#### 108TH CONGRESS 1ST SESSION

# S. 1103

To clarify the authority of the Secretary of Agriculture to prescribe performance standards for the reduction of pathogens in meat, meat products, poultry, and poultry products processed by establishments receiving inspection services and to enforce the Hazard Analysis and Critical Control Point (HACCP) System requirements, sanitation requirements, and the performance standards.

#### IN THE SENATE OF THE UNITED STATES

May 22, 2003

Mr. Harkin (for himself, Mr. Specter, Mr. Kohl, Mr. Durbin, Mr. Feingold, Mrs. Clinton, and Mr. Schumer) introduced the following bill; which was read twice and referred to the Committee on Agriculture, Nutrition, and Forestry

# A BILL

To clarify the authority of the Secretary of Agriculture to prescribe performance standards for the reduction of pathogens in meat, meat products, poultry, and poultry products processed by establishments receiving inspection services and to enforce the Hazard Analysis and Critical Control Point (HACCP) System requirements, sanitation requirements, and the performance standards.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

# 1 SECTION 1. SHORT TITLE.

2	This Act may be cited as the "Meat and Poultry
3	Pathogen Reduction and Enforcement Act".
4	SEC. 2. FINDINGS.
5	Congress finds that—
6	(1) the primary purpose of the Federal meat
7	and poultry inspection program is to protect public
8	health;
9	(2) the Centers for Disease Control and Preven-
10	tion report that human pathogens found in raw and
11	cooked meat, meat products, poultry, and poultry
12	products are a significant source of foodborne ill-
13	ness;
14	(3) to reduce the public health burden of
15	foodborne illness, the Federal meat and poultry in-
16	spection system should focus on reducing the risk of
17	foodborne illness associated with the presence of
18	foodborne pathogens through—
19	(A) establishment and enforcement of per-
20	formance standards for the reduction of patho-
21	gens in meat, meat products, poultry, and poul-
22	try products processed by establishments receiv-
23	ing inspection services; and
24	(B) enforcement of the Hazard Analysis
25	and Critical Control Point (HACCP) System
26	requirements and sanitation requirements;

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- (4) good public health practice requires controlling pathogens as close as practicable to the initial source of contamination to reduce pathogens and prevent foodborne illness;
  - (5) there is a need for strong safeguards at slaughter establishments during the slaughter and processing of meat and poultry products because those establishments are where pathogen contamination often originates;
  - (6) while proper handling and cooking of meat and poultry products can virtually eliminate the risk of foodborne illness from the consumption of meat and poultry, the presence of pathogens in raw meat and poultry products leads to cross-contamination of other foods and surrounding surfaces;
  - (7) to reduce the risk of foodborne illness and protect public health, regulatory authorities and all parties involved in the production and handling of meat, meat products, poultry, or poultry products should make a concerted effort to reduce, to the maximum extent practicable, contamination by pathogens using the best available scientific information and appropriate technology;

1	(8) the distribution of meat, meat products,
2	poultry, or poultry products that contain human
3	pathogens—
4	(A) impairs the effective regulation of
5	wholesome meat, meat products, poultry, or
6	poultry products in interstate and foreign com-
7	merce; and
8	(B) destroys markets for wholesome prod-
9	ucts;
10	(9) all articles and other animals that are sub-
11	ject to this Act and the amendments made by this
12	Act are either in or substantially affect interstate or
13	foreign commerce; and
14	(10) regulation by the Secretary of Agriculture
15	and cooperation by the States are necessary to pre-
16	vent or eliminate burdens on interstate or foreign
17	commerce and to protect the health and welfare of
18	consumers.
19	SEC. 3. PATHOGEN PERFORMANCE STANDARDS.
20	(a) MEAT AND MEAT PRODUCTS.—The Federal Meat
21	Inspection Act (21 U.S.C. 601 et seq.) is amended by in-
22	serting after section 8 (21 U.S.C. 608) the following:
23	"SEC. 8A. PATHOGEN PERFORMANCE STANDARDS.
24	"(a) In General.—In order to protect the public
25	health and promote food safety, the Secretary shall pre-

1	scribe performance standards for the reduction of patho-
2	gens in raw meat and meat products processed by each
3	establishment receiving inspection services under this Act.
4	"(b) List of Pathogens.—
5	"(1) IN GENERAL.—In consultation with the
6	Secretary of Health and Human Services, and tak-
7	ing into account data available from the Centers for
8	Disease Control and Prevention, the Secretary shall
9	identify the pathogens that make a significant con-
10	tribution to the total burden of foodborne disease as-
11	sociated with meat and meat products.
12	"(2) Publication; updates.—The Secretary
13	shall—
14	"(A) publish a list of the pathogens de-
15	scribed in paragraph (1) not later than 60 days
16	after the date of enactment of this section; and
17	"(B) update and publish the list annually
18	thereafter.
19	"(c) Pathogen Surveys.—
20	"(1) In general.—Not later than 180 days
21	after the date of enactment of this section, the Sec-
22	retary shall initiate comprehensive, statistically rep-
23	resentative surveys to determine the current levels
24	and incidence of contamination of raw meat and

meat products with the pathogens listed under sub-

1	section (b), including the variation in levels and inci-
2	dence of contamination among establishments.
3	"(2) Publication.—Not later than 2 years
4	after the date of enactment of this section, the Sec-
5	retary shall compile, and publish in the Federal Reg-
6	ister, the results of the surveys.
7	"(3) UPDATES.—At least once every 3 years
8	after the preceding surveys are conducted, the Sec-
9	retary shall—
10	"(A) conduct surveys described in para-
11	graph (1); and
12	"(B) compile and publish the results of the
13	surveys in accordance with paragraph (2).
14	"(d) Pathogen Reduction Performance Stand-
15	ARDS.—
16	"(1) IN GENERAL.—The pathogen reduction
17	performance standards required under subsection (a)
18	shall ensure the lowest level or incidence of contami-
19	nation that is reasonably achievable using the best
20	available processing technology and practices.
21	"(2) Current contamination.—In deter-
22	mining what is reasonably achievable, the Secretary
23	shall consider data on current levels or incidence of
24	contamination, including what is being achieved by

- establishments in the upper quartile of performance in controlling the level or incidence of contamination.
- "(3) Initial pathogens.—Not later than 3
  years after the date of enactment of this section, the
  Secretary shall propose pathogen reduction performance standards for at least 2 pathogens from the list
  published under subsection (b).
  - "(4) Subsequent pathogens.—Not later than 1 year after proposing pathogen reduction standards for the initial pathogens under paragraph (3), and each year thereafter, the Secretary shall propose a pathogen reduction performance standard for at least 1 pathogen each year from the list published under subsection (b) until standards have been proposed for all pathogens on the list.
    - "(5) Final standards.—Not later than 1 year after proposing a pathogen reduction standard for a pathogen under this subsection, the Secretary shall promulgate a final pathogen reduction standard for the pathogen.
    - "(6) Zero-tolerance standards.—Nothing in this section affects the authority of the Secretary to establish a zero-tolerance pathogen reduction performance standard.
- 25 "(e) REVIEW OF STANDARDS.—

- "(1) IN GENERAL.—Not later than 3 years 1 2 after promulgation of a final pathogen reduction 3 performance standard for a pathogen under subsection (d)(5), the Secretary shall review the stand-5 ard to determine whether the standard continues to 6 ensure the lowest level or incidence of contamination that is reasonably achievable using the best available 7 8 processing technology and practices, taking into ac-9 count the most recent survey conducted under sub-10 section (c).
  - "(2) REVISIONS.—The Secretary shall revise the standard, as necessary, to comply with subsection (d).

# "(f) Enforcement.—

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- "(1) IN GENERAL.—The Secretary shall conduct regular microbial testing in establishments producing raw meat and meat products to determine compliance with the pathogen reduction performance standards promulgated under this section.
- "(2) Inspections.—If the Secretary determines that an establishment fails to meet a standard promulgated under subsection (d) and that the establishment fails to take appropriate corrective action, as determined by the Secretary, the Secretary shall refuse to allow any meat or meat product sub-

1	ject to the standard and processed by the establish-
2	ment to be labeled, marked, stamped or tagged as
3	'inspected and passed'.
4	"(g) Report on Health-Based Pathogen Per-
5	FORMANCE STANDARDS.—
6	"(1) IN GENERAL.—Not later than 1 year after
7	the date of enactment of this section, the Secretary,
8	in consultation with the Secretary of Health and
9	Human Services, shall submit to Congress a report
10	on the scientific feasibility of establishing health-
11	based performance standards for pathogens in raw
12	meat and meat products.
13	"(2) Factors.—In preparing the report, the
14	Secretary shall consider—
15	"(A) the scientific feasibility of deter-
16	mining safe levels for pathogens in raw meat
17	and meat products;
18	"(B) the scientific and public health cri-
19	teria that are relevant to determining the safe
20	levels; and
21	"(C) other factors determined by the Sec-
22	retary.
23	"(h) Relationship to Adulteration Provi-
24	SIONS.—Nothing in this section affects the applicability

- 1 to pathogens of the provisions of this Act relating to adul-
- 2 teration.".
- 3 (b) POULTRY AND POULTRY PRODUCTS.—The Poul-
- 4 try Products Inspection Act (21 U.S.C. 451 et seq.) is
- 5 amended by inserting after section 7 (21 U.S.C. 456) the
- 6 following:

#### 7 "SEC. 7A. PATHOGEN PERFORMANCE STANDARDS.

- 8 "(a) In General.—In order to protect the public
- 9 health and promote food safety, the Secretary shall pre-
- 10 scribe pathogen performance standards for the reduction
- 11 of pathogens in raw poultry and poultry products proc-
- 12 essed by each establishment receiving inspection services
- 13 under this Act.
- 14 "(b) List of Pathogens.—
- 15 "(1) IN GENERAL.—In consultation with the
- 16 Secretary of Health and Human Services, and tak-
- ing into account data available from the Centers for
- 18 Disease Control and Prevention, the Secretary shall
- identify the pathogens that make a significant con-
- tribution to the total burden of foodborne disease as-
- sociated with poultry and poultry products.
- 22 "(2) Publication; updates.—The Secretary
- shall—

1	"(A) publish a list of the pathogens de-
2	scribed in paragraph (1) not later than 60 days
3	after the date of enactment of this section; and
4	"(B) update and publish the list annually
5	thereafter.
6	"(c) Pathogen Surveys.—
7	"(1) In general.—Not later than 180 days
8	after the date of enactment of this section, the Sec-
9	retary shall initiate comprehensive, statistically rep-
10	resentative surveys to determine the current levels
11	and incidence of contamination of raw poultry and
12	poultry products with the pathogens listed under
13	subsection (b), including the variation in levels and
14	incidence of contamination among establishments.
15	"(2) Publication.—Not later than 2 years
16	after the date of enactment of this section, the Sec-
17	retary shall compile, and publish in the Federal Reg-
18	ister, the results of the surveys.
19	"(3) UPDATES.—At least once every 3 years
20	after the preceding surveys are conducted, the Sec-
21	retary shall—
22	"(A) conduct surveys described in para-
23	graph (1); and
24	"(B) compile and publish the results of the
25	surveys in accordance with paragraph (2).

- 1 "(d) Pathogen Reduction Performance Stand-2 ards.—
- "(1) IN GENERAL.—The pathogen reduction performance standards required under subsection (a) shall ensure the lowest level or incidence of contamination that is reasonably achievable using the best available processing technology and practices.
  - "(2) Current contamination.—In determining what is reasonably achievable, the Secretary shall consider data on current levels or incidence of contamination, including what is being achieved by establishments in the upper quartile of performance in controlling the level or incidence of contamination.
  - "(3) Initial pathogens.—Not later than 3 years after the date of enactment of this section, the Secretary shall propose pathogen reduction performance standards for at least 2 pathogens from the list published under subsection (b).
  - "(4) Subsequent pathogens.—Not later than 1 year after proposing pathogen reduction standards for the initial pathogens under paragraph (3), and each year thereafter, the Secretary shall propose a pathogen reduction performance standard for at least 1 pathogen each year from the list pub-

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- lished under subsection (b) until standards have
   been proposed for all pathogens on the list.
- "(5) Final standards.—Not later than 1 year after proposing a pathogen reduction standard for a pathogen under this subsection, the Secretary shall promulgate a final pathogen reduction standard for the pathogen.
  - "(6) Zero-tolerance standards.—Nothing in this section affects the authority of the Secretary to establish a zero-tolerance pathogen reduction performance standard.

# "(e) Review of Standards.—

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- "(1) IN GENERAL.—Not later than 3 years after promulgation of a final pathogen reduction performance standard for a pathogen under subsection (d)(5), the Secretary shall review the standard to determine whether the standard continues to ensure the lowest level or incidence of contamination that is reasonably achievable using the best available processing technology and practices, taking into account the most recent survey conducted under subsection (c).
- "(2) REVISIONS.—The Secretary shall revise the standard, as necessary, to comply with subsection (d).

1 "(f) Enforcement.—

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"(1) IN GENERAL.—The Secretary shall conduct regular microbial testing in establishments producing raw poultry and poultry products to determine compliance with the pathogen reduction performance standards promulgated under this section.

- "(2) Inspections.—If the Secretary determines that an establishment fails to meet a standard promulgated under subsection (d) and that the establishment fails to take appropriate corrective action, as determined by the Secretary, the Secretary shall refuse to allow any poultry or poultry product subject to the standard and processed by the establishment to be labeled, marked, stamped or tagged as 'inspected and passed'.
- 16 "(g) Report on Health-Based Pathogen Per-17 Formance Standards.—
- 18 "(1) IN GENERAL.—Not later than 1 year after 19 the date of enactment of this section, the Secretary, 20 in consultation with the Secretary of Health and 21 Human Services, shall submit to Congress a report 22 on the scientific feasibility of establishing health-23 based performance standards for pathogens in raw 24 poultry and poultry products.

1	"(2) Factors.—In preparing the report, the
2	Secretary shall consider—
3	"(A) the scientific feasibility of deter-
4	mining safe levels for pathogens in raw poultry
5	and poultry products;
6	"(B) the scientific and public health cri-
7	teria that are relevant to determining the safe
8	levels; and
9	"(C) other factors determined by the Sec-
10	retary.
11	"(h) Relationship to Adulteration Provi-
12	SIONS.—Nothing in this section affects the applicability
13	to pathogens of the provisions of this Act relating to adul-
14	teration.".
15	SEC. 4. NATIONAL ADVISORY COMMITTEE FOR MICROBI-
16	OLOGY CRITERIA FOR FOODS.
17	(a) Establishment.—
18	(1) In General.—In consultation with the Sec-
19	retary of Health and Human Services, the Secretary
20	of Agriculture (referred to in this section as the
21	"Secretary") shall establish a National Advisory
22	Committee for Microbiology Criteria for Foods (re-
23	ferred to in this section as the "Committee").
24	(2) Administration.—The Committee shall
25	report to—

1	(A) the Secretary of Agriculture, acting
2	through the Under Secretary for Food Safety;
3	and
4	(B) the Secretary of Health and Human
5	Services, acting through the Assistant Secretary
6	for Health.
7	(b) Membership.—
8	(1) Composition.—The Committee shall be
9	composed of not fewer than 9 nor more than 15
10	members appointed by the Secretary, including a
11	Chairperson designated by the Secretary.
12	(2) Qualifications.—In appointing members
13	of the Committee, the Secretary shall appoint indi-
14	viduals who—
15	(A) are qualified by education, training
16	and experience to evaluate scientific and tech-
17	nical information on matters referred to the
18	Committee; and
19	(B) to the maximum extent practicable,
20	represent the fields of microbiology, risk assess-
21	ment, epidemiology, public health, food science
22	veterinary medicine, and other relevant dis-
23	ciplines.
24	(3) Prohibition on federal government
25	EMPLOYMENT.—A member of the Committee ap-

1	pointed under paragraph (1) shall not be an em-
2	ployee of the Federal Government.
3	(4) Date of appointments.—The appoint-
4	ment of an initial member of the Committee shall be
5	made not later than 90 days after the date of enact-
6	ment of this Act.
7	(5) Term.—A member of the Committee shall
8	be appointed for a term established by the Sec-
9	retary.
10	(c) Meetings.—
11	(1) Initial meeting.—Not later than 30 days
12	after the date on which all members of the Com-
13	mittee have been appointed, the Committee shall
14	hold the initial meeting of the Committee.
15	(2) Meetings.—The Committee shall meet at
16	the call of the Chairperson, in consultation with the
17	Secretary.
18	(3) Quorum.—A majority of the members of
19	the Committee shall constitute a quorum, but a less-
20	er number of members may hold hearings.
21	(4) Conflicts of interest.—
22	(A) In General.—Notwithstanding sec-
23	tions 201 through 209 of title 18, United
24	States Code, a conflict of interest involving the
25	appointment of a member of the Committee

shall be waived under section 208(b)(3) of that title only if the member with the conflict of interest is essential to the completion of the work of the Committee.

(B) VOTING.—Notwithstanding subparagraph (A), a member of the Committee with a conflict of interest on a matter before the Committee shall not be allowed to vote on the matter.

### (d) Duties.—

- (1) In GENERAL.—The Committee shall provide such independent, impartial, scientific advice to Federal food safety agencies as may be requested by the Secretary for use in the development of an integrated national food safety systems approach from farm-to-final consumption to ensure the safety of domestic, imported, and exported foods and reduce the public health burden of foodborne illness.
- (2) Food safety standards and regulations.—
- (A) IN GENERAL.—At the time at which the Secretary submits to any Federal agency for formal review and comment any standard or regulation proposed under the Federal Meat Inspection Act (21 U.S.C. 601 et seq.), the Poul-

1	try Products Inspection Act (21 U.S.C. 451 et
2	seq.), or any program administered by the
3	Under Secretary for Food Safety, the Secretary
4	shall make available to the Committee—
5	(i) the standard or regulation; and
6	(ii) relevant scientific and technical
7	information possessed by the Secretary on
8	which the proposed standard or regulation
9	is based.
10	(B) ADVICE AND COMMENTS.—Not later
11	than a date specified by the Secretary that is
12	not later than 90 days after receipt of the
13	standard or regulation, the Committee may
14	make available to the Secretary the advice and
15	comments of the Committee on the adequacy of
16	the scientific and technical basis for the pro-
17	posed standard or regulation, together with any
18	additional information the Committee considers
19	appropriate.
20	(C) Contemporaneous review.—To the
21	maximum extent practicable, the review by the
22	Committee under subparagraph (A) shall be
23	conducted contemporaneously with review by
24	other Federal agencies.
25	(e) Powers.—

1	(1) Hearings.—The Committee may hold such
2	hearings, sit and act at such times and places, take
3	such testimony, and receive such evidence as the
4	Committee considers advisable to carry out this sec-
5	tion.
6	(2) Information from federal agencies.—
7	(A) In General.—The Committee may
8	secure directly from a Federal agency such in-
9	formation as the Committee considers necessary
10	to carry out this section.
11	(B) Provision of Information.—On re-
12	quest of the Chairperson of the Committee, the
13	head of the agency shall provide the informa-
14	tion to the Committee.
15	(3) Subcommittees and investigative pan-
16	ELS.—
17	(A) In General.—The Committee may
18	establish such subcommittees and investigative
19	panels as the Secretary and the Committee de-
20	termine necessary to carry out this section.
21	(B) Chairperson.—Each subcommittee
22	and investigative panel shall be chaired by a
23	member of the Committee.
24	(4) Postal services.—The Committee may
25	use the United States mails in the same manner and

- under the same conditions as other agencies of the
   Federal Government.
   (5) GIFTS.—The Committee may accept, use,
  - (5) GIFTS.—The Committee may accept, use, and dispose of gifts or donations of services or property.

## (f) COMMITTEE PERSONNEL MATTERS.—

- (1) Compensation of members.—A member of the Committee shall be compensated at a rate equal to the daily equivalent of the annual rate of basic pay prescribed for level IV of the Executive Schedule under section 5315 of title 5, United States Code, for each day (including travel time) during which the member is engaged in the performance of the duties of the Committee.
- (2) Travel expenses.—A member of the Committee shall be allowed travel expenses, including per diem in lieu of subsistence, at rates authorized for an employee of an agency under subchapter I of chapter 57 of title 5, United States Code, while away from the home or regular place of business of the member in the performance of the duties of the Committee.

# 23 (3) Staff.—

24 (A) IN GENERAL.—The Chairperson of the Committee may, without regard to the civil

service laws (including regulations), appoint and terminate an executive director and such other additional personnel as are necessary to enable the Committee to perform the duties of the Committee.

(B) CONFIRMATION OF EXECUTIVE DIRECTOR.—The employment of an executive director shall be subject to confirmation by the Committee.

#### (C) Compensation.—

- (i) In General.—Except as provided in clause (ii), the Chairperson of the Committee may fix the compensation of the executive director and other personnel without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification of positions and General Schedule pay rates.
- (ii) MAXIMUM RATE OF PAY.—The rate of pay for the executive director and other personnel shall not exceed the rate payable for level V of the Executive Schedule under section 5316 of title 5, United States Code.

1 (4) Procurement of Temporary and inter-2 MITTENT SERVICES.—The Chairperson of the Com-3 mittee may procure temporary and intermittent services in accordance with section 3109(b) of title 5, 5 United States Code, at rates for individuals that do 6 not exceed the daily equivalent of the annual rate of 7 basic pay prescribed for level V of the Executive 8 Schedule under section 5316 of that title. 9 (g) AUTHORIZATION OF APPROPRIATIONS.— 10 (1) IN GENERAL.—There are authorized to be 11 appropriated such sums as are necessary to carry 12 out this section, to remain available until expended. 13 (2) Existing funds.—Any funds that are 14 available to the National Advisory Committee on 15 Microbiological Criteria in existence on the date of 16 enactment of this Act shall be made available to the 17 Committee. 18 SEC. 5. ENFORCEMENT OF HACCP AND SANITATION RE-19 QUIREMENTS. 20 (a) IN GENERAL.—The Secretary of Agriculture shall 21 enforce the Hazard Analysis and Critical Control Point 22 (HACCP) System requirements established under part

417 of title 9, Code of Federal Regulations (or successor

regulations), and the sanitation requirements established

- 1 under part 416 of title 9, Code of Federal Regulations
- 2 (or successor regulations), in any official establishment.
- 3 (b) Enforcement.—
- (1) In General.—If the Secretary determines 5 that an establishment fails to meet a requirement 6 described in subsection (a) and that the establish-7 ment fails to take appropriate corrective action, as 8 determined by the Secretary, the Secretary may 9 refuse to allow any meat or meat product, or poultry 10 or poultry product, subject to the standard and proc-11 essed by the establishment to be labeled, marked, 12 stamped or tagged as "inspected and passed".
  - (2) Additional authority.—The authority provided under paragraph (1) is in addition to any other authority the Secretary may have to enforce the requirements of this section.

#### 17 SEC. 6. REGULATIONS.

- 18 (a) In General.—Consistent with section 553 of
- 19 title 5, United States Code, the Secretary of Agriculture
- 20 shall have the authority to enforce the pathogen perform-
- 21 ance standards of the Secretary in accordance with the
- 22 Federal Meat Inspection Act (21 U.S.C. 601 et seg.) and
- 23 the Poultry Products Inspection Act (21 U.S.C. 451 et
- 24 seq.).

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- 1 (b) Challenges.—Subsection (a) does not prevent
- 2 a challenge to the standards described in subsection (a)
- 3 on any basis other than the basis that the Secretary lacks
- 4 the authority to issue and enforce pathogen performance
- 5 standards promulgated in accordance with section 553 of
- 6 title 5, United States Code.
- 7 (c) Effective Date.—This section takes effect on
- 8 January 1, 2000.

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