



Australian Government
Department of Agriculture,
Fisheries and Forestry

INTERIM INSPECTOR-GENERAL OF BIOSECURITY

**The effectiveness of controls for imported
uncooked, cooked and cured pig meat**

INTERIM INSPECTOR-GENERAL OF BIOSECURITY

AUDIT REPORT

June 2013

No. 2012–13/7

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Glossary

AQIS Import Management System (AIMS)	DAFF's database system for retaining records of quarantine entries for goods entering Australia. AIMS provides quarantine management of imported goods and non-commodity items, records DAFF's decision-making process and communicates this information to the owner/agent/importer.
Beale review	An independent review of Australia's quarantine and biosecurity arrangements by a panel chaired by Mr Roger Beale AO. The report <i>One biosecurity: a working partnership</i> was released by the Australian Government on 18 December 2008.
biosecurity risk	Potential harm to the economy, environment and human health from the negative impacts associated with entry, establishment or spread of exotic pests and diseases.
CA processor (QAP Class 27.0)	A processor of uncooked pig meat that entered into a compliance agreement (CA) under section 66B of the <i>Quarantine Act 1908</i> .
competent authority	The national veterinary services or other authority of a country having the responsibility for animal health measures within the country and for export certification.
cooked pig meat	Cooked pig meat (not including canned pig meat) must be processed by heating to a minimum core temperature of 56°C for not less than 60 minutes or an equivalent heating process.
cured pig meat	Cured pig meat is subjected to any of various approved food preservation (i.e. drying) and flavouring processes, by the addition of a combination of salt, nitrates, nitrite or sugar.
import conditions database (ICON)	A database used to manage and make publicly available, Australian import conditions for more than 20,000 plant, animal, mineral and human commodities.
ICON permits database	The ICON permits database is used by DAFF officers to verify import permits prior to processing an entry.
import risk analysis (IRA)	This process enables the Australian Government to formally consider risks that could be associated with proposals to import new products into Australia. IRAs are conducted by DAFF.

Integrated Cargo System (ICS)	A software application used for all import and export reporting and processing procedures. The only method of electronically reporting the legitimate movement of goods across Australia’s borders to the Australian Customs and Border Protection Service.
minimum document requirements policy	The policy defines the minimum requirements that must be met for all documents presented to DAFF or industry to support risk assessment of imported cargo and/or packaging, whether for quarantine or imported foods purposes.
quarantine approved premises (QAP)	A place approved by DAFF under section 46A of the <i>Quarantine Act 1908</i> as a place where goods of a specified class that are subject to quarantine may be treated or otherwise dealt with.
QAP Class 2.8	A quarantine approved premises that is able to hold refrigerated containers of uncooked pig meat.
QAP Class 2.5.2	A quarantine approved premises that is able to store uncooked pig meat in a cold store.
risk management	The identification, documentation and implementation of the measures that can be applied to reduce the risks and consequences (World Organisation for Animal Health (OIE) International Animal Health Code).
standard operating procedures (SOP)	A document that outlines procedures for conducting significant operational activities, taking into account the management of risk, legislation and Occupational Health and Safety requirements.
uncooked pig meat	Uncooked pig meat is raw and frozen pig meat (without bone and other tissues specified in DAFF import permits) which must be directed for heat processing (i.e. cooking) in Australia at a CA processor.
work instruction (WI)	A short, easy-to-understand document that complements a SOP and provides definitive guidance for performing specific operational tasks.

Executive summary

Introduction and background

1. The Interim Inspector-General of Biosecurity (IIGB), as part of his audit work plan, has examined the effectiveness of controls used by the Department of Agriculture, Fisheries and Forestry (DAFF) to manage biosecurity risks associated with the importation of uncooked, cooked and cured pig meat.
2. The *Quarantine Act 1908* and the *Imported Food Control Act 1992* govern the importation of biological and food products into Australia. Key risk management measures to minimise biosecurity risks reaching Australia are implemented by DAFF under the *Quarantine Act 1908* and subordinate legislation, including the Quarantine Proclamation 1998.
3. For the purpose of importing pig meat, the consideration of the level of biosecurity risk stems from DAFF's import risk analysis for pig meat (DAFF 2004). The import risk analysis is generic in that it is not restricted to specific exporting countries; the import conditions recommended are applicable to any country provided that they can be met to the satisfaction of Australian authorities.
4. DAFF manages biosecurity risks associated with entry of imported uncooked, cooked and cured pig meat through:
 - surveillance and understanding of global risks
 - science-based import risk analysis to underpin import policy
 - approval and auditing of overseas exporting countries and competent authorities
 - setting pre-border and border controls for importation
 - approval and auditing of:
 - quarantine approved premises, and
 - processors operating under compliance agreements.
5. Pig production is a relatively small component of the livestock sector in Australia. In 2010-11 it accounted for seven per cent (\$919 million) of the gross value of Australian livestock slaughter production. Total pig numbers recorded at 30 June 2011 in Australia remained steady at 2.3 million head. The last three years have not seen a big fluctuation in pig numbers. However, the last decade has seen a gradual decline in pig numbers.

6. Since the Australian Government allowed the importation of pig meat in the early 1990s, importation of pig meat has grown considerably and export volumes have been on the decline. Imported pork volumes may continue to increase into the future, while the Australian dollar value remains high relative to other currencies, if more countries are approved to export pig meat to Australia and while strong price competition endures from overseas pork industries.

7. In 2011-12, DAFF recorded 137,747 tonnes of uncooked, cooked and cured pig meat was imported into Australia. As at April 2013, there were 11 countries approved to export uncooked, cooked, and/or cured pig meat to Australia, however since 2004 three countries have accounted for, on average, 98 per cent of trade in these commodities – namely, Canada, Denmark and the United States of America.

Audit objective

8. The objective of the audit was to examine the effectiveness of current DAFF controls (offshore and border) in place to manage identified biosecurity risks for imported uncooked, cooked and cured pig meat.

Audit scope

9. This audit was limited to DAFF's risk identification processes and current controls (offshore and border) that are in place to manage identified biosecurity risks for imported uncooked, cooked and cured pig meat, including:

- identification of the operational requirements for importing uncooked, cooked and cured pig meat, and the adequacy of these requirements in managing biosecurity risks
- the assessment of the communications strategy (and activities) for conveying the biosecurity risks and the management of those risks associated with importing uncooked, cooked and cured pig meat
- the assessment of the verification systems DAFF has in place to ensure compliance with the import conditions, including heat processing and waste disposal at processors operating under a compliance agreement and quarantine approved premises in Australia.

10. To assess offshore controls, a desktop review of DAFF's approvals of overseas countries of export (including competent authorities) and verification of the processes used

to monitor operations offshore was undertaken. No overseas inspections were undertaken as part of this audit.

Key findings

11. DAFF relies heavily on the assurances provided by the competent authorities of exporting countries, importers, quarantine approved premises and facilities operating under compliance agreements that all import conditions have been met. Biosecurity risk management measures identified in the pig meat import risk analysis (DAFF 2004) include such things as country or zone freedom from specified diseases, testing of the carcass, cooking, freezing, curing, canning and removal of certain tissues or parts of the carcass (the head and neck, major peripheral lymph nodes and bones).

12. Imported uncooked, cooked and cured pig meats are products with different biosecurity risks and therefore different import requirements. On importation, uncooked pig meat is directed by DAFF to an approved facility for heat processing under specific conditions and biosecurity controls, whereas eligible cooked or cured pig meat can be released after DAFF's verification of documentation completeness at the border (also dependent on the compliance history of the importer).

13. Import consignments of uncooked, cooked and cured pig meat are profiled and targeted by DAFF as part of arrival clearance procedures. This means that all consignments need to be cleared by a DAFF officer. The relevant regional office is responsible for clearing imported cooked and cured pig meat consignments in their region and DAFF's entry management national coordination centre is responsible for centrally clearing all imported uncooked pig meat consignments.

14. The entry management national coordination centre has a well developed approach with good systems and procedures in place for clearing and monitoring the importation of uncooked pig meat. This is evident through the limited number of adverse findings reported during the fieldwork component of this audit.

Approved countries

15. The IIGB found that DAFF undertakes an adequate, detailed assessment process prior to approving a country to export pig meat to Australia. DAFF monitors the performance of approved countries in reporting World Organisation for Animal Health (OIE) listed diseases, and notifying Australia of changes in disease status. DAFF also investigates any issues of non-compliance or discrepancies in health certification. All approved countries remain under general review and approval can be suspended on an emergency basis at any

time. The IIGB noted DAFF's advice that under current review arrangements, to date, none of the countries currently exporting pig meat to Australia has required further assessment relating to change in disease status or non-compliances. It is apparent that the system of review of approved country status does leave room for question regarding its robustness, including documentation of procedures.

16. In view of the biosecurity risk status of imported pig meat, the increased levels of imports and the essential reliance placed on approved countries to ensure imported pig meat meets Australia's import requirements, the IIGB noted that DAFF should develop a formal, cyclical review process for approved countries. This should include some periodic visits to selected countries for inspection of control systems and a sample of approved export facilities. This process will enhance assurance in the DAFF control system for pig meat and more tangibly reinforce good governance commitment.

Information management

17. For reporting and analytical purposes, DAFF is unable to differentiate accurately between uncooked, cooked and cured pig meat import data. The distinction can only be made if one has a copy of every individual entries from the AQIS import management system (AIMS), which would be a large administrative exercise. The IIGB noted there are inaccuracies as the data provided is derived from tariff codes used in entry documentation. These tariff codes may be incorrectly or inadvertently provided by the importer/broker. For example cured pig meat products (such as Parma-type or Serrano hams) may have a tariff code description as 'Meat of swine, fresh, chilled or frozen' and DAFF records will capture this as uncooked pig meat. This was evident in the data received.

18. AIMS determines whether imported pig meat is uncooked, cooked or cured through the profiling questions, which are answered by the importer/broker. These profiling questions are recorded in each AIMS entry. DAFF is unable to extract this information into a consolidated report to detail and account for the volumes of uncooked, cooked and cured pig meat imports.

19. As DAFF services are focused on a risk return approach, a lack of complete, accurate and useable data will make it difficult to make informed decisions on risk. The risk return approach is based on and underpinned by quality data and information. Risks are evaluated using scientific and economic consequence evidence and projections as well as operational experience. Under the risk return model, resources, including staff, are allocated to areas that pose the highest biosecurity risk.

Uncooked pig meat inspections

20. DAFF only inspects consignments of uncooked pig meat if a discrepancy report is received (from a quarantine approved premise or a facility operating under a compliance agreement) and the Entry Management National Coordination Centre requests the relevant DAFF regional office to conduct an inspection. Under formal arrangements, reliance is placed upon the operator of the premises approved to receive, store or process imported uncooked pig meat to report discrepancies.

21. Under current import clearance procedures, there are no routine or random biosecurity inspection regimes for uncooked pig meat consignments, neither are they selected as part of the cargo compliance verification program (previously known as the import clearance effectiveness function). Furthermore, the focus on tracking imported uncooked pig meat is on the number of cartons, rather than on the product contained within the cartons.

22. The IIGB noted that no cartons are opened and inspected by DAFF to ensure that they contain the correct product. In biosecurity risk management, tracking cartons, rather than the product places complete reliance on exporter-importer supply chain integrity and vigilance of export certification authorities to ensure the correct type of pig meat is contained within. The IIGB noted that the establishment of a random inspection regime undertaken by DAFF that involves a visual assessment of a sample of cartons would enhance biosecurity risk management.

Audit requirements for processors operating under a compliance agreement

23. DAFF's audit policy for pig meat processors operating under a compliance agreement is detailed in the operational procedures statements for the processing of imported uncooked pig meat. DAFF officers are required to conduct a minimum of three formal audits annually to monitor the compliance. At least one of these formal audits will be unannounced. The IIGB found that the processors operating under compliance agreements in Adelaide did not have an unannounced audit for 2012. The last unannounced audits for these facilities were conducted in June 2011.

Conclusion

24. DAFF's procedures that control the importation of uncooked pig meat involve intensive import requirements and activities that are generally satisfactory to manage the biosecurity risk status of this product. They are administratively heavy during the period between arrivals of consignments and heat processing of the imported products; especially

the procedures for approval and tracking of specified numbers of cartons between QAPs or between QAPs and CA approved processors. Recent streamlining of the documentary requirements for tracking has been instituted by DAFF. The IIGB noted that removal of administrative burden of marginal benefit to biosecurity risk management could significantly offset the resource investment in some system improvements in other areas that are the subject of recommendations of this report.

25. The biosecurity-related procedures on arrival of imported consignments of cooked or cured pig meat involve documentary assessment prior to clearance. In this process, DAFF assesses if the cooked or cured pig meat has undergone off-shore controls and treatment to manage biosecurity risks as specified in the detailed conditions of its import permit.

26. For uncooked, cooked and cured pig meat imports, documentary assessment of consignment certification is used to verify that DAFF requirements have been met in the exporting country. The approved exporting countries have developed economies and experienced competent authorities.

27. The DAFF controls for the importation of uncooked, cooked and cured pig meat are designed and managed to a generally adequate degree to address the biosecurity risks involved. Some improvements to these controls are the subject of recommendations in this report. Additional system enhancements can be made to improve the reporting of uncooked, cooked and cured pig meat imports.

Recommendations

Recommendation 1

paragraph 3.27	DAFF should institute a formal cyclical review process for approved countries to ensure that approved exporting countries have the appropriate systems and procedures in place to meet Australia's import requirements for pig meat.
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Recommendation 2

paragraph 3.46	DAFF should investigate what data and information is being collected and how this information can be extracted from DAFF systems, in particular the AQIS import management system, to assist in the reporting of importation of uncooked, cooked and cured pig meat.
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Recommendation 3

paragraph 5.26	DAFF should develop a random inspection regime for uncooked pig meat consignments, which has a focus on opening a sample of cartons to confirm uncooked pig meat products received are in line with DAFF biosecurity requirements.
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Recommendation 4

paragraph 7.16	For imported pig meat, DAFF should ensure that the minimum audit regimes for quarantine approved facilities and facilities operating under compliance agreements are adhered to.
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Dr Kevin Dunn

Interim Inspector-General of Biosecurity

12 June 2013

Introduction

1. Methodology

1.1 The methodology for this review included:

- an entry meeting with stakeholders to enable the IIGB to:
 - communicate the audit objectives and scope
 - outline responsibilities
 - identify risks to the audit and any appropriate mitigation strategies
 - request background information to assist the audit process
 - provide an opportunity for all parties involved to discuss the audit and to seek points of clarification from the IIGB about the proposed audit process.
- preparation of background material as it relates to the biosecurity risks and the management of those risks associated with importing uncooked, cooked and cured pig meat
- a review of relevant DAFF documentation and information (e.g. standard operating procedures, work instructions, permits, health certificates, and communications material)
- a desktop review of DAFF's approvals of overseas countries of export (including competent authorities) and verification of the processes used to monitor operations (offshore)
- a desktop review of DAFF's approvals and monitoring of processors operating under a compliance agreements, quarantine approved premises and verification of the processes used to monitor operations (border)
- selection of case studies
- fieldwork to observe the procedures and operations of DAFF at the border, quarantine approved premises and processors operating under compliance agreements.
- exit interviews with stakeholders to:
 - provide an overview of initial audit findings

- provide an opportunity for stakeholders to correct any misunderstandings and provide feedback on the audit process
- outline the process of release and response of the issues paper and draft report.
- the development of the draft audit report
- the draft audit report is fact checked by DAFF to correct any misunderstandings and to provide further evidence and feedback on the audit process
- an opportunity for the Secretary to respond to the draft audit report
- the provision of a final report to the Minister.

1.2 The IIGB selected quarantine approved premises and processors operating under compliance agreements in three DAFF regions – North East, South East and South West. The following rationale was used to select the three regions:

- The South East Region received the highest number of consignments of imported pig meat in 2011-12. The South East Region also has the highest number of processors operating under CAs in Australia.
- The Entry Management National Coordination Centre (EMNCC) is based in Adelaide (South West Region). The EMNCC manages the clearance and tracking processes for the importation of uncooked pig meat centrally for all of Australia.
- The South West Region received the lowest number of consignments of imported pig meat in 2011-12. The South West Region also has the lowest number of processors operating under CAs in Australia. Unfortunately during the visit to Adelaide the IIGB was unable to visit any of the processors operating under compliance agreements. Consequently the IIGB decided to visit the North East region to visit a quarantine approved premise and processor operating under a compliance agreement.

1.3 Further information on the agencies and groups consulted by the IIGB as part of this audit are listed at Appendix F.

Map 1 DAFF regions



Northern includes Torres Strait and south to Cardwell, Northern Territory, west to Broome and the Indian Ocean territories.

South West from south of Broome, includes South Australia (including Broken Hill – excluding Riverland).

South East includes Tasmania, Riverland and extends north to Riverina and east coast NSW to Eden.

Central East includes NSW with the exception of Eden and areas south, Riverina and far north coast.

North East extends from Cardwell to far north coast NSW, south to Grafton.

Source: DAFF

Out of scope

1.4 This audit did not examine the:

- merits of the import risk analysis for pig meat or the policy relating to the importation of uncooked, cooked and cured pig meat
- importation of canned pig meat
- biosecurity risk management for prevention of entry to Australia of non-permitted pig meat
- post-border surveillance activities undertaken by state or territory authorities.

2. Background and context

2.1 The IIGB's 2012-13 audit work plan includes an audit to examine the effectiveness of DAFF's quarantine operations risk identification processes for a sample of high risk trade commodities. Analysis would seek to assess the performance of controls to manage biosecurity risks associated with these commodities.

2.2 The commodity identified for this systems audit is imported pig meat in uncooked, cooked and cured forms.

2.3 DAFF manages biosecurity risks associated with entry of imported pig meat through:

- surveillance and understanding of global risks
- science-based import risk analysis to underpin import policy
- approval and audit of overseas exporting countries and competent authorities
- pre-border and border controls for importation
- approval and audit of quarantine approved premises and processors operating under compliance agreements.

2.4 DAFF's Biosecurity Animal Division manages some of the delivery of these activities through the Biological Imports Program with the support of the Animal Biosecurity Branch, which provides scientific and technical advice. The Border Compliance Division also undertakes various border control activities.

2.5 DAFF's biosecurity import controls are set out in the import conditions database (ICON) and quarantine approved premises and compliance agreement requirements stipulated on its website. ICON contains the import conditions that outline the risk management measures for more than 20,000 plant, animal, mineral and human products. ICON provides information to both DAFF officers and the public on import processes and conditions for commodities.

2.6 DAFF has a set of standard operating procedures and work instructions that DAFF officers follow when assessing import permit applications, undertaking the entry management process, inspection and surveillance as well the management of pig meat at quarantine approved premises and processors operating under compliance agreements.

Pig meat import risk analysis

2.7 DAFF's pig meat import risk analysis (DAFF 2004) identified measures to manage the biosecurity risks associated with the importation of pig meat. DAFF commenced this import risk analysis process in May 1998 and was finalised in February 2004.

2.8 Prior to the adoption of the finalised pig meat import risk analysis, uncanned and uncooked pig meat could be imported from Canada, Denmark and the south island in New Zealand. Pig meat from Canada and Denmark had to be deboned and cooked on arrival in Australia to address the biosecurity risk associated with the potential presence of the disease agent porcine reproductive and respiratory syndrome virus which did not occur in Australia. Pig meat cooked in Canada prior to export was also permitted (DAFF 2004).

2.9 There were 26 disease agents considered in the pig meat import risk analysis which were of potential biosecurity concern and were the focus of the individual risk assessments (DAFF 2004). These were:

- foot-and-mouth disease virus
- porcine reproductive and respiratory syndrome virus
- vesicular stomatitis virus
- transmissible gastroenteritis virus
- African swine fever virus
- trichinellosis (*Trichinella spiralis*)
- classical swine fever virus
- cysticercosis (*Cysticercus cellulosae*)
- rinderpest virus
- Nipah virus
- swine vesicular disease virus
- postweaning multisystemic wasting syndrome
- Aujeszky's disease virus
- Teschen disease (Enterovirus encephalomyelitis virus)
- Salmonellosis (*Salmonella typhimurium* DT104)
- rabies virus

- swine influenza virus
- bovine tuberculosis (*Mycobacterium bovis*)
- porcine brucellosis (*Brucella suis*)
- haemorrhagic septicaemia (*Pasteurella multocida*)
- porcine epidemic diarrhoea virus
- Japanese encephalitis virus
- porcine respiratory coronavirus
- Surra (*Trypanosoma evansi*)
- rubulavirus (Mexican blue eye disease)
- Venezuelan, Eastern and Western equine encephalomyelitis

2.10 The pig meat import risk analysis identified 10 diseases of biosecurity concern associated with the importation of pig meat that required risk management measures. Biosecurity measures are no longer required for one of these, rinderpest, as the World Organisation for Animal Health recognises that this disease has been successfully eradicated worldwide. The remaining diseases of biosecurity risk are African swine fever, Aujeszky's disease, classical swine fever, foot-and-mouth disease, Nipah virus, porcine reproductive and respiratory syndrome, post-weaning multisystemic wasting syndrome, swine vesicular disease and trichinellosis.

2.11 Risk management measures include such conditions as country or zone freedom from specified diseases, testing of the carcass, cooking, freezing, curing, canning and removal of certain tissues or parts of the carcass (the head and neck, major peripheral lymph nodes and bones).

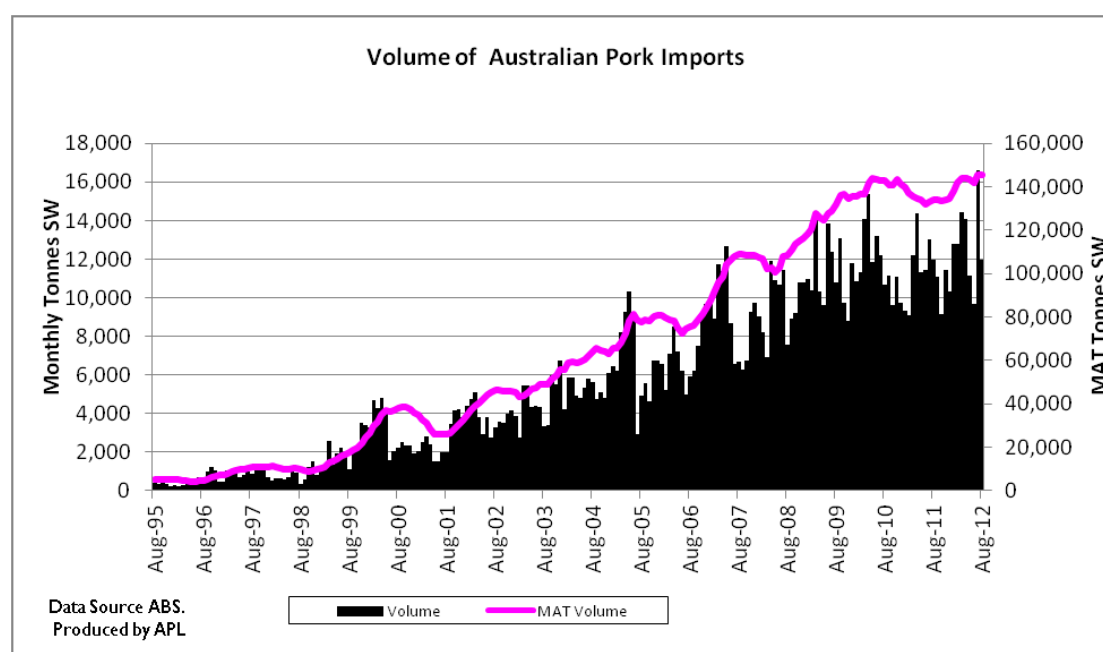
2.12 The pig meat import risk analysis did not directly examine the public health risk to humans associated with the direct consumption of imported pig meat. The Australian Government Department of Health and Ageing were consulted and advised on additional biosecurity measures that were required to manage the risk to human health. Additional certification to address human health concerns was required for *Brucella suis*, Nipah virus and *Salmonella typhimurium* DT104. Products intended for human consumption may undergo a separate risk assessment by the Food Standards Australia New Zealand. (DAFF 2004)

Pig meat data and statistics

2.13 In 2011-12, DAFF recorded 137,747 tonnes of uncooked, cooked and cured pig meat was imported into Australia. As at April 2013, there were 11 countries approved to export uncooked, cooked and/or cured pig meat to Australia. However, during 2011-12 three countries accounted for 90 per cent of trade in these commodities. The largest supplier was the United States of America (40 per cent), followed by Denmark (29 per cent) and Canada (22 per cent) (DAFF 2012). As at the 25 September 2012, DAFF had the following numbers of import permits that were current: 92 for uncooked pig meat, 27 for cooked pig meat and 151 for cured pig meat. See Appendix C for more information on the amount of pig meat imported into Australia since 2004.

2.14 Since the Australian Government allowed the importation of pig meat in the early 1990s, the volumes of imported pig meat has grown considerably. Australia imports most pig meat from the Canada, Denmark and the United States of America. Under current arrangements, all imported pork must be used in the processed meat market and cannot enter the fresh pork market. Imported pork volumes may continue to increase into the future, while the Australian dollar value remains high relative to other currencies, if more countries are approved to export pig meat to Australia and while strong price competition endures from overseas pork industries. Figure 1 shows the growth in pork imports since August 1995.

Figure 1 Volumes of Australian pork imports, monthly, 1995–2012

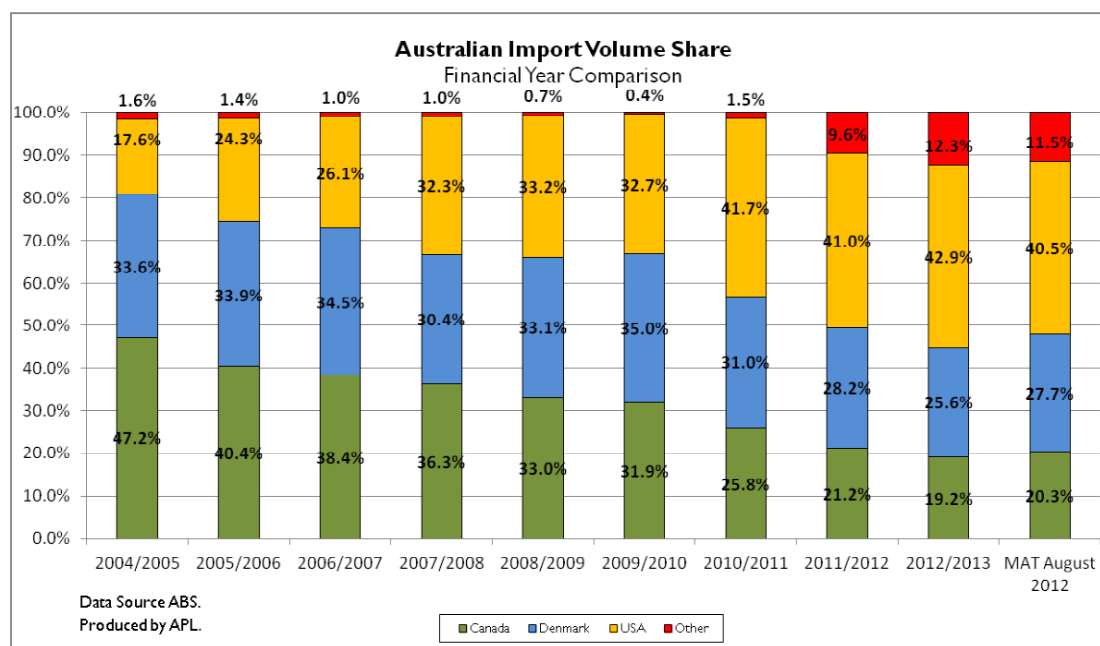


Notes: **MAT** = moving annual total (cumulative annual total). **SW** = shipping weight

Source: APL 2012

2.15 While import volumes from Canada, Denmark and the United States of America have fluctuated, these countries have remained the three largest suppliers since 2004–05. Since 2011 supply has changed and import volumes from other countries have increased. As more countries are approved to export pig meat to Australia, import volumes will likely continue to vary between countries. Figure 2 shows the share of Australian imports by country since 2004–05.

Figure 2 Australian import volumes by country, 2004–2012



Note: MAT = moving annual total (cumulative annual total)

Source: APL 2012

Australian pig industry

2.16 Pig production is a relatively small component of the livestock sector in Australia. In 2010–11 it accounted for seven per cent (\$919 million) of the gross value of Australian livestock slaughter production. The Australian pig meat industry consists of three sectors: pig production; primary pig meat processing in abattoirs and boning rooms; and secondary processing (manufacturing) of ham, bacon and smallgoods.

2.17 Pig producers are located in all states, except for the Australian Capital Territory and are generally located in or near grain growing areas. New South Wales, Victoria and Queensland are the major producing states accounting for around 66 per cent of the total number of breeding sows in Australia (ABS 2012b). Table 1 gives an overview of the structure of the Australian pig industry during 2010–11.

Table 1 Structure of Australian pig industry, 2010–11

State/territory	Breeding sows (no.)	Pigs (no.)	Businesses (no.)	Gross value of production (\$m)
New South Wales	56 024	486 178	742	166.2
Victoria	55 583	505 055	450	183.2
Queensland	60 362	638 939	512	221.3
South Australia	49 836	373 235	301	a
Western Australia	37 728	268 935	207	a
Tasmania	1 684	12 833	92	a
Northern Territory	6	40	5	b
Australian Capital Territory	0	0	0	0
Australian total	261 222	2 285 214	2 310	919.1

Notes: **a** not available for publication but included in total. **b** rounded to zero

Sources: ABS 2012a, 2012b

2.18 Total pig numbers at the 30 June 2011 in Australia remained steady at 2.3 million head. Notable increases in pig numbers were recorded in Western Australia (up by 23 per cent to 269 000 head), Queensland (up by 10 per cent to 639 000 head) and Tasmania (up by 16 per cent to 13,000 head). However these were offset by a drop in New South Wales of 99,000 (or 17 per cent to 486,000 head) (ABS 2012a). Historically, the states with largest pig numbers have been Victoria and New South Wales. More recently however, these states have been overtaken by Queensland (ABS 2013).

2.19 The last three years have not seen a big fluctuation in pig numbers. However, the last decade has seen a gradual decline in pig numbers. Since 2004 import volumes have more than doubled and export volumes have been on the decline. Table 2 shows the supply and use of pig meat in Australia since 2004.

Table 2 Australian supply and use of pig meat, 2004–11

Pig meat	Unit	2004	2005	2006	2007	2008	2009	2010	2011
Pig numbers ^a	'000	2 548	2 538	2 733	2 605	2 412	2 302	2 289	2 285
Breeding sows and gilts ^a	'000	318	348	352	340	313	278	268	295
Slaughterings ^b	'000	5 440	5 372	5 320	5 327	4 796	4 500	4 617	4 663
Average slaughter weight ^c	kg	72.6	72.7	71.9	72.2	71.9	71.9	73.4	73.8
Production ^c	kt	394.8	390.3	382.7	384.6	345.1	323.7	338.7	344.3
Imports ^{cd}	kt	127.1	162.3	169.0	218.4	234.5	272.3	283.1	270.2
Exports ^{cd}	kt	70.4	64.7	67.2	60.8	55.3	45.4	50.1	51.4
Total consumption ^{ce}	kt	451.6	488.0	484.4	542.2	524.3	550.6	571.7	563.0
Consumption per person ^{cd}	kg	22.3	23.8	23.3	25.6	24.3	25.1	25.8	25.0

Notes: **a** Livestock holdings on establishments with an estimated value of agricultural operations of \$5000.

b Excludes on-farm slaughter from July 2007. **c** Carcass weight. **d** Includes preserved pig meat. **e** Apparent consumption

Source: ABARES 2012

2.20 It is estimated that there are approximately 23.5 million feral pigs which are spread across about half of the continent, from western Victoria, through New South Wales into Queensland, and across Northern Australia. Feral pigs are hosts for pathogens such as brucellosis and leptospirosis, and could also become infected with and spread diseases such as foot-and-mouth disease, African swine fever and rabies, should those diseases be introduced into Australia (SEWPaC 2011).

Observations and findings

3. DAFF controls and procedures

Legislative controls

3.1 The *Quarantine Act 1908* and the *Imported Food Control Act 1992* govern the importation of biological and food products into Australia.

3.2 DAFF is responsible for administering the above two sets of legislative requirements with which imported food must comply. The first set of requirements addresses biosecurity concerns set out in the *Quarantine Act 1908*. The second set of requirements (applied through DAFF's Imported Food Program) addresses food safety concerns set out in the *Imported Food Control Act 1992*. Imported food items must firstly meet biosecurity requirements in order to be permitted into Australia. The food safety requirements are not applied until the imported food has satisfactorily met biosecurity requirements.

3.3 Imported cooked and cured pig meat (ready for consumption) is considered a food product and consequently is governed by both the *Quarantine Act 1908* and the *Imported Food Control Act 1992*. Uncooked pig meat is not considered a food product and is therefore not governed by the *Imported Food Control Act 1992*. For biosecurity risk management, all consignments of uncooked pig meat must undergo heat processing (i.e. cooking) in accordance with an agreement under section 66B of the *Quarantine Act 1908*.

The Quarantine Act 1908

3.4 The *Quarantine Act 1908* provides a range of powers in relation to animals, plants or other goods to prevent or control the introduction, establishment or spread of disease or pests that will or could cause significant damage to humans, animal plants, environmental or economic activities. The key risk management measure to minimise biosecurity risks reaching Australia is contained in this Act through the power vested in the Governor-General of Australia to prohibit, by proclamation, the introduction or importation of certain goods into Australia.

3.5 The relevant proclamation enables DAFF to assess the risk associated with the importation of pig meat and to then implement risk management measures to control the associated risks. These measures are managed, in part, by DAFF through the import permit process.

3.6 Regulation 70 of Quarantine Regulations 2000 sets out the requirement for an application for an import permit to import pig meat. Section 70 of the Quarantine

Proclamation 1998, section 34 in the Quarantine (Cocos Islands) Proclamation 2004 and the Quarantine (Christmas Island) Proclamation 2004 states how the power to grant a permit is to be exercised.

3.7 Appendix E documents some of the key provisions of the *Quarantine Act 1908* and the Quarantine Proclamation 1998.

Imported Food Control Act 1992

3.8 DAFF inspects and samples foods at the border to ensure they comply with the *Imported Food Control Act 1992* and Food Standards Australia New Zealand. The frequency of inspection varies according to the risk presented to human health and the compliance history of the importer/producer.

3.9 Under the Imported Food Control Order 2001, imported pig meat in cooked and cured forms is specified in the category of risk food. A food product is classified as a risk food, if it has the potential to pose a high or medium risk to human health. The rates of inspection of risk foods are stipulated in the Imported Food Control Regulations 1993. Risk foods are initially inspected and tested at a rate of 100 per cent. Once five consecutive consignments have passed inspection and testing, the rate is reduced to 25 per cent; after a further 20 consecutive passes, the rate is further reduced to five per cent. Uncooked pig meat is not considered to be a food and hence is not categorised as a risk food under the Imported Food Control Order 2001. However, uncooked pig meat is randomly inspected and tested at a rate of five per cent for chemical residues (for example agricultural pesticides) in the fat component only.

3.10 The standards against which imported cooked or cured pig meat are analysed are determined by Food Standards Australia New Zealand. The current standards focus on microbiological contamination and include *Escherichia coli*, standard plate count, coagulase-positive *staphylococci*, *Listeria monocytogenes* and *Salmonellae*.

3.11 Testing undertaken to comply with the requirements of the *Imported Food Control Act 1992* is aimed to manage human health risks rather than biosecurity risks.

Pig meat import risk analysis

3.12 For the purpose of importing pig meat, the consideration of the level of biosecurity risk stems from DAFF's import risk analysis for pig meat (DAFF 2004). The IIGB noted that the import risk analysis is generic in that it is not restricted to specific exporting countries; the import conditions recommended are applicable to any country provided that they can be met to the satisfaction of Australian authorities.

3.13 Biosecurity risk management measures include such things as country or zone freedom from specified diseases, testing of the carcass, cooking, freezing, curing, canning and removal of certain tissues or parts of the carcass (the head and neck, major peripheral lymph nodes and bones). DAFF relies heavily on the assurances provided by the competent authorities of exporting countries, importers, quarantine approved premises and facilities operating under compliance agreements that all import conditions have been met. Table 3 shows how DAFF and third parties manage the biosecurity risks and food safety requirements relating to imported pig meat.

Table 3 DAFF risk management of imported pig meat, April 2013

Current risk management measures	DAFF management of these risks
Country or zone freedom from specified diseases	<p>As at April 2013, Animal Biosecurity Branch has approved 11 countries to export uncooked, cooked and cured pig meat to Australia. Official government certificates stating a number of declarations (such as the exporting country is free from certain diseases) are required for all imports of pig meat.</p> <p>The Biological Imports Program is responsible for granting import permits. DAFF regulates the entry of pig meat through the import permit system. Import permits are granted only for pig meat from approved countries.</p> <p>Animal Biosecurity Branch continues to monitor the animal health status of approved countries.</p>
Testing of the carcass	<p>No pre-export testing of the carcass is required under current import permit conditions for approved countries.</p> <p>Under the <i>Imported Food Control Act 1992</i> and the <i>Food Standards Australia New Zealand Act 1991</i>, DAFF conducts a regime of sampling and testing of imported pig meat for microbial agents or chemical residues of public health concern.</p>
Cooking	<p>For imported cooked pig meat, the overseas competent authorities supervise and certify the cooking process for pig meat being exported to Australia. Once the cooked pig meat is cleared for release in Australia, DAFF is reliant on the importer to advise them of any discrepancies.</p>

	<p>For imported uncooked pig meat, DAFF supervises the pig meat processors operating under compliance agreements, to heat process (i.e. cook) the imported pig meat to the required level.</p>
Freezing	<p>Majority of imported pig meat arrives as sea cargo in refrigerated containers to maintain the pig meat in a frozen state during the voyage.</p> <p>Once the pig meat is cleared for entry to a QAP or CA processing facility in Australia, DAFF is reliant on the quarantine approved premises or pig meat processors operating under compliance agreements to advise them of any discrepancies, for example, if pig meat cartons are thawed or bloody.</p>
Curing	<p>Two countries export cured pig meat products to Australia. Those countries' competent authorities supervise and certify the curing process for pig meat being exported to Australia. Once the cured pig meat is cleared for release in Australia, DAFF is reliant on the importer to advise them of any discrepancies.</p>
Removal of certain tissues or parts of the carcass (the head and neck, major peripheral lymph nodes and bones)	<p>The overseas competent authorities certify that the pig meat being exported to Australia is deboned, has had major peripheral lymph nodes removed and the meat is not derived from the head or neck of the carcass.</p> <p>Once the pig meat arrives in Australia, DAFF is reliant on the importer or pig meat processors operating under compliance agreements to advise them of any discrepancies.</p>

Source: IIGB, April 2013

Pre-border controls

3.14 In summary, the biosecurity risk management pre-border baseline controls are:

- official government certification from the competent authority of the country of export, attesting to the health status of the pigs and that the meat was prepared in accordance with Australia's import requirements
- that pigs must be slaughtered and meat prepared and stored in establishments approved by the competent authority in the exporting country
- that officials of the competent authority are present in plants at all times when pigs are being slaughtered for export to Australia

- that establishments processing cooked or cured pig meat for export to Australia are under the supervision of officials of the competent authority.

3.15 In addition, controls exist to address specific disease concerns and identification verification. In summary these are:

- health certification from the competent authority that the country is free of specified disease agents
- that pig meat has not been derived from the head or neck, the major peripheral lymph nodes have been removed and the meat has been de-boned
- that pigs from which the meat was derived have been a continuous resident in the approved exporting country since birth
- that the establishment did not prepare or process pig meat that is not eligible for export to Australia while pig meat was being prepared for export to Australia.

3.16 Apart from monitoring and verifying that consignments meet the requirements on the import permit, DAFF also manages biosecurity risks associated with the importation of pig meat through its approval and monitoring of the performance of overseas competent authorities and exporting countries.

Approved countries

3.17 Before the importation of pig meat commences DAFF officers conduct a desktop assessment and verification visit to the exporting country to ensure systems and procedures are in place to meet Australia's import requirements for pig meat. These visits include inspections of a selection of slaughter, processing and storage establishments and farms.

3.18 The only exception to this process has been the acceptance of a health certificate, in February 2012, for cooked pig meat from Sweden without a specific visit by DAFF. This was in recognition of existing trade with Sweden and recognition of competent authority certification, including for uncooked pig meat. A visit had already been conducted for the export of uncooked pig meat and Sweden was accepted on the basis of existing trade and compliance that they could meet Australia's requirements for cooked product. DAFF officers will visit processing establishments in Sweden when it coincides with a visit to Europe.

3.19 Approval is also based on an assessment of the ability of the certifying authority of the country to provide informed and reliable certification that Australia's biosecurity requirements have been met during the export process.

3.20 DAFF uses the ‘approved country’ approach to provide a mechanism for rapid introduction of new controls on imports from a particular country. These controls are imposed in the event of a change in the animal health status of that country or where DAFF detects breaches of biosecurity requirements, such as fraudulent certification.

3.21 DAFF takes into account the following criteria when considering the approval of countries to export to Australia, the:

- animal health status of the country
- effectiveness of veterinary services and/or other relevant certifying authorities
- legislative controls applying to animal health, including biosecurity policies and practices
- standard of reporting to the World Animal Health Organisation / Office International des Epizooties of major contagious disease outbreaks
- effectiveness of veterinary laboratory services, including compliance with relevant international standards
- effectiveness of systems for control over certification/documentation of products intended for export to Australia.

3.22 The IIGB found that DAFF undertakes an adequate, detailed assessment process prior to approving a country to export pig meat to Australia. DAFF monitors the performance of approved countries in reporting World Organisation for Animal Health (OIE) listed diseases, and notifying Australia of changes in disease status. DAFF also investigates any issues of non-compliance or discrepancies in health certification. All approved countries remain under general review and approval can be suspended on an emergency basis at any time. The IIGB noted DAFF’s advice that under current review arrangements, to date, none of the countries currently exporting pig meat to Australia have required further assessment by DAFF relating to change in disease status or non-compliances. It is apparent that the system of review of approved country status does leave room for question regarding its robustness, including documentation of procedures.

3.23 DAFF has visited the following countries:

- Belgium, 21 June 2010
- Canada, 13 December 2004
- Denmark, 5 July 2004

- Finland, 5 June 2006
- Ireland, 13 June 2011
- Italy, 30 May 2005
- Netherlands, 14 June 2010
- Spain, 16 January 2006
- Sweden, 6 June 2005
- United Kingdom, 11 September 2006 and 20 June 2011. Imports did not commence following the visit in 2006 as the Department for Environment, Food and Rural Affairs (a UK government department) did not provide a sample health certificate, until August 2010. DAFF advised that another assessment was required (and there had been foot and mouth outbreaks in the UK in the interim)
- United States, 21 May 2004.

3.24 Some audits of overseas authorities were conducted prior to the implementation of the import risk analysis for pig meat (DAFF 2004). Audits of overseas authorities were repeated as part of the import risk analysis process and some authorities have been audited more than once.

3.25 The IIGB reviewed a selection of approved country files. The initial assessment processes were found to be adequate and these records were well managed. The use of colour coding incoming and outgoing communication made the files easy to comprehend.

3.26 In view of the biosecurity risk status of imported pig meat, the increased levels of imports and the essential reliance placed on approved countries to ensure imported pig meat meets Australia's import requirements, the IIGB noted that DAFF should develop a formal, cyclical review process for approved countries. This should include some periodic visits to selected countries for inspection of control systems and a sample of approved export facilities. This process will enhance assurance in the DAFF control system for pig meat and more tangibly reinforce good governance commitment.

Recommendation 1

3.27 DAFF should institute a formal cyclical review process for approved countries to ensure that approved exporting countries have the appropriate systems and procedures in place to meet Australia's import requirements for pig meat.

Competent authority of the exporting country

3.28 A competent authority is a body recognised by the Director of Quarantine (Secretary of DAFF) as the competent authority for a country under section 38(5) of the Quarantine Proclamation 1998.

3.29 The competent authority must have in place a system for the approval of establishments responsible for slaughter, processing and storage of pig meat to ensure that such premises maintain standards required to export pig meat to Australia. This system is subject to audit by DAFF at any time. To date, DAFF has not performed any follow-up audits on these systems for any country.

3.30 In addition, the competent authority of the exporting country must have the authority to suspend or withdraw export certification and/or approval of export premises at any time if requirements are not being met. The person supervising the export premises must be an official of the competent authority charged with responsibility for pig meat and have knowledge of the relevant establishments and operations.

Import permits

3.31 DAFF regulates the entry of pig meat through an import permit system that specifies requirements that must be met for pig meat to enter Australia. All the import permits for uncooked, cooked and cured pig meat are granted to importers for a period of two years. The import permit process is supported by import condition database.

3.32 An import permit is required and must be valid at the time the pig meat is imported into Australia (for both non-commercial and commercial use). Permit applications must be sent by would-be importers to DAFF Canberra (Biological Imports Program) for assessment for uncooked, cooked or cured pig meat. All consignments of pig meat must be accompanied by official government veterinary certification. Each time pig meat is imported the certification must be unique and specific to the consignment of pig meat being imported at that time

3.33 Import permits for uncooked, cooked and cured pig meat prohibits the goods or any derivatives, to be distributed, sold or used for:

- veterinary or agricultural purposes including stock feed, veterinary therapeutic or vaccine manufacture or environmental use associated with livestock
- aquaculture, fisheries or for bait purposes.

3.34 Import permits are granted on the basis that pig meat will only be distributed solely for the end use of human consumption.

Border verification – initial entry

3.35 Before a consignment arrives in Australia, the importer or broker initiates the process of lodgement of the consignment in the Integrated Cargo System (ICS) at least 48 hours before the estimated time of arrival at the first Australian port for sea cargo or at least two hours before the estimated time of arrival at the first Australian airport for air cargo. Goods imported into Australia require classification under *Customs Tariff Act 1995*, which is administered by the Australian Customs and Border Protection Service.

3.36 When the importer identifies that the consignment contains uncooked, cooked or cured pig meat, the ICS directs it for quarantine assessment and provides a consignment tracking number. As ICS and the AQIS Import Management System (AIMS) are linked, this tracking number is used to track the consignment through the post-entry quarantine process. At various points in this process AIMS is updated to reflect directions imposed and decisions taken until the consignment is released.

3.37 Import consignments of pig meat are profiled and targeted by DAFF as part of arrival clearance procedures. This means that all consignments need to be cleared by a DAFF officer. The relevant regional office is responsible for clearing imported cooked and cured pig meat consignments in their region and DAFF's Entry Management National Coordination Centre (EMNCC) is responsible for centrally clearing all imported uncooked pig meat consignments.

3.38 Imported uncooked, cooked and cured pig meats are products with different biosecurity risks and therefore different import requirements. On importation, uncooked pig meat is directed by DAFF to an approved facility for heat processing (i.e. cooking) under specific conditions and biosecurity controls, whereas eligible cooked or cured pig meat can be released after DAFF's verification of documentation completeness at the border (also dependent on the compliance history of the importer).

3.39 The EMNCC receives import documentation from the broker/importer via email or fax, therefore only copies are received not the originals. This is consistent with the DAFF minimum document requirements policy and if required DAFF can request the original documentation (DAFF 2010).

3.40 The regions and the EMNCC assess whether the certification is complete, complies with the import conditions, is on official letter head and is signed. A risk remains that the certification may be fraudulent manipulated or counterfeited, however the DAFF officer can request the originals if they suspect the certification may be fraudulent.

Information management

3.41 For reporting and analytical purposes, DAFF is unable to differentiate accurately between uncooked, cooked and cured pig meat import data. The distinction can only be made if one has a copy of every individual entries from the AQIS import management system (AIMS), which would be a large administrative exercise. The IIGB noted that there are inaccuracies as the data provided is derived from tariff codes. These tariff codes may be incorrectly or inadvertently provided by the importer/broker. For example cured pig meat products (such as Parma-type or Serrano hams) may have a tariff code description as ‘Meat of swine, fresh, chilled or frozen’ and DAFF records will capture this as uncooked pig meat. This was evident in the data received.

3.42 AIMS determines whether imported pig meat is uncooked, cooked or cured through the profiling questions, which are answered by the importer/broker. These profiling questions are recorded in each AIMS entry. DAFF is unable to extract this information into a consolidated report to detail and account for the volumes of uncooked, cooked and cured pig meat imports.

3.43 As DAFF services are focused on a risk return approach, a lack of complete, accurate and useable data will make it difficult to make informed decisions on risk. The risk return approach is based on and underpinned by quality data and information. Risks are evaluated using scientific and economic consequence evidence and projections as well as operational experience. Under the risk return model, resources, including staff, are allocated to areas that pose the highest biosecurity risk.

3.44 As part of this audit the IIGB requested information and data on the amounts of pig meat imported into Australia. The original data received by the IIGB had to be modified as it included some consignments from a number of countries which attempted to export pig meat into Australia, but were not permitted. These consignments were either destroyed or re-exported. The data also included a number of consignments that were recorded as being imported from Germany. The IIGB examined these imports and requested all the import documentation, as Germany is not an approved country to export pig meat to Australia. The IIGB found that all these consignments related to imported pig meat that was derived and imported from Denmark not Germany. All consignments had been sent as sea cargo from Denmark, but they had been trans-shipped through a German port on the way to Australia. AIMS had incorrect information recorded for the country of origin for all these consignments. In preparation of this report, the IIGB has adjusted the presentation of these incorrectly recorded German consignments to represent Danish consignments. Further

information on the amount of pig meat imported into Australia since 2004 can be found at Appendix C.

3.45 Furthermore, the IIGB requested information on the number of valid/approved import permits for uncooked, cooked and cured pig meat. It took a number of attempts to obtain the required information from the ICON permits database in relation pig meat import permits. The IIGB notes that the ICON permits database has a number of complexities that makes it difficult to extract data and information.

Recommendation 2

3.46 DAFF should investigate what information and data is being collected and how this information can be extracted from DAFF systems, in particular the AQIS import management system, to assist in the reporting of importation of uncooked, cooked and cured pig meat.

DAFF operating procedures

3.47 DAFF has a set of standard operating procedures and work instructions that DAFF officers follow when assessing import permit applications, undertaking the entry management process, inspection and surveillance as well the management of pig meat at quarantine approved premises and processors operating under compliance agreements. The IIGB noted that internal communications with DAFF staff through standard operating procedures and work instructions are clear and adequate.

4. Cooked and cured pig meat

4.1 As at April 2013, the countries approved to export cooked pig meat (for human consumption) to Australia were as follows:

- Canada
- Denmark
- Sweden
- United States of America.

4.2 As at April 2013, the countries approved to export cured pig meat (for human consumption) to Australia were as follows:

- Spain (Iberian ham, Iberian shoulder ham or Serrano ham only)
- Italy (dry-cured Culatta or Parma ham only).

4.3 Table 4 shows the import permits for cooked pig meat which were valid/approved as at the 25 September 2012. Table 5 shows the import permits for cured pig meat which were valid/approved as at the 25 September 2012

Table 4 Cooked pig meat import permits, 25 September 2012

Permit Condition	Description	Totals
PC1331	Cooked pig meat from Canada	5
PC1611	Cooked pig meat from Denmark	6
PC1612	Cooked pig meat from United States of America	16
Total number of import permits for cooked pig meat		27

Source: ICON, September 2012

Table 5 Cured pig meat import permits, 25 September 2012

Permit Condition	Description	Totals
PC2056	Serrano ham from Spain	36
PC2057	Iberian ham from Spain	35
PC2058	Iberian shoulder ham from Spain	16
PC4025	Parma and Parma-type ham from Italy	64
Total number of import permits for cured pig meat		151

Source: ICON, September 2012

4.4 Imported cooked and cured pig meat is released from quarantine, on arrival, if the associated documentation is accurate and correct. There is no inspection of the cooked or cured pig meat for biosecurity purposes, however there may be for food safety purposes. The only verification is the confirmation of import documentation by DAFF. The

documentation includes the import permit and the veterinary health certificate (containing a number of declarations). The verification occurs at the DAFF 'front counter' or documentation can be emailed or faxed through to the relevant region for assessment.

4.5 If the documentation provided is not correct or complete further documentation will be requested. If further documentation is provided and it is correct the imported cooked or cured pig meat will be released. If further documentation cannot be provided, then the consignment will be either destroyed or re-exported from Australia.

4.6 Under DAFF's import permit conditions, there is no need for cooked or cured pig meat to be directed for further processing in Australia as the heat or other mandated processing (i.e. cooking or curing) has been completed overseas before export and certified by the competent authority of the approved exporting country.

4.7 Under the Imported Food Control Order 2001, imported cooked and cured pig meat is specified as a risk food. The rates of inspection of risk foods are stipulated in the Imported Food Control Regulations 1993. Imported cooked and cured pig meat is subject to one of the following rates of inspection:

- **tightened** – under which 100 per cent of consignments from a particular source is inspected (for the first five consignments)
- **normal** – under which 25 per cent of consignments from a particular source are selected randomly for inspection (for the next 20 consecutive consignments)
- **reduced** – under which 5 per cent of consignments from a particular source are selected randomly for inspection (for all future consignments).

4.8 If the imported products fail to be compliant at any stage, future consignments of those particular products from the supplier concerned are returned to the tightened status and the required inspection and testing processes are applied accordingly.

5. Uncooked pig meat

5.1 As at April 2013, the countries approved to export uncooked pig meat to Australia are as follows:

- Belgium
- Canada
- Denmark
- Finland
- Great Britain
- Ireland
- Netherlands
- Sweden
- United States of America.

5.2 Table 6 shows the import permits for uncooked pig meat which were valid/approved as at the 25 September 2012.

Table 6 Uncooked pig meat import permits, 25 September 2012

Permit Condition	Description	Totals
PC0669	Uncooked pig meat from Canada	20
PC6496	Uncooked pig meat from Canada - imported from United States of America	5
PC1006	Uncooked pig meat from Denmark	20
PC1613	Uncooked pig meat from United States of America	19
PC6497	Uncooked pig meat from United States of America - imported from Canada	6
PC2063	Uncooked pig meat from Sweden	10
PC3046	Uncooked pig meat from Finland	4
PC6340	Uncooked pig meat from Netherlands	8
PC6587	Uncooked pig meat from Belgium	0
Total number of import permits for uncooked pig meat		92

Source: ICON, September 2012

Entry management national coordination centre

5.3 All consignments of imported uncooked pig meat are destined for heat processing at a facility operating under a compliance agreement (CA) with DAFF and are managed by the entry management national coordination centre (EMNCC) in Adelaide. All import

documentation must be received by EMNCC from the importer or broker via either email or faxed.

5.4 The EMNCC is responsible for:

- assessing import documents against the import requirements
- applying directions based on the assessment of import documents
- tracking and authorising the movement of pig meat between the wharf/airfreight bond and pig meat processors operating under CAs (including through QAP Class 2.5.2 and QAP Class 2.8).

5.5 The EMNCC has a well developed approach with good systems and procedures in place for clearing and monitoring the importation of uncooked pig meat. This is evident through the limited number of adverse findings reported during the fieldwork component of this audit (see section 8 for further information on the case studies).

5.6 EMNCC has implemented a verification process, whereby AIMS entries are reassessed to ensure they were cleared correctly and appropriately. Within 24 hours of the original assessment being undertaken, a manager will select at random sample of AIMS entries and reassess them to ensure that they were appropriately cleared. For example, to check if the correct fees were applied or if the appropriate documentation was submitted. If there are any issues with the original assessment these can be addressed promptly with the relevant DAFF officers. This verification process also assists with development and direction of future training requirements.

Documentation requirements

5.7 Documentation requirements for uncooked pig meat consists of: Commercial documents which must be provided to demonstrate the linkage between the goods and the entry (i.e. invoices, packing listings and bill of lading or air waybills); Non-commodity documents are not required if the consignment is hard frozen (for a period of at least seven days), therefore most uncooked pig meat consignments are exempt from non-commodity requirements. If consignments are not hard frozen, they must comply with the non-commodity requirements associated with the cargo type. Air freight consignments are exempt from standard non-commodity information requirements.

5.8 Commodity documents for uncooked pig meat are the import permit and the official government veterinary certification from the competent authority in the country of export/slaughter with the required statements. EMNCC does not receive the original documentation for consignments of uncooked pig meat, as all documentation is received via email or fax. This is consistent with the DAFF minimum document requirements policy and if

required DAFF can request the original documentation (DAFF 2010). Movements of imported uncooked pig meat may be permitted by EMNCC if all documentation is accurate and correct. The importer or broker should nominate the QAP or facility operating under a CA to which the uncooked pig meat is being moved. Movements of imported uncooked pig meat are restricted to QAP Class 2.8, 2.5.2 or facilities operating under a CA (which are listed as QAP Class 27.0).

5.9 Prior to 14 January 2013, confirmation of despatch and/or receipt of imported uncooked pig meat were received from QAP Class 2.8, 2.5.2 or 27.0 via either email or fax. Movements of imported uncooked pig meat may be requested by importers or processors (i.e. representatives from facilities operating under a CA) throughout the period during which it remains subject to quarantine. A movement request form must be received by EMNCC from the importer or processors to initiate this activity. These movement request forms should be received at least 24 hours in advance of the proposed movement in line with the requirements of the pig meat processors operating under CAs.

5.10 Since 14 January 2013 DAFF has reviewed and amended the requirements for these notifications of product receipts, such that this is now by exception only. The IIGB is satisfied with the removal of this administrative task, as these notifications were not enhancing the management of biosecurity risks.

5.11 The IIGB noted that in January 2013, DAFF reviewed the restriction on the interstate movement of imported pig meat and determined that, where appropriately managed and the risk is identified as low movements can be performed. Import permits may be varied to allow for interstate movements of imported pig meat. A written request must be sent to the Biological Imports Program and will be assessed on a case by case basis.

Tracking and monitoring of uncooked pig meat

5.12 DAFF tracks the movement of all imported consignments of uncooked pig meat from the time of entry until they are moved to an approved facility operating under a CA. Imported uncooked pig meat remains subject to quarantine until it has been either heat processed in line with the requirements of the relevant CA or dealt with in a DAFF-approved manner.

5.13 Uncooked pig meat must be heat processed in accordance with an agreement under section 66B of the *Quarantine Act 1908*. The specific heat processing requirements for imported uncooked pig meat are documented in the standard operating procedures of a facility operating under a CA. This will vary between facilities depending on their

infrastructure. Uncooked pig meat must be processed by heating to a minimum core temperature of 56°C for not less than 60 minutes or an equivalent heating process.

5.14 Following its release from quarantine, the processed pig meat product can then be distributed solely for the end use of human consumption.

5.15 During 2011-12 Entry Management National Coordination Centre (EMNCC) reported that 5,176 uncooked pig meat consignments were cleared and 25,320 movement directions issued. On average there were approximately 1,700 consignments and 2,500 containers in storage at any one time. Table 7 shows the number of pig meat consignments and movement per month during 2011–12.

Table 7 Entry Management National Coordination Centre pig meat consignments and movement directions, Monthly, 2011–12

Item	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Consignments	398	386	414	380	415	374	456	532	595	454	400	372
Movements	2048	1970	1995	1812	2160	2100	2086	2309	2553	2165	2157	1965

Source: EMNCC, December 2012

5.16 Agreements in place between DAFF and premises approved to receive, store or process imported uncooked pig meat require those premises to report discrepancies to DAFF in relation to such consignments. Discrepancy reports may be received from QAP Class 2.8, 2.5.2 or 27.0 via telephone, email or fax.

5.17 EMNCC maintains a discrepancy spreadsheet to track all reported discrepancies around Australia. Depending on the type of discrepancy reported, the relevant section will be contacted for further direction (e.g. the relevant regional office, Biological Imports Program or Industry Arrangements Management Program).

5.18 Discrepancy reports fall into three broad categories: movements, premises or import condition discrepancies. Table 8 describes the types of discrepancies.

Table 8 Discrepancy reports

Discrepancy group	Discrepancy type	Premises likely to report
Movement	Incorrect number of cartons under or over shipped	QAP Class 2.5.2 or 27.0
	Seal—incorrect broken or missing	QAP Class 2.8, 2.5.2 or 27.0
	Damaged cartons	QAP Class 2.5.2 or 27.0
	Spoiled product	QAP Class 2.5.2 or 27.0
	Incorrectly transported	QAP Class 2.5.2 or 27.0
	Incorrect product	QAP Class 27.0
	Transport accident	QAP Class 2.8, 2.5.2 or 27.0
Premises	Premises—structural and security issues	QAP Class 2.8, 2.5.2 or 27.0
Import conditions	Non compliance with import conditions for example, bone included in pig meat	QAP Class 27.0

Source: DAFF work instructions

5.19 When required, DAFF will liaise with the competent authority of the exporting countries to confirm the accuracy of consignments that have had a reported discrepancy. For example, the number of cartons shipped may be found not to match the number stated in the government veterinary certification, DAFF requires a officially amended certification or valid letter from the competent authority before determining if an import clearance can be given to the consignment. DAFF assesses trends across all the discrepancies reported and if any ongoing issues are found these will be communicated and discussed with the relevant competent authority in order to address these problems and concerns.

5.20 For various reasons (for example, documentation anomalies or discrepancy reports) the EMNCC will apply a 'HOLD' direction to the quarantine entry for a consignment of imported uncooked pig meat. This prevents the consignment from moving or being unpacked until the importer obtains specific documents, or elects to have the consignment inspected to confirm compliance with the relevant documentation. The EMNCC will email import documents to the relevant regional office and inform them that an inspection is pending. Inspections will cover 100 per cent of the product – every carton must be inspected and linked with the import documentation.

5.21 Cartons may be rejected for the following reasons:

- no link to the import documentation
- wrong slaughter or packing dates
- no labels
- blood stained cartons
- cartons are damaged and the importer elects to destroy.

5.22 Once an inspection has been completed and if all cartons can be verified the 'HOLD' direction will be lifted and the uncooked pig meat can be released for heat processing. For rejected cartons, spoiled products or non-compliant pig meat products these may be destroyed in accordance with DAFF waste management requirements or re-exported.

5.23 DAFF only inspects consignments of uncooked pig meat if a discrepancy report is received and the Entry Management National Coordination Centre requests the relevant DAFF regional office to conduct an inspection. Under formal arrangements, reliance is placed upon the operator of the premises approved to receive, store or process imported uncooked pig meat to report discrepancies.

5.24 Under current import clearance procedures, there are no routine or random inspection regimes for uncooked pig meat consignments, neither are they selected as part of the cargo compliance verification program (previously known as the import clearance effectiveness function). The cargo compliance verification program randomly selects consignments that are released following documentation assessment only or as an outcome of a successful tailgate inspection. Furthermore, the focus on tracking imported uncooked pig meat is on the number of cartons, rather than on the product contained within the cartons.

5.25 The IIGB noted that no cartons are opened and inspected by DAFF to ensure that they contain the correct product. In biosecurity risk management, tracking cartons rather than the product places complete reliance on exporter-importer supply chain integrity and vigilance of export certification authorities to ensure the correct type of pig meat is contained within. The IIGB noted that the establishment of a random inspection regime undertaken by DAFF that involves a visual assessment of a sample of cartons would enhance biosecurity risk management.

Recommendation 3

5.26 DAFF should develop a random inspection regime for uncooked pig meat consignments, which has a focus on opening a sample of cartons to confirm uncooked pig meat products received are in line with DAFF biosecurity requirements.

Waste management

5.27 All waste materials associated with imported uncooked pig meat must be securely stored and handled, this includes both solid and liquid waste.

5.28 Quarantine waste can be disposed of in the following manners:

- deep burial
- autoclaving prior to disposal as general waste
- high temperature incineration
- heat treatment on-site prior to disposal as general waste
- other methods approved by DAFF.

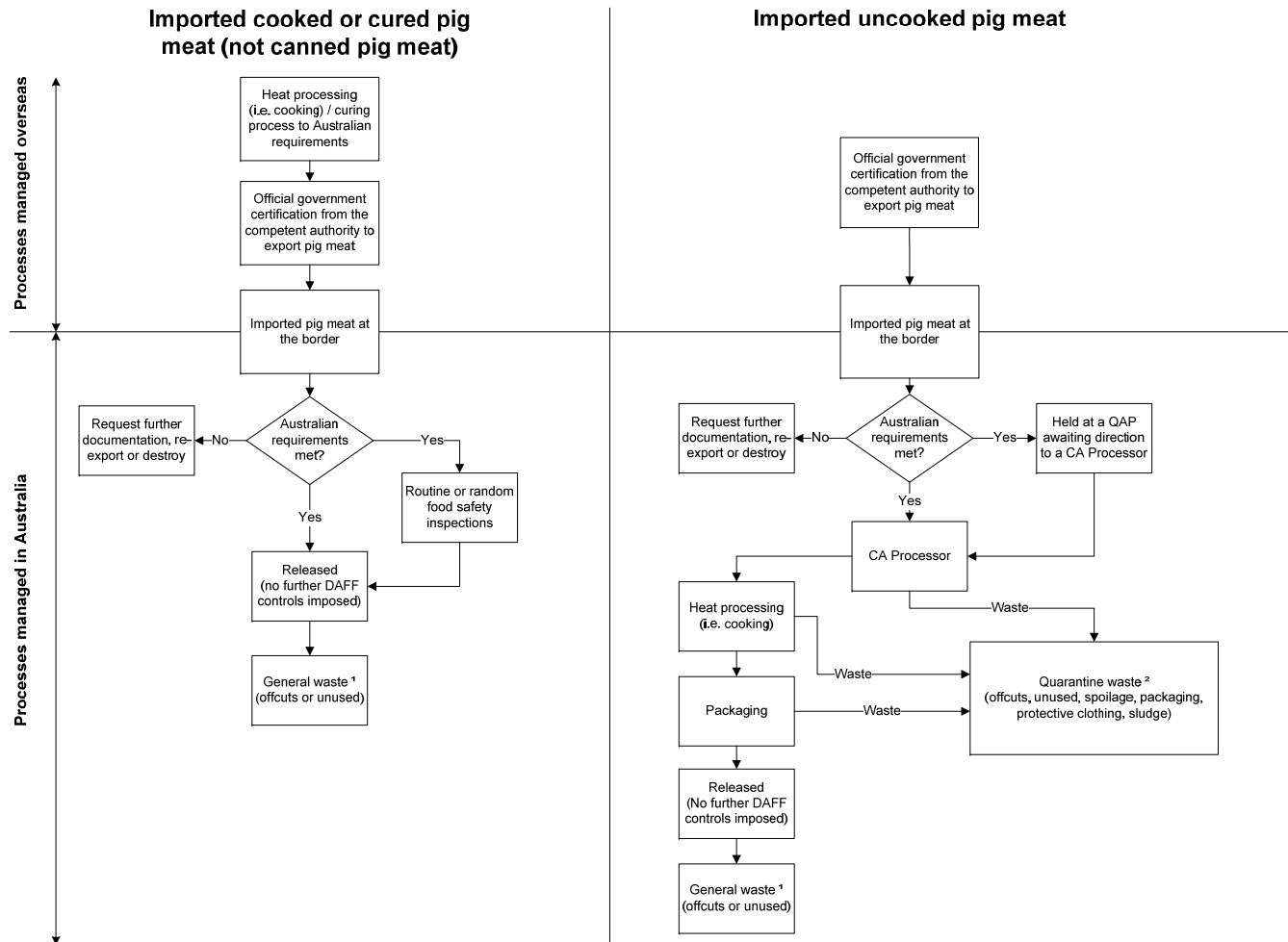
5.29 During the fieldwork of this audit, the IIGB noted that the visited facilities operating under compliance agreements had in place appropriate waste management arrangements.

5.30 The biosecurity risks associated with all waste generated from imported uncooked pig meat are addressed specifically in compliance agreement arrangements with approved processors. All waste generated during the heat processing and subsequent packaging is regarded as quarantine waste and is subject to DAFF waste management requirements. During the course of this audit, the IIGB noted in visited facilities operating under compliance agreement, that all waste generated from the areas processing uncooked pig meat was treated as quarantine waste as a matter of procedural simplicity. It was apparent that processors found it was easier to implement the same waste management across the facility rather than train and rely on staff to ensure quarantine waste was not confused with domestic waste of no biosecurity concern.

5.31 Under DAFF import permit conditions, cooked or cured pig meat is heat processed or cured overseas to ensure that the biosecurity risks are managed off-shore. Consequently DAFF waste management requirements do not apply to these products after clearance for release in Australia. Once cooked or cured pig meat is released at the border no further DAFF controls are imposed. If cooked or cured pig meat is disposed of in general waste, it has an equivalent biosecurity status as domestic pig meat and is subject to relevant

state/territory legislation, for example swill feeding legislation. Figure 3 shows waste management processes for uncooked, cooked and cured pig meat.

Figure 3 Waste management of imported uncooked, cooked and cured pig meat



Notes: This figure was developed to highlight the DAFF waste management controls, this does not show the full import control process for imported uncooked, cooked and cure pig meat.

1 subject to state/territory swill feeding legislation. 2 subject to DAFF waste management controls

Source: IIGB

6. Quarantine approved premises for uncooked pig meat

6.1 Under the existing policy, DAFF approves places where post-entry quarantine requirements may be carried out on a wide range of plants, animals and plant and animal products. DAFF oversees the approval process to ensure that these activities are performed with appropriate management of biosecurity risk.

6.2 A detailed assessment and approval process by DAFF aims to ensure that registered places provide an appropriate degree of security and control against the introduction of foreign pests and diseases.

6.3 Quarantine approved premises (QAP) conditions of approval (July 2009) specifies the general conditions that must be met to obtain and maintain DAFF approval as a QAP under section 46A of the *Quarantine Act 1908*. Uncooked pig meat can be placed in a QAP Class 2.8 and 2.5.2, which are subject to class specific criteria related to the risks inherent with the operations they perform. Figures on these QAP facilities are listed at Appendix D.

6.4 A QAP Class 2.8 is a facility that is utilised for the temporary storage (maximum of five working days) of refrigerated containers holding imported uncooked pig meat, prior to the movement to a QAP class 2.5.2 or a pig meat processor operating under a compliance agreement.

6.5 A QAP Class 2.5.2 is a facility used to receive, deconsolidate and store imported uncooked pig meat. These facilities are temperature controlled (i.e. a cold store) and handle imported uncooked pig meat, prior to the movement to a processor operating under a compliance agreement.

6.6 DAFF's requirements for QAP Class 2.8 and 2.5.2 cover the location of the facility, physical structures, administrative and operational procedures, as well as hygiene and waste management requirements.

6.7 Following receipt of an application for approval as a QAP for uncooked pig meat, regional auditors will then conduct an on-site audit to ensure that the written procedures reflect actual processes at the premises and compliance with all conditions in the relevant QAP class criteria.

6.8 When the application has been assessed as suitable to requirements, approval of the QAP is formally issued by the delegate of the Director of Quarantine, usually the DAFF regional manager or a senior executive of DAFF.

6.9 Once approved, a certificate of registration is issued and the certificate details are added to the DAFF QAP register. DAFF registers QAP annually and audits them twice a year. Audits may be announced or unannounced. These audits are conducted in accordance with

detailed DAFF work instructions. After four consecutive audits that satisfy DAFF requirements, a QAP may be audited once every 12 months. A QAP that fails to comply with DAFF requirements is subjected to a more frequent audit schedule.

6.10 Non-compliance with the QAP conditions of approval will result in DAFF issuing a corrective action request that must be actioned and completed by the QAP operator in the required timeframe. In the case of serious non-compliance this may result in the approval of the premises being suspended or revoked in accordance with section 6B and 46A of the *Quarantine Act 1908*.

6.11 A QAP operator can also appeal against a decision, where the QAP operator believes that the results of the audit or the issuing of a corrective action request were incorrect.

6.12 DAFF auditors generally should not undertake consecutive audits of an approved QAP. The DAFF auditor rotation policy promotes audit objectivity and independence. Where it is not possible to avoid the use of the same auditor for consecutive audits, the audit will be either:

- performed with another auditor that has the appropriate training, or
- the subject of a supervisor review of audit documentation.

6.13 When a QAP ceases to operate, DAFF undertakes a close-out audit. In this managed process, detailed inspection and measures to manage all biosecurity risk material are applied.

6.14 There are well documented work instructions and policies that assist and support DAFF officers with the approval and auditing of QAP facilities.

6.15 The IIGB assessed the regional audit files for the QAP facilities visited during fieldwork. These files were well managed and all the relevant information was recorded.

7. Pig meat processors operating under compliance agreements

7.1 Operators who apply to enter into a compliance agreement (CA) for the processing of imported uncooked pig meat must develop and provide a manual of procedures detailing how they will meet the requirements of the CA for the pig meat processing. This manual is assessed by the Industry Arrangement Management Program, which is based in Canberra.

7.2 When DAFF is satisfied with the content of the manual, the operator is requested to process a few runs of domestic pig meat according to their procedures manual. This will usually highlight some issues that require resolution through amended procedures (which must be reflected in an updated and re-assessed procedures manual).

7.3 After the approval of the revised procedures manual, DAFF will conduct an audit of the processor's operations while they are processing domestic product. If no issues are identified during the audit, the operator may enter into a CA with DAFF. If a few, minor issues are identified, the operator will need to revise their procedures to address the issues and submit an amended procedures manual for assessment. If sufficient assurance of the issues being rectified is able to be obtained through the amended manual and/or photographic or other documentary evidence, the processor may then enter into a CA with DAFF. Alternatively, if there are many issues, they are serious and/or their resolution is not able to be confirmed through documentary evidence alone, the processor will need to revise their procedures, submit an amended manual and undergo a subsequent audit by DAFF.

7.4 Once an operator has entered into a CA, they are able to receive and process imported uncooked pig meat. Figures on these pig meat processing facilities are listed in Appendix D.

7.5 The IIGB reviewed DAFF files for a selection of pig meat processors operating under CAs. All relevant documentation was present and up to date.

7.6 DAFF's audit policy for pig meat processors operating under a CA is detailed in the operational procedures statements for the processing of imported uncooked pig meat. DAFF officers will conduct a minimum of three formal audits annually to monitor the compliance. At least one of these formal audits will be unannounced. Note that the audit rate ranges from three audits per year as standard and up to six audits per year for operators having poor compliance histories.

7.7 Audits are conducted by DAFF auditors who have been trained to DAFF standards. Audits of pig meat processors operating under CAs ensure that the processors are complying with DAFF requirements and their own operating procedures. Key areas include: product

receipting and storage; pre-cooking, cooking and post-cooking procedures; and waste management.

7.8 The major focus of the DAFF audits are traceability and transparency. For an announced audit, three current and two finalised AIMS entries are selected for examination. For an unannounced audit, the auditor will select either four current or finalised AIMS entries. The auditor needs to confirm that the number of cartons stored onsite is correct, while taking into account the number of cartons processed, disposed of or stored offsite at an external QAP. All cartons need to be accounted.

7.9 Non-compliance with the CA requirements will result in DAFF issuing a corrective action request that must be actioned and completed by the CA operator in the required timeframe. In the case of serious non-compliance this may result in the approval of the premises being suspended or revoked in accordance with section 66B of the *Quarantine Act 1908*.

7.10 To date, the DAFF management of processors operating under CAs have adequately ensured rectification of any non-compliances and no premises has had its approval suspended or revoked.

7.11 A CA operator can also appeal against a decision, where the CA operator believes that the results of the audit or the issuing of a corrective action request were incorrect.

7.12 Individual DAFF auditors generally should not undertake consecutive audits of an approved facility operating under a CA. The DAFF auditor rotation policy promotes audit objectivity and independence. Where it is not possible to avoid the use of the same auditor for consecutive audits, the audit will be either:

- performed with another auditor that has the appropriate training, or
- the subject of a supervisor review of audit documentation.

7.13 The IIGB noted that the Co-Regulation Register is a web based application that allows DAFF officers to create and maintain Co-Regulation schemes, training, accreditation and information regarding individuals and other parties. This register also documents all the audit results and the current review level for facilities operating under CAs.

7.14 The IIGB assessed the DAFF regional audit files for the CA operators visited during fieldwork. The files were well managed and all the relevant information was recorded.

7.15 However, the processors operating under CAs in Adelaide did not have an unannounced audit for 2012. The last unannounced audit for these facilities was conducted in June 2011.

Recommendation 4

7.16 For imported pig meat, DAFF should ensure that the minimum audit regimes for quarantine approved facilities and facilities operating under compliance agreements are adhered to.

8. Case studies

8.1 In addition to the fieldwork and site visits undertaken, the IIGB conducted detailed documentary testing in relation to a sample of case studies across two DAFF regions – South West and South East. See section 1.2 for the rationale for selecting these regions. Ten case studies from Victoria and six case studies from South Australia were selected.

8.2 The entry management national coordination centre is responsible for centrally clearing all imported uncooked pig meat consignments and has good systems and procedures in place. The results of these case studies were satisfactory with a few minor findings:

- One of the six case studies selected for South Australia, had one consignment that was missing the receipt/confirmation for receiving the movement of 110 cartons (i.e. movements from a cold store to a processing facility).
- One of ten case studies selected for Victoria, had one consignment that was missing the receipt/confirmation for receiving the movements of 317 and 79 cartons (i.e. movements from a cold store to a processing facilities).
- The IIGB noted that since 14 January 2013, DAFF has reviewed and amended the requirements for DAFF notification of product receipts, such that this is now by exception only. Therefore the above receipts of confirmation are no longer required.
- One other consignment selected for Victoria had a discrepancy report where 16 damaged cartons were used in production – further documentation was missing for this consignment regarding the decisions made or if an inspection was conducted.

Appendix A – Agency response

[Include scanned copy of the agency response]

Appendix B – Conduct of the review

Role of the Interim Inspector-General of Biosecurity

As part of its preliminary response to the 2008 review of Australia's quarantine and biosecurity arrangements (the Beale review), the Australian Government agreed to establish a statutory office of Inspector-General of Biosecurity. The role would be established under new biosecurity legislation currently being developed. In advance of this enabling legislation, interim administrative arrangements are in place.

On 1 July 2009 the government appointed an Interim Inspector-General of Biosecurity (IIGB). The scope of the role covers those systems and their risk management measures for which DAFF Biosecurity is responsible.

The role also includes biosecurity measures relating to human health and environmental responsibilities undertaken by DAFF Biosecurity on behalf of the Department of Health and Ageing, and the Department of Sustainability, Environment, Water, Population and Communities.

The IIGB works cooperatively with DAFF, other relevant Australian Government departments, competent authorities and organisations/companies involved in the biosecurity continuum.

The IIGB is independent from the organisational and functional arrangements of DAFF biosecurity-related divisions and reports to the Australian Government Minister for Agriculture, Fisheries and Forestry.

IIGB reports are publicly available unless they contain confidential or sensitive information.

The IIGB's program

The IIGB's program of activities includes a comprehensive agenda of systems performance audits designed to provide assurance of biosecurity systems and risk management measures across Australia's biosecurity continuum.

To form the program, the IIGB collates potential audit/review topics from a variety of sources, including:

- consultation with DAFF and relevant industries
- outcomes of other relevant reviews/inquiries, such as the Australian National Audit Office and internal DAFF audits

- observations from previous IIGB audits
- expert advice
- media coverage.

The IIGB also considers the minister's requests to undertake specified audits or reviews of the biosecurity system.

The IIGB prioritises audit/review topics. This includes an indicative qualitative risk assessment to assess the effects and likelihood of breakdowns in the biosecurity systems being audited.

The IIGB also:

- avoids duplication with other biosecurity-related assurance/audit activities
- balances effort and coverage over the biosecurity continuum and sectors
- balances effort and coverage of the elements of the risk management processes outlined in the ISO 31000:2009 standard.

The Audit Team

Mr Ajay Singh

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Appendix C – Statistics for pig meat

Table 9 Imported pig meat volumes, by country of export, by financial year

Country	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12
Australia (returning products)	1 075.97	326.00	40 443.80	14 907.80	30 993.47	8 519.90	12 808.50	—
Canada	43 327 572.78	26 267 501.61	66 339 407.91	37 447 162.59	42 550 652.17	45 679 184.13	34 512 923.81	30 220 353.75
Denmark	33 435 348.91	21 598 158.03	37 386 958.81	31 753 989.53	41 757 265.99	49 816 600.06	65 302 859.18	39 756 553.90
Finland	—	—	146.90	—	—	24 172.19	349 583.44	—
Italy	—	33.00	201.24	—	15 180.72	—	3 395.63	1 370.29
Netherlands	—	—	—	—	—	—	—	12 001 756.39
Spain	—	—	9 091.94	153 499.08	643.42	4 646.44	14 420.03	—
Sweden	—	—	—	15 049.92	88 142.90	78 988.66	96 025.00	513 979.40
United States of America	17 541 056.99	18 551 095.50	29 610 182.11	32 913 512.31	43 320 730.68	53 267 500.25	76 871 291.02	55 253 153.11
Various countries ^a	6.00	—	—	—	—	—	—	—
Total kilograms	94 305 060.65	66 417 114.15	133 386 432.71	102 298 121.23	127 763 609.35	148 879 611.63	177 163 306.61	137 747 166.84
Total tonnes	94 305.06	66 417.11	133 386.43	102 298.12	127 763.61	148 879.61	177 163.31	137 747.17

Note: a DAFF cannot provide any further information on which countries exported this pig meat to Australia

Source: AIMS, September 2012

Table 10 Imported pig meat volumes, by the state received, by financial year

State/territory	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12
New South Wales	48 073 448.10	34 284 720.93	45 006 806.37	43 246 142.91	46 415 583.58	49 056 361.18	65 471 695.57	42 142 287.86
Victoria	23 120 568.11	15 430 382.69	32 510 583.37	34 611 986.57	49 320 454.25	54 391 843.95	50 406 869.64	50 766 643.84
Queensland	12 446 358.77	10 443 137.12	18 341 542.25	16 604 343.06	24 006 043.29	35 997 789.70	28 983 089.30	38 171 632.34
South Australia	194 162.47	–	68 017.17	220 116.29	296 281.32	531 615.54	1 056 362.41	906 324.51
Western Australia	9 089 510.77	5 987 200.10	37 156 473.43	7 615 532.41	7 725 246.91	8 902 001.27	31 245 289.69	5 760 278.29
Tasmania	1 381 012.43	271 347.30	303 010.12	–	–	–	–	–
Northern Territory	–	326.00	–	–	–	–	–	–
Australian Capital Territory	–	–	–	–	–	–	–	–
Total kilograms	94 305 060.65	66 417 114.15	133 386 432.71	102 298 121.23	127 763 609.35	148 879 611.63	177 163 306.61	137 747 166.84
Total tonnes	94 305.06	66 417.11	133 386.43	102 298.12	127 763.61	148 879.61	177 163.31	137 747.17

Source: AIMS, September 2012

Appendix D – Quarantine approved premises and facilities operating under compliance agreements

Table 11 QAP Class 2.8, 2.5.2 and 27.0, by state

State	QAP Class 2.8	QAP Class 2.5.2	QAP Class 27.0 ^a
New South Wales	4	13	4
Queensland	3	10	6
South Australia	–	3	2
Victoria	4	9	8
Western Australia	–	5	2
Tasmania	–	–	–
Northern Territory	–	–	–
Australian Capital Territory	–	–	–
Totals	11	40	22

Note: a QAP Class 27.0 are pig meat processors operating under compliance agreements

Source: DAFF, October 2012

Appendix E – Relevant Australian Legislation

The *Quarantine Act 1908* and its subordinate legislation, including the Quarantine Proclamation 1998, are the legislative basis of human, animal and plant biosecurity in Australia.

Some key provisions are set out below.

Quarantine Act: Scope

Sub section 4 (1) of the *Quarantine Act 1908* defines the scope of quarantine as follows.

In this Act, quarantine includes, but is not limited to, measures:

- (a) for, or in relation to:
 - (i) the examination, exclusion, detention, observation, segregation, isolation, protection, treatment and regulation of vessels, installations, human beings, animals, plants or other goods or things; or
 - (ii) the seizure and destruction of animals, plants, or other goods or things; or
 - (iii) the destruction of premises comprising buildings or other structures when treatment of these premises is not practicable; and
- (b) having as their object the prevention or control of the introduction, establishment or spread of diseases or pests that will or could cause significant damage to human beings, animals, plants, other aspects of the environment or economic activities.

Section 5D of the *Quarantine Act 1908* covers the level of quarantine risk.

A reference in this Act to a level of quarantine risk is a reference to:

- (a) the probability of:
 - (i) a disease or pest being introduced, established or spread in Australia or the Cocos Islands; and
 - (ii) the disease or pest causing harm to human beings, animals, plants, other aspects of the environment, or economic activities; and
- (b) the probable extent of the harm.

Section 5D of the *Quarantine Act 1908* includes harm to the environment as a component of the level of quarantine risk. Environment is defined in Section 5 of the *Quarantine Act 1908*, in that it:

includes all aspects of the surroundings of human beings, whether natural surroundings or surroundings created by human beings themselves, and whether affecting them as individuals or in social groupings.

Quarantine Proclamation

The Quarantine Proclamation 1998 (the Proclamation) is made under the *Quarantine Act 1908*. It is the principal legal instrument used to control the importation into Australia of goods of quarantine (or biosecurity) interest. The Proclamation empowers a Director of Quarantine to grant a permit to import.

Section 70 of the Quarantine Proclamation 1998 sets out the matters to be considered when deciding whether to grant a permit to import:

Things a Director of Quarantine must take into account when deciding whether to grant a permit for importation into Australia

(1) In deciding whether to grant a permit to import a thing into Australia or the Cocos Islands, or for the removal of a thing from the Protected Zone or the Torres Strait Special Quarantine Zone to the rest of Australia, a Director of Quarantine:

- (a) must consider the level of quarantine risk if the permit were granted; and
- (b) must consider whether, if the permit were granted, the imposition of conditions on it would be necessary to limit the level of quarantine risk to one that is acceptably low; and
 - (ba) for a permit to import a seed of a kind of plant that was produced by genetic manipulation—must take into account any risk assessment prepared, and any decision made, in relation to the seed under the Gene Technology Act; and
- (c) may take into account anything else that he or she knows that is relevant.

Appendix F – Agencies and groups consulted by the IIGB

The IIGB consulted the following agencies and groups:

- DAFF Animal Biosecurity Branch. This branch is responsible for the development and maintenance of biosecurity policy.
- DAFF Biological Import Program. This program is responsible for assessment of import permits for biological material (animal products—excluding live animals).
- DAFF Industry Arrangements and Performance Branch. This branch sets policy, manages and coordinates the standards and national delivery of third-party biosecurity arrangements in Australia and overseas, in consultation with industry. It provides:
 - support for biosecurity service delivery activities in the provision of scientific advice
 - compliance and performance management services to import clearance operations nationally.
- DAFF regional offices in Adelaide, Brisbane and Melbourne. These offices provide quarantine services for the clearance of cargo, mail, vessels and passengers at the Australian border.
- QAP and compliance agreement operators in Brisbane and Melbourne. These operators provide post-arrival quarantine services in QAP Class 2.8, 2.5.2 and 27.0 (facilities operating under compliance agreements).

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