each facility registered under section
5	102 to adopt process controls adequate to protect
6	public health by controlling and reducing the pres-
7	ence and growth of contaminants and other poten-
8	tially harmful substances in food products prepared
9	in the facility.
10	(2) Elements.—Such regulations shall—
11	(A) set standards for sanitation in food
12	products;
13	(B) set tolerances for biological, chemical,
14	and physical contaminants in food products, as
15	appropriate;
16	(C) require process controls to assure that
17	food products are safe and that relevant regu-
18	latory and other safety standards, including the
19	standards and tolerances described in subpara-
20	graphs (A) and (B), are met;
21	(D) require recordkeeping to monitor com-
22	pliance with the process controls;
23	(E) require sampling (in accordance with
24	the sampling guidelines described in section
25	201(b)) to assure that the process controls are

- effective and that regulatory and other safety standards are being met; and
- 3 (F) provide for agency access to records 4 kept under subparagraph (D) and submission 5 of copies of such records to the Secretary as the 6 Secretary determines to be appropriate.
- 7 (c) Records.—Public access to records kept under 8 subsection (b)(2)(D) that relate to the adequacy of meas-9 ures taken by facilities to protect public health by control-10 ling and reducing the presence and growth of contami-11 nants and other potentially harmful substances in food 12 products shall be governed by section 552 of title 5,
- 14 (d) Process Controls for Use of Food Ingre15 DIENTS.—The Secretary may require any person, firm, or
  16 corporation that has responsibility for or control over food
  17 ingredients and that is registered under section 102 to
  18 adopt process controls, to the extent the Secretary deter19 mines that such process controls are needed to assure the
  20 protection of public health.

#### 21 SEC. 104. TOLERANCES FOR CONTAMINANTS IN FOOD.

22 (a) Tolerances.—In adopting, under section 23 103(b)(2), tolerances for facilities registered under section 24 102, the Secretary shall establish tolerances limiting the 25 quantity, in food products, of contaminants, except for

United States Code.

- 1 pesticide chemical residues regulated under section 408,
- 2 or food additives regulated under section 409, of the Fed-
- 3 eral Food, Drug, and Cosmetic Act (21 U.S.C. 346a or
- 4 348), that, when found in food products, may render such
- 5 products unsafe for human consumption. Such tolerances
- 6 may include indicators (including indicator organisms)
- 7 from which the presence of a contaminant in a food prod-
- 8 uct may reasonably be inferred. In developing a tolerance
- 9 for a contaminant, the Secretary shall take into account
- 10 the extent to which consumers may be exposed to such
- 11 contaminant from sources other than food, and the extent
- 12 to which such contaminant can be avoided or minimized
- 13 in the commercial processing and handling of such food.

#### 14 (b) Regulations.—

- 15 (1) IN GENERAL.—The Secretary, after notice
- and an opportunity for comment, shall promulgate
- 17 regulations to implement subsection (a) not later
- than 48 months after the date of enactment of this
- 19 Act. In promulgating such regulations, the Secretary
- shall establish tolerances for the contaminants that
- 21 the Secretary determines have the greatest public
- health impact, as early as feasible after the date of
- enactment of this Act.
- 24 (2) Basis.—A tolerance established under this
- 25 section shall be based on—

- 1 (A) a scientific analysis of the public 2 health risks attributable to the contaminant for 3 which the tolerance is established; and
  - (B) analysis of the public health risks attributable to the contaminant for sensitive groups, such as children, elderly individuals, pregnant women, and individuals with compromised immune systems.
    - (3) Revisions.—The Secretary shall, in a timely manner, issue revisions to the regulations under paragraph (1) that take into account new information relating to the contaminants involved.
- 13 (4) Data or assistance.—The Secretary may 14 enter into a contract with the National Academy of 15 Sciences to provide such data or assistance as the 16 Secretary of Health and Human Services determines 17 to be necessary to carry out this subsection.
- 18 (c) Report.—The Secretary shall prepare and sub19 mit to Congress a report on the progress of the Secretary
  20 in establishing tolerances under this section. The report
  21 shall include a description of the research that has been
  22 conducted with respect to such tolerances and the research
  23 that needs to be conducted before additional tolerances
  24 may be established under this section, the health signifi25 cance of the lack of such additional tolerances, a timetable

7

8

9

10

11

- 1 for the establishment of such tolerances, and the estimated
- 2 costs, including costs of research, associated with the es-
- 3 tablishment of such tolerances. The report shall be sub-
- 4 mitted not later than 18 months after the date of enact-
- 5 ment of this Act, and biennially thereafter during the 6-
- 6 year period that begins on such date of enactment.

#### 7 SEC. 105. INSPECTIONS OF PROCESSORS AND IMPORTERS.

8 (a) Nature of Inspections.—

9

10

11

12

13

14

15

16

17

18

19

20

21

22

- (1) IN GENERAL.—The inspection system referred to in section 101(b)(4) shall provide for regular and unannounced inspections of facilities (including facilities of importers) registered under section 102 to determine if such facilities are operated in a sanitary manner and if food products processed or handled in the facilities is in violation of a food safety law.
- (2) SCHEDULE.—The Secretary shall inspect each facility described in paragraph (1) at least quarterly, except that the Secretary shall specify an alternative inspection frequency for a facility that the Secretary determines to be an exceptional or negligible-risk facility, under standards issued under paragraph (3).
- 24 (3) STANDARDS.—The Secretary shall issue 25 standards for determining whether a facility is an

- exceptional or negligible-risk facility. In issuing the standards, the Secretary shall classify facilities by considering the hazards associated with the type of product being produced at a facility, the facility's history of compliance and food safety problems, and such other factors as the Secretary may determine to be appropriate.
  - (4) EXAMINATION OF CLASSIFICATIONS.—Each inspection of a facility classified as an exceptional or negligible-risk facility shall include an examination of whether the facility is appropriately classified under the standards issued under paragraph (3).

#### (b) Conduct of Inspections.—

- (1) Scope.—An inspection under subsection (a) of any domestic or foreign facility (including a facility of an importer) shall extend to all things in the facility (including records required to be maintained under subsection (e), processes, controls, and premises) that bear on whether food products are in compliance with a food safety law. The inspection shall include a review of processing or handling records and sampling of food products. Access to records may include the copying of such records.
- (2) AUTHORITIES.—In conducting such inspections, officers or employees duly designated by the

- Secretary, on presenting appropriate credentials to the owner, operator, or agent in charge of a facility, are authorized—
  - (A) to enter at reasonable times any facility described in subsection (a) in which persons are engaged in the processing or handling of food products (including a facility of an importer), which may include entering any vehicle being used to transport or hold food products for processing or handling;
  - (B) to inspect in a reasonable manner such facility (which may include inspecting a vehicle described in subparagraph (A)), including all pertinent equipment, finished and unfinished materials, containers, labeling, processes, controls, and premises; and
  - (C) to collect and retain samples of food products or ingredients or of any other items found during an inspection that may contribute to a finding of whether such food products are in violation of a food safety law.
  - (3) Report.—Immediately after completion of the inspection, the officer or employee making the inspection shall give to the owner, operator, or agent in charge a report, in writing, setting forth any con-

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

ditions or practices observed that indicate that either
process controls are inadequate to prevent or minimize food safety hazards or that any food product
from such facility is in violation of a food safety law.

#### (c) PRODUCT DETENTION AND CONDEMNATION.—

- (1) IN GENERAL.—If, during an inspection conducted under this section of a domestic facility, an officer or employee making the inspection determines that a food product is in violation of a food safety law, such officer or employee may order the food product segregated, impounded, and if objection is not made within 48 hours after the issuance of the impoundment order, condemned. If objection is made within such 48 hours, food products that are in perishable form may be processed to the extent necessary to prevent spoilage, and the Secretary shall expeditiously commence a hearing regarding the determination and any action required for compliance with the food safety laws.
- (2) Release.—If the Secretary determines that, through relabeling or other action, such food product can be brought into compliance with the food safety laws, the food product may be released following a determination by the Secretary that such

1	relabeling or other action as specified by the Sec-
2	retary has been performed.
3	(3) Destruction.—Any food product con-
4	demned under paragraph (1)—
5	(A) in a case in which no objection is made
6	under paragraph (1);
7	(B) after the hearing and any judicial re-
8	view; or
9	(C) after failure of the owner, operator, or
10	agent to perform relabeling or other action de-
11	scribed in paragraph (2);
12	shall be destroyed under supervision of the Sec-
13	retary.
14	(d) Official Mark.—The Secretary shall prescribe
15	by regulation conditions under which any food product
16	shall display an official mark, when needed to facilitate
17	exports, that signifies that the food product has been proc-
18	essed and handled in accordance with standards approved
19	by the Secretary. The Secretary may assess a fee for the
20	use of such a mark. The Secretary shall deposit fees re-
21	ceived under this subsection in an account, and may use
22	the funds in the account to carry out enforcement activi-
23	ties under the food safety laws, or to carry out section
24	106.

1	(e) Maintenance of Records.—The registrant for
2	each facility registered under section 102 shall maintain
3	and make available for inspection by the Secretary such
4	records as the Secretary may prescribe. Such records shall
5	be maintained for a reasonable period of time as deter-
6	mined by the Secretary. The records shall include informa-
7	tion concerning—
8	(1)(A) the origin, receipt, delivery, sale, move-
9	ment, holding, and disposition of food products, or
10	ingredients for food products, processed or handled
11	at the facility;
12	(B) the identity and amount of ingredients used
13	in the food involved;
14	(C) the processing or handling of the food;
15	(D) the results of laboratory, sanitation, or
16	other quality control tests performed on the food or
17	in the facility; and
18	(E) consumer complaints concerning the food or
19	the packaging of the food; and
20	(2) other matters reasonably related to whether
21	food products processed or handled at the facility
22	may be in violation of a food safety law.
23	(f) OTHER INSPECTION RIGHTS AND DUTIES.—Sec-
24	tion 704 of the Federal Food, Drug, and Cosmetic Act

- 1 (21 U.S.C. 374) is amended by adding at the end the fol-
- 2 lowing new subsection:
- 3 "(g) Except as otherwise provided in section 106(b)
- 4 of the Consumer Food Safety Act of 1999, the provisions
- 5 of the last 2 sentences of subsection (a)(1), and sub-
- 6 sections (c) and (d), relating to the powers and duties of
- 7 officers and employees to enforce this Act, and to the
- 8 rights and duties of persons with respect to whom such
- 9 powers are exercised, apply to the powers and duties of
- 10 officers and employees designated by the Secretary to en-
- 11 force the Consumer Food Safety Act of 1999, and to the
- 12 rights and duties of persons with respect to whom such
- 13 powers are exercised, respectively.".

#### 14 SEC. 106. STATE AND FEDERAL COOPERATION.

- 15 (a) IN GENERAL.—The Secretary shall work with the
- 16 States in undertaking activities and programs that con-
- 17 tribute to the national program established under section
- 18 101 so that State food safety programs and the national
- 19 program function in a coordinated and cost-effective man-
- 20 ner. With the assistance provided under subsection (b),
- 21 the Secretary shall encourage States to—
- 22 (1) continue, strengthen, or establish State food
- safety programs, especially with respect to the regu-
- lation of retail commercial food establishments,
- 25 transportation, harvesting, and fresh markets; and

- 1 (2) establish procedures and requirements for
- 2 ensuring that food products under the jurisdiction of
- 3 the State food safety programs are not unsafe for
- 4 human consumption.
- 5 (b) Assistance.—The Secretary may provide to a
- 6 State, for planning, developing, and implementing a food
- 7 safety program—
- 8 (1) advisory assistance;
- 9 (2) technical assistance, training, and labora-
- tory assistance (including necessary materials and
- 11 equipment); and
- 12 (3) financial and other assistance.
- 13 (c) Service Agreements.—The Secretary may,
- 14 under agreements entered into with Federal, State, or
- 15 local agencies, use on a reimbursable basis or otherwise,
- 16 the personnel, services, and facilities of such agencies in
- 17 carrying out their responsibilities under this Act. Such an
- 18 agreement shall provide that any compliance records, no-
- 19 tices, or reports that are recorded or issued in connection
- 20 with activities under the agreement and are in the posses-
- 21 sion of the agency that entered into the agreement shall
- 22 be made available in accordance with section 552 of title
- 23 5, United States Code. An agreement entered into with
- 24 a State agency under this subsection may provide for
- 25 training of State employees.

#### SEC. 107. IMPORTS.

- 2 Secretary.—Not later than 24 (a) Role of months after the date of enactment of this Act, the Secretary shall establish and administer a comprehensive and 4 5 efficient system to ensure the safety of food products imported into the United States. In administering the system, the Secretary shall routinely inspect facilities registered under section 102 in exporting nations and imports 9 at ports of entry into the United States, in accordance 10 with this section and section 105. The Secretary shall as-11 sure that the facilities are operating in compliance with 12 the food safety laws, through such verification and other
- 14 (b) Import Requirements.—
- 15 (1) SAFETY STANDARDS.—No food product
  16 may enter the United States, or be withdrawn from
  17 a facility for consumption in the United States if
  18 such food product appears to be in violation of a
  19 food safety law.

activities as the Secretary considers to be necessary.

(2) TREATMENT.—Upon entry for consumption in the United States, food products that are not prohibited from entry or from withdrawal from a facility under paragraph (1) shall be considered to be and treated as domestic food products for purposes of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301 et seq.), except that all labeling of such

13

20

21

22

23

24

25

products shall clearly identify the country of origin to facilitate the identification of products linked to outbreaks of illness.

#### (c) Inspection of Imports.—

- (1) Examinations, inspections, sampling and other procedures as the Secretary may determine to be appropriate at the port of entry or at the facility registered under section 102 in the exporting nation by officers or employees duly designated by the Secretary. Such procedures shall be conducted with such frequency and in such manner as the Secretary may prescribe by regulation.
- (2) Random or intensified procedures.—
  Food products from a nation that is certified for such food products under subsection (e)(3) shall be subject to random examinations, inspections, sampling, and other procedures under paragraph (1). Food products from a nation that is not certified for such food products under subsection (e)(3) shall be subject to such intensified examinations, inspections, sampling, and other verification procedures, includ-

- 1 ing inspection in the exporting nation, under para-
- 2 graph (1), as the Secretary determines are necessary
- 3 to ensure compliance with the food safety laws.
- 4 (d) Detention of Imported Food Product.—If,
- 5 during an inspection or other verification procedure car-
- 6 ried out under this section at a port of entry, an officer
- 7 or employee conducting the procedure determines that a
- 8 food product is in violation of a food safety law, such offi-
- 9 cer or employee may order the food product segregated,
- 10 impounded, and if objection is not made within such 48
- 11 hours, condemned. If objection is made, within such 48
- 12 hours such food products that are in perishable form may
- 13 be processed to the extent necessary to prevent spoilage,
- 14 and the Secretary shall expeditiously commerce a hearing
- 15 regarding the determination and any action required for
- 16 compliance with the food safety laws. The final condemna-
- 17 tion or other disposition of such food product shall be sub-
- 18 ject to the provisions of paragraphs (2) and (3) of section
- 19 105(c).
- 20 (e) AGREEMENTS WITH FOREIGN NATIONS.—
- 21 (1) EVALUATION.—The Secretary may enter
- into an agreement described in paragraph (2) with
- any nation desiring to export food products to the
- United States. Prior to concluding such an agree-
- 25 ment, the Secretary shall evaluate the food safety

1	program of the foreign nation to determine if such
2	program provides at least the same level of protec-
3	tion, with respect to food products intended for ex-
4	port to the United States, as domestic laws that af-
5	fect the safety of the food supply. In such evalua-
6	tion, the Secretary shall consider—
7	(A) the potential for health, sanitary, envi-
8	ronmental, or other conditions within the for-
9	eign nation to adversely affect the safety of
10	food products exported from such nation; and
11	(B) how well the food safety programs of
12	the foreign nation function to minimize any ad-
13	verse effects on such safety.
14	(2) Requirements.—Any agreement under
15	this subsection with a nation desiring to export food
16	products to the United States shall—
17	(A) require that the exporting nation
18	shall—
19	(i) establish and maintain a food safe-
20	ty system that is adequate to ensure that
21	the food products intended for export to
22	the United States are not in violation of
23	the food safety laws; and
24	(ii) promptly notify the Secretary of
25	any violations affecting the safety of food

products exported or intended for export to the United States;

(B) provide for such activities (whether in the exporting nation or at the port of entry during importation) by the Secretary, including examinations, inspections, sampling, and other procedures, at such stages in the growth or harvest of food, or in the processing or handling of food products, as the Secretary considers to be appropriate to ensure that the food safety program of the exporting nation continues to provide at least the same level of protection, with respect to food products intended for export to the United States, as domestic laws that affect the safety of the food supply; and

- (C) provide for reciprocity with respect to the treatment of food imports and exports between the United States and the exporting nation.
- (3) CERTIFICATION.—If the Secretary determines that a nation desiring to export food products to the United States has a program that provides at least the same level of protection, with respect to food products intended for export to the United States, as domestic laws that affect the safety of the

food supply, the Secretary shall, upon entry into force of an agreement under paragraph (1), certify the types of food products for which the nation maintains such a program.

#### (4) Reviews of Certifications.—

- (A) IN GENERAL.—The Secretary shall periodically or for good cause, and not less than once every 3 years, review certifications made under paragraph (3), and shall revoke the certification of any nation that the Secretary determines is not maintaining a food safety program that provides at least the same level of protection, with respect to food products intended for export to the United States, as domestic laws that affect the safety of the food supply.
- (B) IMPACT ON AGREEMENTS.—The Secretary shall review and modify, as needed, an agreement made under paragraph (1) with any nation whose certification has been revoked under subparagraph (A).

# 1 TITLE II—RESEARCH AND EDUCATION

4 (a) Cooperation With the Centers for Disease
5 Control and Prevention.—The Secretary, acting
6 through the Director of the Centers for Disease Control
7 and Prevention, shall maintain an active surveillance sys8 tem for food, to include on a representative proportion of
9 the population of the United States, to assess more accu10 rately the frequency and sources of human illness in the

United States associated with the consumption of food.

12 (b) Public Health Sampling.—

- (1) Guidelines.—Not later than 12 months after the date of enactment of this Act, the Secretary, in cooperation with the Secretary of Agriculture, shall establish guidelines for a sampling system under which the Secretary and the Secretary of Agriculture shall collect and analyze samples of food products to assist the Secretary in carrying out the food safety laws, and to assess more accurately the nature, frequency of occurrence, and amounts of contaminants in food products.
  - (2) Monitoring and other information.— In carrying out the sampling system, the Secretary and the Secretary of Agriculture shall provide for—

- 1 (A) statistically valid monitoring, including
  2 the conduct of market-basket studies, on the
  3 nature, frequency of occurrence, and amounts
  4 of contaminants in food products available to
  5 consumers; and
  - (B) at the request of the Secretary of Health and Human Services, the collection and analysis of such other information, including analysis of information from monitoring and verification samples, as the Secretary determines may be useful in assessing the occurrence of contaminants in food products.
- (c) Assessment of Public Health Hazards.— Using information obtained through the surveillance sys-tem referred to in subsection (a) and the sampling system described in subsection (b), the Secretary shall rank food categories based on their hazard to public health and identify appropriate industry and regulatory approaches to minimize hazards in the food supply. In conducting the ranking and identification, the Secretary may determine—
  - (1) the public health hazards associated with food products that are commercially harvested and prepared, as compared with the public health hazards associated with food products that are harards

- vested for recreational or subsistence purposes and
   prepared noncommercially;
  - (2) the public health hazards associated with food products that are domestically harvested and processed, as compared with the public health hazards associated with food products that are harvested or processed outside the United States; and
- 8 (3) the extent of contamination originating 9 from handling practices that occur prior to or after 10 sale of food products to consumers.

#### 11 SEC. 202. PUBLIC EDUCATION AND ADVISORY SYSTEM.

- 12 (a) Public Education.—The Secretary, in coopera-
- 13 tion with private and public organizations, including the
- 14 State cooperative extension services and appropriate State
- 15 entities, shall design and implement a national public edu-
- 16 cation program on food safety. In carrying out the pro-
- 17 gram, the Secretary shall—

3

5

6

- 18 (1) provide information to the public regarding
- 19 Federal standards and good practice requirements
- 20 relating to food safety, and promote public aware-
- 21 ness, understanding, and acceptance of such stand-
- ards and requirements;
- 23 (2) provide information to health professionals
- so that the health professionals may improve diag-
- nosis and treatment of food-related illness and ad-

1	vise individuals whose health conditions place the in-
2	dividuals at particular risk for that illness; and
3	(3) provide such other information or advice to
4	consumers and other persons as the Secretary deter-
5	mines will promote the objectives of this Act.
6	(b) Health Advisories.—The Secretary, in con-
7	sultation with the Secretary of Agriculture and the Admin-
8	istrator of the Environmental Protection Agency, and in
9	cooperation with States and other appropriate entities,
10	shall—
11	(1) develop and distribute regional and national
12	advisories concerning food safety;
13	(2) develop standardized formats for written
14	and broadcast advisories concerning food safety; and
15	(3) incorporate State and local advisories, con-
16	cerning food safety into the national public edu-
17	cation program required under subsection (a).
18	SEC. 203. RESEARCH.
19	(a) IN GENERAL.—The Secretary shall conduct re-
20	search to assist in the implementation of this Act, includ-
21	ing studies relating to—
22	(1) improving sanitation and food safety prac-
23	tices in the processing and handling of food prod-
24	nets:

1	(2) developing improved techniques for the
2	monitoring of food and inspection of food products;
3	(3) developing efficient, rapid, and sensitive
4	methods for determining and detecting the presence
5	of contaminants in food products;
6	(4) determining the sources of contamination of
7	food (including food products); and
8	(5) developing consumption data with respect to
9	food products.
10	(b) Contract Authority.—The Secretary is au-
11	thorized to enter into contracts and agreements with any
12	State, institution of higher education, other government
13	agency, or other person to carry out the activities de-
14	scribed in this section.
15	TITLE III—ENFORCEMENT
16	SEC. 301. AMENDMENTS TO THE FEDERAL FOOD, DRUG,
17	AND COSMETIC ACT.
18	(a) In General.—The Federal Food, Drug, and
19	Cosmetic Act (21 U.S.C. 301 et seq.) is amended—
20	(1) by inserting after the chapter heading for
21	chapter IV the following:
22	"Subchapter A—Food Standards"; and
23	(2) by adding at the end the following:

1	"Subchapter B—Remedies
2	"SEC. 421. DEFINITIONS.
3	"In this subchapter, the term 'food safety law' means
4	the Consumer Food Safety Act of 1999 and the provisions
5	of this Act that relate to food.
6	"SEC. 422. NOTIFICATION AND RECALL.
7	"(a) Notice to Secretary of Violation.—Any
8	person (other than a household consumer or other indi-
9	vidual who is the intended consumer of an article of food)
10	that has a reasonable basis for believing that any article
11	of food introduced into or in interstate commerce, or held
12	for sale (whether or not the first sale) after shipment in
13	interstate commerce, may be in violation of a food safety
14	law shall immediately notify the Secretary, in such manner
15	and by such means as the Secretary may by regulation
16	prescribe, of the identity and location of such article.
17	"(b) Recall and Consumer Notification.—
18	"(1) Voluntary procedures.—If the Sec-
19	retary finds, on notification under subsection (a) or
20	otherwise, that any article of food is in violation of
21	a food safety law when introduced into or while in
22	interstate commerce or while held for sale (whether
23	or not the first sale) after shipment in interstate
24	commerce and there is a reasonable probability that

such article, if consumed, would present a threat to

1	public health, as determined by the Secretary, the
2	Secretary shall provide the appropriate persons (in-
3	cluding the manufacturers, importers, distributors,
4	or retailers of the article) with an opportunity to—
5	"(A) cease distribution of such article;
6	"(B) notify all persons—
7	"(i) producing, manufacturing, pack-
8	ing, processing, preparing, treating, pack-
9	aging, distributing, or holding such article
10	to immediately cease such activities with
11	respect to such article; or
12	"(ii) to which such article has been
13	distributed, transported, or sold, to imme-
14	diately cease distribution of such article;
15	"(C) recall such article;
16	"(D) provide, in consultation with the Sec-
17	retary, notice of the finding of the Secretary to
18	consumers to whom such article was, or may
19	have been, distributed; or
20	"(E) take any combination of the above
21	measures, as determined by the Secretary to be
22	appropriate in the circumstances.
23	"(2) Pre-hearing order to cease distribu-
24	TION AND GIVE NOTICE.—If such appropriate person
25	refuses to or does not voluntarily cease distribution,

1	make notification, recall such article, or provide no-
2	tice to consumers, as applicable, within the time and
3	in the manner prescribed by the Secretary, the Sec-
4	retary shall, by order, require, as the Secretary de-
5	termines to be necessary, such person to—
6	"(A) immediately cease distribution of
7	such article;
8	"(B) immediately notify all persons—
9	"(i) producing, manufacturing, pack-
10	ing, processing, preparing, treating, pack-
11	aging, distributing, or holding such article
12	to immediately cease such activities with
13	respect to such article; or
14	"(ii) to which such article has been
15	distributed, transported, or sold, to imme-
16	diately cease distribution of such article; or
17	"(C) immediately take the actions specified
18	in both subparagraphs (A) and (B).
19	"(3) Notification of consumers by sec-
20	RETARY.—The Secretary shall, as the Secretary de-
21	termines to be necessary, provide notice of the find-
22	ing of the Secretary under paragraph (1) to con-
23	sumers to whom such article was, or may have been
24	distributed.

1	"(c) Hearing on Order.—The Secretary shall pro-
2	vide any person subject to an order under subsection (b)
3	with an opportunity for a hearing, to be held as soon as
4	practicable but not later than 2 days after the issuance
5	of the order, on the actions required by the order and or
6	whether the article that is the subject of the order should
7	be recalled.
8	"(d) Post-Hearing Recall Order.—
9	"(1) Amendment of order.—If, after pro-
10	viding an opportunity for a hearing under subsection
11	(c), the Secretary determines that there is a reason-
12	able probability that the article that is the subject
13	of an order under subsection (b), if consumed, pre-
14	sents a threat to public health, the Secretary, as the
15	Secretary determines to be necessary, may—
16	"(A) amend the order to require recall of
17	such article or other appropriate action;
18	"(B) specify a timetable in which the recal
19	shall occur;
20	"(C) require periodic reports to the Sec-
21	retary describing the progress of the recall; and
22	"(D) provide notice of the recall to con-
23	sumers to whom such article was, or may have
24	been, distributed.

- 1 "(2) Vacation of order.—If, after such a 2 hearing, the Secretary determines that adequate 3 grounds do not exist to continue the actions required 4 by the order, the Secretary shall vacate the order. 5 "(e) Remedies Not Exclusive.—The remedies provided in this section shall be in addition to and not 6 exclusive of other remedies that may be available. 7 8 "SEC. 423. CIVIL PENALTIES. 9 "(a) IN GENERAL.— "(1) ACTS SUBJECT TO PENALTY; PENALTY 10 11 AMOUNT.—Any person that commits an act that violates a food safety law may be assessed a civil pen-12 13 alty by the Secretary of not more than \$100,000 for 14 each such act. Each such act and each day during 15 which such act continues shall be a separate offense. "(2) Notice and hearing.—No penalty shall 16 17 be assessed by the Secretary under this section un-18 less such person is given notice and an opportunity 19 for a hearing on the record before the Secretary in
- 22 "(3) OTHER REQUIREMENTS.—Such civil pen-23 alty shall be assessed by the Secretary by written 24 order. The amount of the civil penalty shall be deter-25 mined by the Secretary, taking into account the

United States Code.

accordance with sections 554 and 556 of title 5,

20

- 1 gravity of the violation, degree of culpability of the
- 2 person, size and type of business of the person, and
- any history of prior offenses by the person, and shall
- 4 be specified in the order. The order may be reviewed
- 5 only as provided in subsection (b).
- 6 "(b) Judicial Review.—An order assessing a civil
- 7 penalty under subsection (a) shall be final and conclusive
- 8 unless the person files, within 30 days after the effective
- 9 date of the order, an application for judicial review of the
- 10 order in the United States Court of Appeals for the circuit
- 11 in which such person resides or has its principal place of
- 12 business, or in the United States Court of Appeals for the
- 13 District of Columbia Circuit. The person shall file the ap-
- 14 plication by filing a notice of appeal in such court and
- 15 by simultaneously sending a copy of such notice by cer-
- 16 tified mail to the Secretary. The Secretary shall promptly
- 17 file in such court a certified copy of the record upon which
- 18 such order was issued. The findings of the Secretary relat-
- 19 ing to the order shall be set aside only if found to be un-
- 20 supported by substantial evidence on the record as a
- 21 whole.
- 22 "(c) Collection Actions.—If any person fails to
- 23 pay a civil penalty assessed under subsection (a) after the
- 24 order assessing the penalty has become a final and conclu-
- 25 sive order, or after the court of appeals described in sub-

- 1 section (b) has entered final judgment in favor of the Sec-
- 2 retary, the Secretary shall refer the matter to the Attorney
- 3 General, who shall institute a civil action to recover the
- 4 amount assessed in a United States district court of com-
- 5 petent jurisdiction. In such action, the validity and appro-
- 6 priateness of the Secretary's order assessing the civil pen-
- 7 alty shall not be subject to review.
- 8 "(d) Penalties Paid Into Account.—The Sec-
- 9 retary shall deposit penalties collected under this section
- 10 in an account, and may use the funds in the account to
- 11 carry out enforcement activities under the food safety
- 12 laws, or to carry out section 106 of the Consumer Food
- 13 Safety Act of 1999.
- 14 "(e) Secretary's Discretion To Prosecute.—
- 15 Nothing in this Act shall be construed as requiring the
- 16 Secretary to report for prosecution, or for the institution
- 17 of libel or injunction proceedings, violations of a food safe-
- 18 ty law whenever the Secretary believes that the public in-
- 19 terest will be adequately served by assessment of civil pen-
- 20 alties under this section.
- 21 "(f) Remedies Not Exclusive.—The remedies
- 22 provided in this section shall be in addition to and not
- 23 exclusive of other remedies that may be available.

#### 1 "SEC. 424. WHISTLEBLOWER PROTECTION.

2	"(a) In General.—No employee or other person
3	may be harassed, prosecuted, held liable, or discriminated
4	against in any way because that person—
5	"(1) has commenced, caused to be commenced,
6	or is about to commence a proceeding, has testified
7	or is about to testify at a proceeding, or has assisted
8	or participated or is about to assist or participate in
9	any manner in a proceeding or other action, to carry
10	out the objectives, functions, or responsibilities spec-
11	ified in the Consumer Food Safety Act of 1999, the
12	Federal Food, Drug, and Cosmetic Act (21 U.S.C.
13	301 et seq.), the Federal Meat Inspection Act (21
14	U.S.C. 601 et seq.), or the Poultry Products Inspec-
15	tion Act (21 U.S.C. 451 et seq.); or
16	"(2) is refusing to violate or assist in violation
17	of a law described in paragraph (1), including a reg-
18	ulation issued under that law.
19	"(b) Procedures.—
20	"(1) In general.—A person alleging a viola-
21	tion of subsection (a) may file a complaint as de-
22	scribed in subsection (b) of section 31105 of title 49,
23	United States Code.
24	"(2) Administration.—The process, proce-
25	dures, and remedies that apply under subsections
26	(b), (c), and (d) of that section 31105 with respect

- 42 1 to allegations of violations of subsection (a) of that 2 section shall be the process, procedures, and rem-3 edies that apply with respect to allegations of violations of subsection (a), except as provided in para-5 graphs (3) and (4). "(3) ALTERNATIVE PROCESS.—The person fil-6 7 ing a complaint under paragraph (1) may elect to 8 use an alternative dispute resolution procedure, such 9 as mediation or arbitration, in lieu of the hearing 10 described in subsection (b) of that section 31105. 11 "(4) Secretary.—The powers and duties that 12 apply to the Secretary of Labor under that section
- 13 31105 shall apply to the Secretary of Health and 14 Human Services.
- "(c) Burdens of Proof.—The legal burdens of 15 proof with respect to a violation of subsection (a) shall 16 17 be governed by the applicable provisions of sections 1214 and 1221 of title 5, United States Code. 18
- 20 BILITY OF PENALTY PROVISIONS; CONDUCT

"SEC. 425. ADMINISTRATION AND ENFORCEMENT; APPLICA-

- 21 OF INQUIRIES; POWER AND JURISDICTION OF
- 22 COURTS.

19

23 "(a) IN GENERAL.—For the efficient administration and enforcement of the food safety laws, the provisions (including provisions relating to penalties) of sections 6, 25

- 1 8, 9, and 10 of the Federal Trade Commission Act (15
- 2 U.S.C. 46, 48, 49, and 50) (except subsections (c) through
- 3 (h) of such section 6), relating to the jurisdiction, powers,
- 4 and duties of the Federal Trade Commission and the At-
- 5 torney General to administer and enforce that Act, and
- 6 to the rights and duties of persons with respect to whom
- 7 such powers are exercised, apply to the jurisdiction, pow-
- 8 ers, and duties of the Secretary and the Attorney General
- 9 in administering and enforcing the provisions of this chap-
- 10 ter and the Consumer Food Safety Act of 1999 and to
- 11 the rights and duties of persons with respect to whom such
- 12 powers are exercised, respectively.
- 13 "(b) Inquiries and Actions.—The Secretary, in
- 14 person or by such agents as the Secretary may designate,
- 15 may prosecute any inquiry necessary to carry out the du-
- 16 ties of the Secretary under this chapter and the Consumer
- 17 Food Safety Act of 1999 in any part of the United States,
- 18 and the powers conferred by sections 9 and 10 of the Fed-
- 19 eral Trade Commission Act (15 U.S.C. 49 and 50) on the
- 20 United States district courts may be exercised for the pur-
- 21 poses of this chapter by any United States district court
- 22 of competent jurisdiction.
- 23 **"SEC. 426. TRACEBACK.**
- 24 "The Secretary may impose on a food product re-
- 25 quirements for the traceability of such type or class of food

- 1 product whenever such requirements are necessary to as-
- 2 sure the protection of public health. Traceability require-
- 3 ments shall be established in accordance with regulations
- 4 and guidelines issued by the Secretary and shall apply to
- 5 persons registered under section 102 of the Consumer
- 6 Food Safety Act of 1999.

#### 7 "SEC. 427. CITIZEN'S CIVIL ACTIONS.

- 8 "(a) CIVIL ACTIONS.—Any person may commence a
- 9 civil action against—
- 10 "(1) any person who violates any rule (includ-
- ing a rule establishing a tolerance), order, or other
- action of the Secretary to ensure the safety of food
- products; or
- 14 "(2) the Secretary, if the Secretary fails to per-
- form any act or duty to ensure the safety of food
- products that is not discretionary under a food safe-
- tv law.
- 18 "(b) Court.—The action shall be commenced in the
- 19 United States district court for the district in which the
- 20 defendant resides or is found or has an agent. The court
- 21 shall have jurisdiction, without regard to the amount in
- 22 controversy, or the citizenship of the parties, to enforce
- 23 such rule (including a rule establishing a tolerance), order,
- 24 or other action of the Secretary, or to order the Secretary
- 25 to perform such act or duty. The court may award dam-

- 1 ages, in the amount of damages actually sustained, and,
- 2 if the court determines it to be in the interest of justice,
- 3 may award the plaintiff the costs of suit, including reason-
- 4 able attorney's fees, reasonable expert witness fees, and
- 5 penalties.
- 6 "(c) Remedies Not Exclusive.—The remedies
- 7 provided for in this section shall be in addition to and not
- 8 exclusive of other remedies that may be available.".

#### 9 "SEC. 428. ADMINISTRATION.

- 10 "Notwithstanding any other provision of this Act, the
- 11 remedy for any foreign facility that violates a food safety
- 12 law shall be suspension of registration under section 102
- 13 of the Consumer Food Safety Act of 1999.".
- 14 (b) Conforming Amendment; Prohibited Act.—
- 15 Section 301 of the Federal Food, Drug, and Cosmetic Act
- 16 (21 U.S.C. 331) is amended by adding at the end the fol-
- 17 lowing:
- 18 "(aa) The failure or refusal to comply with an order
- 19 issued under section 422(b)(2) or 422(d).
- 20 "(bb) The failure to comply with the Consumer Food
- 21 Safety Act of 1999.".

### 22 TITLE IV—AUTHORIZATION

- 23 SEC. 401. AUTHORIZATION OF APPROPRIATIONS.
- 24 (a) IN GENERAL.—There are authorized to be appro-
- 25 priated to carry out this Act, other than sections 106 and

- 1 203, such sums as may be necessary for each of fiscal
- 2 years 2000 and 2001.
- 3 (b) Assistance to States.—There are authorized
- 4 to be appropriated such sums as may be necessary for
- 5 each of fiscal years 2000 and 2001, for carrying out sec-
- 6 tion 106 (relating to State program assistance).
- 7 (c) Research Program Authorization.—There
- 8 are authorized to be appropriated such sums as may be
- 9 necessary for each of fiscal years 2000 and 2001, for car-
- 10 rying out section 203 (relating to research).