



# AUSTRALIAN PROHIBITED PIG FEED (SWILL) COMPLIANCE NATIONAL UNIFORM GUIDELINES

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JULY 2019 – JUNE 2020

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## 1. INTRODUCTION

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Swill feeding to pigs is well-recognised as a significant risk factor for the introduction and spread of many emergency animal diseases, particularly those caused by certain viruses, including foot-and-mouth disease (FMD) and African swine fever (ASF).

A review of Australia's preparedness for the threat of foot and mouth disease, commissioned by the then Department of Agriculture, Forestry and Fisheries (now Australian Government Department of Agriculture) and written by Ken Matthews, was published in October 2011.

In consideration of the Matthews Report, Animal Health Committee (AHC) accepted the National Biosecurity Committee's (NBC) request of 18 January 2012 to "work to urgently develop nationally consistent swill feeding legislation and controls, including an audit program".

AHC was also to consider how this program could be managed as an ongoing program through Animal Health Australia (AHA).

The Matthews Report identified the effectiveness of swill feeding provisions as one of 11 significant issues in FMD preparedness: "The feeding of swill to pigs provides the most viable and likely opportunity for the FMD virus to establish in Australia".

The report also stated a national swill feeding investigation and reporting system be adopted that includes uniform inspection procedures, and communicates swill feeding outcomes to a central unit such as AHA.

Existing state/territory government inspections undertaken as part of their general surveillance and compliance work had not been captured in a centralised unit in the past.

While swill feeding has been banned in all Australian states and territories for many years, there have always been challenges associated with raising awareness of, and enforcing, this ban. These challenges stem, at least in part, from the diversity of pig ownership in Australia and the current emphasis on recycling and reducing waste.

Progress has been made in addressing differences in legislative definitions of swill and swill feeding when AHC endorsed revised national definitions for them (AHC Meeting 22) as 'prohibited pig feed' and 'feeding prohibited pig feed' respectively. These were subsequently endorsed by the Agriculture Ministers Forum in June 2014 (AGMIN OOS 04/2104). See Appendix 1 for definitions<sup>1</sup>.

A national project for enhancing swill feeding compliance and awareness, rather than sole reliance on individual jurisdictional activities, should result in efficiencies of scale and enable more effective use of available resources. It should also facilitate consistency in approach to

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<sup>1</sup> The Department of Agriculture is currently leading a review of the swill feeding definition, given the global African swine fever pandemic

these issues across jurisdictions. It will provide confidence to all exposed parties that the FMD risk posed by prohibited pig feed is being effectively mitigated on an ongoing basis.

In light of the international spread of ASF (particularly in Asia and Europe at present), this project will also help to facilitate communications about this disease and the need to keep it out of the Australian pig population.

These National Uniform Guidelines form the basis for increasing the consistency of the national approach to prohibited pig feed (swill feeding) ban compliance and reporting activities in the states and territories.

## 2. MEASURES THAT COMPLEMENT THE GUIDELINES

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### 2.1 QUALITY ASSURANCE PROGRAM

Australian Pork Industry Quality Assurance Program (APIQ✓<sup>®</sup>) is an on-farm quality assurance system. It is based on managing farm risks by following Good Agricultural Practices (GAP), using the principles of Hazard Analysis and managing Critical Control Points (HACCP).

APIQ✓<sup>®</sup> provides the framework and standards by which Australian pig producers can demonstrate they are responsible farmers who care for their animals, the environment and their customers, by following safe and sustainable practices.

Biosecurity Standard 4.1 (A) Performance Indicator A is: 'Pigs are not fed swill or any food scraps that contain meat or other matter from animals or other substances prohibited by state and territory legislation'.

Around 90 per cent of commercial pigs<sup>2</sup> are raised under the APIQ✓<sup>®</sup> program, with these producers being audited annually. This represents a significant coverage of Australia's pig herd. There are thirty-seven producers who do not use the APIQ✓<sup>®</sup> program but have implemented a range of other QA programs (e.g. RSPCA) and collectively these cover nearly 600 sows. This shows that around 34,000 sows and their progeny are not raised under any QA program<sup>3</sup>.

It is acknowledged that the most significant risks for swill feeding are those who are pig keepers (i.e. producers who own less than eight sows). There are currently 2,646 pig keepers registered on PigPass collectively owning 4,931 sows. An analysis by APL comparing PigPass to the jurisdiction's property identification code (PIC) databases shows that PigPass covers 27 per cent of producers identifying that they have pigs<sup>4</sup> (Table 1 on the following page). It is acknowledged that producers will only need to be registered on PigPass when they move pigs – and that this will lapse if there has been no movement reported in the previous two years.

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<sup>2</sup> Identified as those producers with more than eight sows

<sup>3</sup> Some producers may use other QA programs, but this information has not been furnished to APL

<sup>4</sup> These producers may or may not have pigs and without a verification process, this cannot be determined with any accuracy. The figures are expected to improve once all jurisdictions have completed their mandatory reporting regulatory changes.

**Table 1 Comparison of PigPass and PIC databases in 2019**

State	PigPass	Total PICs with pigs	% PigPass to PIC
Qld	1,163	4,055	29%
NSW	1,119	1,151	97%
ACT	0	4	0%
Vic	741	4,341	17%
Tas	62	836	7%
SA	442	1,262	35%
WA	245	2,204	11%
NT	2	187	1%
<b>Total</b>	<b>3,774</b>	<b>14,040</b>	<b>27%</b>

## 2.2 AWARENESS

The AHA Prohibited Pig Feed (Swill) Compliance and Awareness Project has a communications plan that is reviewed annually. This will utilise existing materials and facilitate cooperation between government and industry bodies. It has a focus on FMD and ASF prevention as well as general swill feeding messaging.

## 2.3 COMMUNICATION BETWEEN THE JURISDICTIONS AND THE INDUSTRY QUALITY ASSURANCE PROGRAM

The aim of this section is to provide a standard approach for the exchange of information between State and Territory jurisdictions with legislative responsibility for administering the swill feeding ban in each State and Territory and APIQ<sup>✓</sup>, in the event of an APIQ<sup>✓</sup> certified property non-compliance issue.

Improving information transfer between the relevant State and Territory government agencies and APIQ<sup>✓</sup> will strengthen the State and Territory swill feeding bans and enable APIQ<sup>✓</sup> membership requirements to be consistent with the relevant State or Territory legislation.

The responsibility for compliance and enforcement with the swill feed ban rests with the relevant State and Territory government agencies, see Appendix 2 for relevant legislation. Where an audit by APIQ<sup>✓</sup> detects any non-compliance, APIQ<sup>✓</sup> will notify the relevant State or Territory government agency in a timely manner, so that the matter can be investigated and enforcement action can be taken (if appropriate).

Each State and Territory has different legislation regulating the disclosure of personal information and the release of government information, which binds State and Territory governments and agencies. Each State and Territory government agency will at all times comply with its obligations under the relevant privacy and government information legislation.

Where a jurisdiction inspection detects a swill feeding non-compliance issue on an APIQ✓<sup>®</sup> certified property and the property owner has signed the declaration (on Form 1) then the information provided to APIQ✓<sup>®</sup> would be limited to basic property information (Property Identification Code (PIC), property name, owners name and APIQ✓<sup>®</sup> number) and the fact that a breach investigation is in process.

The approach for exchanging information between APIQ✓<sup>®</sup> and the relevant State and Territory jurisdiction is outlined below in Table 2.

**Table 2. Approach to exchange of information between jurisdictions and APIQ<sup>✓</sup>® in the event of a swill feeding detection on an APIQ<sup>✓</sup>® certified property**

Government process		Confidential information		APIQ <sup>✓</sup> ® process
<p>Relevant State or Territory Government agency compliance inspectors</p> <ul style="list-style-type: none"> <li>• detect a possible legislative non-compliance with the swill feeding ban</li> <li>• ask the member to provide his or her express consent for the relevant government agency to disclose information to APIQ<sup>✓</sup>®</li> <li>• document the details of their findings</li> <li>• report up their usual management chain.</li> </ul>	Jurisdictional swill feeding contact person(s)	<p>←</p> <p>Advice on possible legislative non-compliance</p> <p>←</p> <p>Request for advice on appropriate response</p>	APIQ <sup>✓</sup> ® contact person	<p>APIQ<sup>✓</sup>® third party auditors:</p> <ul style="list-style-type: none"> <li>• detect non-compliances with APIQ<sup>✓</sup>® standards</li> <li>• apply Corrective Action Request (CAR)</li> <li>• notifies APIQM immediately as deemed a CRITICAL CAR (CCAR)</li> <li>• inform the member audited that the government agency in charge of swill feeding ban issues will be notified by APIQM and they can expect to be contacted by them</li> <li>• document all findings</li> <li>• report up their usual management chain to APIQM</li> <li>• close CAR through APIQ<sup>✓</sup>® process as directed by APIQM, having verified compliance.</li> </ul>
<p><b>Each State or Territory jurisdiction must have an internal process whereby this information is relayed to the jurisdictional swill feeding coordinator.</b></p>				<p><b>APIQ<sup>✓</sup>® internal process to manage Swill Feeding CCAR.</b></p>
<p>An investigation may be instigated, and evidence collected, as per jurisdiction procedures.</p>		<p>→</p> <p>If owner consents, then advice that swill feeding breach has occurred with basic property details</p> <p>→</p> <p>Advice of outcome of investigation e.g. successful prosecution</p> <p>←</p> <p>Advice on repeated non-conformance</p>		<p>APIQM</p> <ul style="list-style-type: none"> <li>• reviews the CCAR and establishes an Agreed Action Plan (AAP) with the producer</li> <li>• Notifies the responsible government agency of the non-compliance</li> <li>• Suspends APIQ<sup>✓</sup>® Certification as per Policy and in consultation with the APIQ Panel</li> <li>• Completes related tasks which may include: <ul style="list-style-type: none"> <li>a. no further action</li> <li>b. direct auditor re close out activities</li> <li>c. arrange additional audits</li> </ul> </li> <li>• Close CCAR and assess compliance and re-certification once all actions verified as done.</li> </ul>



## 3. NATIONAL UNIFORM GUIDELINES FOR REPORTING COMPLIANCE INSPECTIONS

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These guidelines are designed to ensure that each jurisdictional government department uses a consistent Australia-wide approach to the issue of compliance monitoring and/or inspection, to help achieve an effective Australia-wide swill feeding ban.

These guidelines may be revised from time to time, as necessary, and to meet future national requirements in relation to the swill feeding ban.

Compliance inspections may cover:

- **pig owners**
- **the suppliers of food waste products** potentially containing or having come into contact with prohibited pig feed.

The overall aims of the compliance inspection programs in each jurisdiction are to:

- **investigate all reported cases of swill feeding.**
- **instigate corrective and/or legislative action** in accordance with established policy, in those instances where non-compliance is detected.
- **record and report the outcomes** of each compliance inspection carried out.

States or territories may also have an active swill feeding compliance program and report outcomes from it in their annual report.

### 3.1 PIG PROPERTY INSPECTIONS

Compliance inspections of pig properties by jurisdictions should use the Swill Feeding Property Inspection Checklist (Form 1, see Appendix 3) as a guide. Additional questions may be added to this by the jurisdictions if they wish to collect more information, or if other types of inspections are to be carried out at the same time.

Where resources are limited, or a telephone call is being made to a pig property, the Swill Feeding Desk Inspection Checklist should be used as a guide (Form 2, see Appendix 3). If used, it is necessary to talk to the person who is responsible for managing &/or feeding the pigs.

### **3.2 INSPECTIONS OF SUPPLIERS OF FOOD WASTE PRODUCTS**

Inspections of food outlets should use the Waste Food Inspection Checklist as a guide (Form 3, see Appendix 3).

## **4. REPORTING**

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### **4.1 REPORTING**

Summary reports on the property inspections carried out, non-compliance and awareness activities in the previous financial year will be made to AHA, by the end of August each year. Jurisdictions are to complete the Swill Feeding Compliance and Awareness Report (Appendix 4) for this purpose. Industry audits performed through APIQ✓<sup>®</sup> will be reported by APL.

AHA will report national results to AHC and SAFEMEAT annually.

## APPENDIX 1 – SWILL FEEDING DEFINITIONS

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### PROHIBITED PIG FEED

Prohibited pig feed means material of mammalian origin, or any substance that has come in contact with this material, but does not include:

- (i) Milk, milk products or milk by-products either of Australian provenance or legally imported for stockfeed use into Australia.
- (ii) Material containing flesh, bones, blood, offal or mammal carcasses which is treated by an approved process<sup>1</sup>.
- (iii) A carcass or part of a domestic pig, born and raised on the property on which the pig or pigs that are administered the parts are held, that is administered for therapeutic purposes in accordance with the written instructions of a veterinary practitioner.
- (iv) Material used under an individual and defined-period permit issued by a jurisdiction for the purposes of research or baiting.

<sup>1</sup>In terms of (ii), approved processes should include:

- a. rendering in accordance with the “Australian Standard for the Hygienic Rendering of Animal Products”
- b. under jurisdictional permit, cooking processes subject to compliance verification that ensure that an internal temperature of at least 70°C for a minimum of 30 minutes, or equivalent, has been reached
- c. treatment of cooking oil, which has been used for cooking in Australia, in accordance with the “National Standard for Recycling of Used Cooking Fats and Oils intended for Animal Feeds”
- d. under jurisdictional permit, any other nationally agreed process approved by AHC for which an acceptable risk assessment has been undertaken and that is subject to compliance verification.

### FEEDING PROHIBITED PIG FEED

Feeding prohibited pig feed includes:

- (i) Feeding or allowing or directing another person to feed prohibited pig feed to a pig
- (ii) Allowing a pig to have access to prohibited pig feed
- (iii) The collection and storage or possession of prohibited pig feed on a premises where one or more pigs are kept
- (iv) Supplying to another person prohibited pig feed that the supplier knows is for feeding to any pig.

## APPENDIX 2 - SUMMARY OF AUSTRALIAN STATE AND TERRITORY LEGISLATION REGULATING THE SWILL FEEDING BAN

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Jurisdiction	Name of legislation
New South Wales	<i>Biosecurity Act 2015</i>
Northern Territory	<i>Livestock Act 2014; Livestock Regulations 2015</i>
Queensland	<i>Biosecurity Act 2014</i>
South Australia	<i>Livestock Act 1997, South Australian Livestock Regulations 2013</i>
Tasmania	<i>Animal Health Act 1995 and Animal Health Act Regulations 2006</i>
Victoria	<i>Livestock Disease Control Act 1994 Section 41</i>
Western Australia	<i>Biosecurity and Agriculture Management (Agriculture Standards) Regulations 2013</i>

## APPENDIX 3 NATIONAL INSPECTION DOCUMENTS

### FORM 1 - SWILL FEEDING PROPERTY INSPECTION CHECKLIST

Property name: PIC: Swine brand/tattoo:

Address:

Postal address (if different to above):

GPS coordinates (specify standard used):

APIQ<sup>✓</sup>® certified YES NO

Property owner name: Phone: Mobile:

Email address:

Pig owner name: Phone: Mobile:

Email address:

First language:

#### Details of stock:

Type of enterprise (*see note*): Commercial Smallholder Hobby/pig keeper

Pig housing type: Indoor/housed Semi-housed Free-range

Number of pigs (on day of visit): Breeders: Progeny:

Number of other livestock on property:

Cattle	Sheep	Goats	Poultry	Other

#### Feeding of the pigs:

Who is responsible for deciding what is fed to the pigs?

Name: Phone: Email:

The following three questions are to be answered by the person responsible for deciding what is fed to the pigs.

1. What are the pigs fed? (*Fill in table below*)

Feed	Yes/ no	If yes, supplier details	Comments
Meat meal			
Milled feed (purchased or home mix)			
Grain			
Milk or milk by-products ( <i>see explanatory note</i> )			

Vegetable or chip waste from processor			
Waste from restaurants, hotels, etc. (if yes then ask what type)			
Waste from supermarkets (if yes then ask what type)			
Table scraps/kitchen waste /bakery waste (if yes then ask what type, and whether it contains meat or has been in contact with meat)			
Abattoir waste			
Manufactured dog and cat food			
Unfiltered cooking oil			
Other			

*Milk exclusion - Milk, milk products or milk by-products either of Australian provenance or legally imported for stockfeed use into Australia.*

2. Are any of the items you feed your pigs considered swill? YES NO

If 'YES' to above, which ones? \_\_\_\_\_

If 'NO' to above: define 'swill'. Correct answer given? YES NO

3. Are you aware of the risks of swill feeding to pigs? YES NO

4. Have you previously seen communications about swill feeding? YES NO

If YES, where was it from? \_\_\_\_\_

#### Inspection of production area:

Is there any non-commercial feed observed in pens? YES NO

If YES, what is it?

Feed storage method: Silo Bins Other \_\_\_\_\_ Capacity:

Purchase records observed? YES NO

Do the feed records reflect the answers in the 'what is fed to the pigs' question? YES  
NO

Is there any evidence of swill feeding? YES NO

If YES, then record photos taken or other information collected:

Property representative (with appropriate authority):

Name:

Position:

I authorise the release by the Department of \_\_\_\_\_ to any person or organisation involved in administering the pig swill feeding ban (including QA programs and government agencies) of any information in this form and any documents attached to or accompanying it and of any other information obtained by an Inspector under the relevant jurisdictional legislation in the course of any relevant inspection, investigation or survey.

Representative signature:

*(To be entered after inspection)*

*(If representing a company, include the company name and ABN)*

Date of inspection:

Time:

Inspector:

Inspector signature:

*Signing within the above is confirmation that the inspector was accompanied by a property representative during the inspection.*

Advisory material provided today? YES NO What? \_\_\_\_\_

Inspector's comments and other observations on this visit:

Assessment: No risk Low risk High risk

Follow up required? YES NO

If YES, details of action to be carried out:

Action date:

Outcomes of follow up:

#### Explanatory note

Type of enterprise is based on APIQ✓® categories:

Commercial = greater than 50 breeders

Smallholder = between 8 and 50 breeders

Hobby/pig keeper = less than 8 breeders.

## FORM 2 - SWILL FEEDING DESK INSPECTION CHECKLIST

*This form should be used when talking to the person responsible for managing and/or feeding the pigs.*

Interviewee name: Phone: Email:  
Property name: PIC: Swine brand/tattoo:

Property address:

Postal address (if different to above):

APIQ<sup>✓</sup>® certified YES NO

Property owner name: Phone: Mobile:

Email address:

Pig owner name: Phone: Mobile:

Email address:

First language:

Details of stock:

Type of enterprise (see note): Commercial Smallholder Hobby/pig keeper

Pig housing type: Indoor/housed Semi-housed Free-range

Number of pigs (on day of call): Breeders: Progeny:

Number of other livestock on property:

Cattle	Sheep	Goats	Poultry	Other

### Feeding of the pigs:

Who is responsible for deciding what is fed to the pigs?

Name: Phone: Email:

The following three questions are to be answered by the person responsible for deciding what is fed to the pigs.

1. What are the pigs fed? (Fill in table below)

Feed	Yes/ no	If yes, supplier details	Comments
Meat meal			
Milled feed (purchased or home mix)			



Grain			
Milk or milk by-products ( <i>see explanatory note</i> )			
Vegetable or chip waste from processor			
Waste from restaurants, hotels, etc. ( <i>if yes then ask what type</i> )			
Waste from supermarkets ( <i>if yes then ask what type</i> )			
Table scraps/kitchen waste /bakery waste ( <i>if yes then ask what type, and whether it contains meat or has been in contact with meat</i> )			
Abattoir waste			
Manufactured dog and cat food			
Unfiltered cooking oil			
Other			

*Milk exclusion - Milk, milk products or milk by-products either of Australian provenance or legally imported for stockfeed use into Australia.*

2. Are any of the items you feed your pigs considered swill? YES NO

If 'YES' to above, which ones?

If 'NO' to above: define 'swill'. Correct answer given? YES NO

3. Are you aware of the risks of swill feeding to pigs? YES NO

Other comments:

Assessment: No risk Low risk High risk

Follow up required? YES NO

If YES, details of action to be carried out:

Action date:

Outcomes of follow up:

Inspector/caller:

Date/Time:

Explanatory note: Type of enterprise is based on APIQ<sup>✓</sup> categories:

Commercial = greater than 50 breeders; Smallholder = between 8 and 50 breeders; Hobby/pig keeper = less than 8 breeders.

## FORM 3 - WASTE FOOD INSPECTION CHECKLIST

Business name:

Address:

Representative name:

Phone:

Email:

Position:

Type of waste: *(complete this only for swill feedstuffs)*

Type of waste	Description	Disposal method*	Animals fed
E.g. Meat	Bacon rolls	Farmer	Pigs

\*If answer to question about swill food waste disposal method is: 'given to a farmer' or 'taken home (or to a school) to feed livestock' then obtain following details:

Farmer/owner name:

Phone:

Address:

Comments:

Are persons responsible aware that there are restrictions on waste food being fed to farm animals?

YES NO

Awareness material provided? YES NO

Requires follow up? YES NO

Inspector name:

Date:

Time:

Action date:

Results of action:

## APPENDIX 4 SWILL FEEDING COMPLIANCE AND AWARENESS

### STATE/ TERRITORY REPORT

<b>State/territory</b>	
<b>Date</b>	
<b>Period</b>	From: <b>1 July 20__</b> to: <b>30 June 20__</b>
<b>Number of compliance program property visits</b>	
<b>Number of compliance program desk compliance assessments</b>	
<b>Number of swill feeding prosecutions</b>	
<b>Number of swill feeding penalty notices</b>	
<b>Additional comments</b> about compliance program (optional)	
<b>Number of and nature of extension activities</b>	
<b>Issues</b>	
<b>Plans for next twelve months</b>	
<i>This can include the expected number of planned inspections for the year in states with a targeted inspection program, or extension activities</i>	

## APPENDIX 5 - ACRONYMS AND ABBREVIATIONS

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APIQ <sup>✓</sup>	Australian Pork Industry Quality Assurance Program
AGMIN	Agricultural Ministers Forum
AHA	Animal Health Australia
AHC	Animal Health Committee
CAR	Corrective Action Request
FMD	Foot and Mouth Disease
GAP	Good Agricultural Practices
GPS	Global Positioning System
HACCP	Hazard Analysis and managing Critical Control Points
NAHIS	National Animal Health Information System
NBC	National Biosecurity Committee
PIC	Property Identification Code
QA	quality assurance



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