
Feed and Food Controls Service Plan 2025/26

Full Council

Decision to be taken by: Full Council

Decision to be taken on: 20 November 2025

Lead director/officer: Rachel Hall, Head of Regulatory
Services

Useful information

- Ward(s) affected: All
- Report author: Rachel Hall
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- Report version number: 1

1. Summary

The Council is obliged to produce a Food Service Plan each year. This report introduces the plan for 2025/26 prior to consideration by full Council.

2. Recommended actions/decision

Council is asked to approve the report and the contents of the Food Service Plan.

3. Scrutiny / stakeholder engagement

Benchmarking has been undertaken to compare the plans produced by other local authorities, and the content of Council's 2025/26 plan has been adapted accordingly.

4. Background and options with supporting evidence

The Council is required to produce an annual Food Service Plan that details how the Food Safety Team will fulfill its duties to enforce food and feed law in the city.

The plan for 2025/26 is attached at **Appendix A**, and fulfils the Council's obligations under "*The Framework Agreement on Official Feed and Food Controls by Local Authorities*." This framework agreement, issued by the Food Standards Agency, sets out what the Agency expects from local authorities in their delivery of official controls on feed and food law.

The Council's plan provides the basis on which the authority will be monitored and audited by the Food Standards Agency.

The content and design of the plan has been refreshed following benchmarking against comparable authorities. This provides assurance that the plan includes essential information and retains focus on the activities that the FSA expects the council to give attention to.

5. Financial, legal, equalities, climate emergency and other implications

5.1 Financial implications

There are no direct financial implications associated with the adoption of the Food Service Plan.

Signed: Stuart McAvoy – Head of Finance

Dated: 15th September 2025

5.2 Legal implications

There are no direct legal implications arising from the report and the Food Service Plan 2025/26. Section 2 of the Food Law Code (with reference to the Framework Agreement on Official Feed and Food Controls by Local Authorities) details that food safety plans should be submitted to the relevant member forum for approval. The authority to approve the Food Service Plan is reserved to Full Council as a matter of local choice. The Food Standards Agency has the power to intervene if it is satisfied that a local authority is failing to either discharge functions adequately or failing to meet statutory obligations to apply the law.

Signed: F. Hajat

Dated: 24th September 2025

5.3 Equalities implications

The Council must comply with the public sector equality duty (PSED) (Equality Act 2010) by paying due regard, when carrying out their functions, to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a 'protected characteristic' and those who do not.

Protected characteristics under the public sector equality duty are age, disability, gender re-assignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex and sexual orientation.

There are no direct equality implications arising from this report, which introduces the Food Service Plan for 2025/26 prior to publication. The plan highlights the work of the Food Safety team who provide advice, support and training to ensure compliance. They also help to protect legitimate businesses as well as the health, safety, wellbeing and economic interests of both residents and people visiting Leicester, who will be from across a range of protected characteristics.

The city has a mix of retail, catering and manufacturing services, and the food plan notes that translation services have been used to provide information for kitchen staff in their native language, to support their understanding of responsibilities. As the growing number of food business operators for whom English is not their first language continues to grow, this can create challenges for officers when explaining legal requirements and ensuring compliance. Although we do not currently collect data on these businesses, it may be beneficial to do so, as collecting this information could be valuable in helping the team respond more effectively to language needs.

Signed: Sukhi Biring, Equalities Officer

Dated: 18 September 2025

5.4 Climate Emergency implications

There are limited climate change implications directly associated with this report, however the travel required to deliver this service does contribute to the council's carbon footprint. This can be managed through continuing to enable and encourage staff to plan journeys efficiently and utilise sustainable travel options where possible.

Signed: Phil Ball, Sustainability Officer Ext 372246

Dated: 17 September 2025

5.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

6. Background information and other papers:

None

7. Summary of appendices:

Appendix A – Official Feed and Food Controls Service Plan 2025

8. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?

No

9. Is this a “key decision”? If so, why?

No

FOOD SAFETY SERVICE DELIVERY PLAN 2025/26

APPENDIX A

CONTENTS

Contents

Leicester City Council.....	0
Official Feed and Food Controls Service Plan.....	0
1.INTRODUCTION	3
2. AIMS AND OBJECTIVES OF THE SERVICE.....	3
2.1 Aims	3
2.2 Objectives	3
2.3 Corporate and Strategic Aims and Objectives	4
3. BACKGROUND	5
3.1 Profile of Leicester.....	5
3.2 Organisational Structure	5
3.2.1 Democratic Structure	5
3.3 Organisational Structure.....	5
Analytical Services	6
3.4 Description and Scope of the Service	6
3.5 The establishment profile for registered food businesses	6
3.6 Scope of the feed and food service	6
Interventions	6
Interventions	7
the food and feed service.....	7
in registered food businesses in the city	7
business registrations	7
3.6.6 Number of Approved Establishments.....	7
3.6.7 Service delivery points.....	8
3.6.8 Regulation Policy	9
4. Service Delivery	10
4.1 Interventions at food and feeding stuffs establishments.....	10
4.1.1 Intervention type – [Document subtitle]	10
4.2 Food Interventions due or overdue 2025/2026	11
4.2.1 Food hygiene interventions due 2025/2026	11
4.2.2 Due high risk food standards interventions.....	11
4.3 Rerating inspections	12



Leicester City Council

Official Feed and Food Controls Service Plan

[Document subtitle]

Technology Services

4.4. New registration inspections carried over from the previous financial year(s)	12
4.5 Changes to food business operators	12
4.6 Feed and Food Complaints	12
4.7 Home Authority Principle and Primary Authority Scheme	13
4.8 Advice to Businesses.....	13
4.9 Feed and Food Sampling.....	13
4.9.1 Microbiological sampling	13
4.9.2 Sampling for analysis (including allergens)	14
4.9.3 Feed sampling	14
4.10 Control and investigations of outbreaks of food related infectious disease	14
4.11 Feed/Food Safety Incidents	14
4.12 Liaison with Other Organisations	14
4.13 Feed and Food Safety and Standards promotional work	15
5. RESOURCES	16
5.1 Financial Allocation	16
5.2 Staffing Allocation.....	16
5.3 Staff development plan	16
6. QUALITY ASSESSMENT	17
6.1 Quality Assessment and Internal Monitoring	17
7. REVIEW	17
7.1 Review against the service plan.....	17
7.2 Additional work completed in 2024/25	17
7.2.1 Enforcement Actions (Hygiene)	17
7.2.2 Food standards inspections and enforcement	17
7.2.3 Service requests and complaints investigated (2024/25).....	18
7.2.4 Food sampling 2024/25	18
7.3 Areas of Improvement.....	18

1.INTRODUCTION

This is Leicester City Council's (LCC) mandatory annual feed and food controls service plan, detailing how the Food Safety Team will fulfill its duties to enforce food and feed law in the city.

The plan fulfils the Council's obligations under *"The Framework Agreement on Official Feed and Food Controls by Local Authorities."* This document, issued by the Food Standards Agency, sets out what the Agency expects from local authorities in their delivery of official controls on feed and food law.

This plan provides the basis on which the authority will be monitored and audited by the Food Standards Agency.

2. AIMS AND OBJECTIVES OF THE SERVICE

2.1 Aims

- To protect public health for those living, working in and visiting the city of Leicester and ensure that the food imported, prepared, stored, sold and consumed in the district is safe to eat, through enforcement, advice and education.
- Take a proportional and graduated approach to enforcement in accordance with the Regulators Code and the published enforcement policy and to continuously improve the quality of service through the effective use and enhancement of staff skills and knowledge.
- Support the Food Standards Agency strategic aims set out within their 2022-2027 strategy, *"that food is safe, that food is what it says it is, that food is healthier and more sustainable and there is food you can trust"*.

2.2 Objectives

- to discharge the responsibilities the Council has under food law to carry out official controls at food and feed businesses
- to ensure that food businesses in the city provide food that is safe to eat and does not give rise to food borne illness
- to ensure consumers are not mislead in the way food is described or presented
- to prevent and detect fraud in the food supply chain
- to assist Leicester food businesses, comply with food law
- to participate in intelligence sharing with Strategic Partners, including Food Standards Agency, National Food Crime Unit, Local Authorities through liaison groups and Primary Authorities.
- to liaise with other local authorities, partners, and stakeholders to ensure consistency and transparency.

2.3 Corporate and Strategic Aims and Objectives

The Food Safety Team is part of the Food & Public Safety Team within Regulatory Services.
The main aims of this Service are:

- to protect legitimate businesses as well as the health, safety, wellbeing, and economic interest of the people who visit and live in Leicester.
- provide advice, support, and training to encourage business growth and sustainability through regulatory compliance.

Regulatory Services sits within the Neighbourhood and Environmental Services Division. The strategic priority of the division is,

“Providing Leicester with high quality efficient and effective services for the benefit of its people”.

Leicester City Council also has several strategic plans that set out what the Council aims to achieve with our partners, local businesses, communities, and residents.

The [Leicester's Food Plan](#) is a key operational delivery plan underpinning the Council Plan. The Food Safety Teams aims and objectives also link in with:

- The Economic Action Plan ([economic-action-plan-2016-2020.pdf](#))
- The Tourism Action Plan ([tourism-action-plan-2020-2025.pdf](#))

3. BACKGROUND

3.1 Profile of Leicester

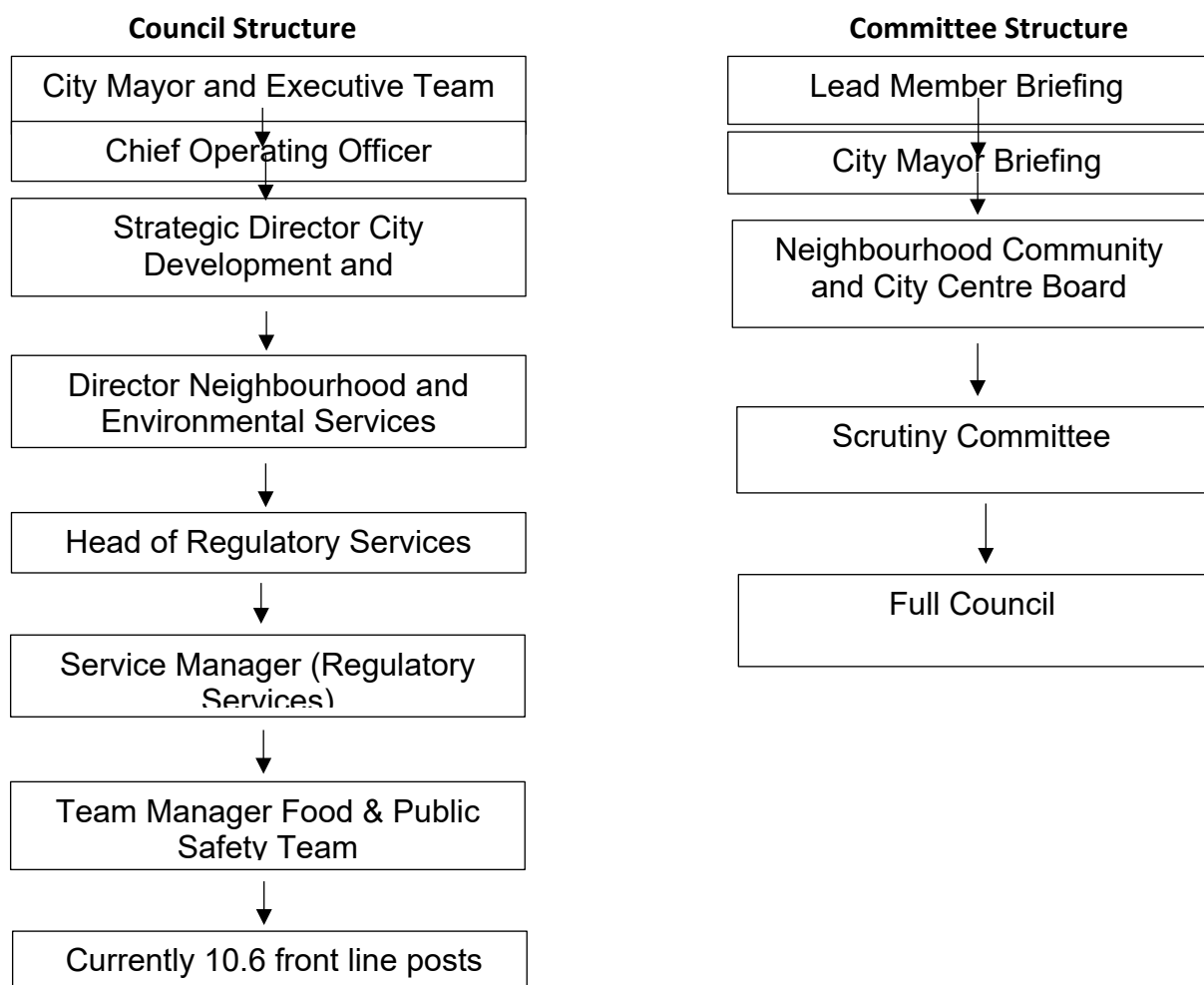
Leicester City is a unitary authority in the East Midlands of England, with a population of approximately 368,600 as of the 2021 Census, marking an 11.7% increase since 2011. The city's demographics are notably diverse: 41% of residents were born outside the UK, and the ethnic composition includes 34.3% Indian, 23.5% Muslim, and 17.9% Hindu populations, among others. Leicester is also one of the youngest cities in England, with a median age of 33 (ONS). The local government is structured as a unitary authority, combining district and county functions. It is led by a directly elected City Mayor. The council comprises 54 elected councillors across 21 wards, with the next full council election scheduled for May 2027. In 2025, the City Mayor proposed expanding Leicester's boundaries to include adjoining suburbs, aiming to create a larger unitary authority that meets the government's target population of 500,000 or more residents.

3.1 Organisational Structure

3.2.1 Democratic Structure

Leicester City Council is a unitary authority. It consists of 21 wards overseen by a directed elected mayor. Councillors decide the Council's overall policies and set the budget each year.

3.3 Organisational Structure



Analytical Services

There team make use of specialist services. Where expert opinion or advice is sought, the authority has arrangements in place with private and public bodies.

The main contacts are:

- a) The Public Analyst
- b) (UK Health Security Agency - GOV.UK)
- c) (Food, Water and Environmental Microbiology Laboratory, London: services - GOV.UK)

3.4 Description and Scope of the Service

The city contains a mix of retail, catering, and manufacturing premises. The businesses vary in nature, from simple co-packing operations to complex food manufacturing enterprises. The retail and catering businesses range from major national traders to small and medium-sized enterprises. Provision has been made for leaflets to be put into native languages to address the needs of kitchen staff where this is needed. The council also has access to translation services should these be required.

3.5 The establishment profile for registered food businesses

The establishment profile for food businesses in the city is:

Establishment Type	2025	% of total
Primary producers	2	0.1%
Manufacturers & Packers	119	3.5%
Importers/Exporters	21	0.6%
Distributors/Transporters	111	3.2%
Retailers	949	27.5%
Restaurants & Caterers	2240	65.1%
Total	3439	

3.6 Scope of the feed and food service

3.6.1 Food Law Interventions

Food Safety Team officers are responsible for the enforcement of both food hygiene and food standards law in food businesses. We operate a hygiene led intervention programme, where the majority of food standards interventions are picked up at the same time as food hygiene.

3.6.2 Feed Law Interventions

Arrangements have been in place for Trading Standards Officers from Leicestershire County Council to carry out inspections of registered feed establishments in the city. The cost for this is claimed back from the Food Standards Agency. As of 1st April 2025, there were 43 registered feed business establishments in the city. Of these, inspections are due at 2 of these for this financial year.

3.6.3 Demands on the food and feed service

LCC, when compared nationally has a higher number of manufacturers/packers, importers/exporters, distributors/transporters and retailers than the national average.

3.6.4 The increase in registered food businesses in the city

The table below shows the total number of food business establishments registered in the city over the last 5 years as of the end of March that year:

	2021	2022	2023	2024	2025
Number of food business establishments registered as of 31st March	3421	3422	3289	3343	3439

3.6.5 New food business registrations

The number of new food business registrations received over the last 5 years:

Financial year	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025
Number	524	561	595	621	755

A further feature of food businesses in the city is the percentage of food business operators for whom English is not their first language. This presents some challenges for officers in terms of explaining food law requirements and enforcing these. We do not have data on the number of these businesses.

3.6.6 Number of Approved Establishments

Approved establishments are those that handle products of animal origin and store or process them. They require prior approval before they can start this activity. This can be a complex process and time intensive for the small number of officers who are involved in this work.

As of April 2025, there were 31 approved establishments in the city. The numbers of different establishment types are:

Type of establishment	Number of establishments
Stand-alone cold store	6
Meat preparations manufacturer	4

Meat products manufacturer	5
Meat prep, meat products and fishery	1
Meat preparations and meat products	2
Dairy products manufacturer	3
Fishery products manufacturer	3
Egg products manufacturer	3
Rewrapping premises	2
Total	31

There are 18 approved establishments that are due a food hygiene inspection this financial year. This is a significantly higher figure than would be due most years.

In addition to carrying out these inspections, we anticipate that we will receive a further 4-5 applications from businesses that wish to carry out activities that require approval that we will need to process within the year.

3.6.7 Service delivery points

Services can be accessed online through the “My Account” facility. This operates 24/7. Users can access this service by logging in to their account, or by continuing without an account.

The City Council also has a general telephone number that can be called between 8am – 6pm.

A customer service centre is located in the city centre and is open 2 days a week (Tuesday and Thursday) from 9.30am – 4.30pm. There is also an emergency out of hours telephone number that can be used from 6pm – 8.00am.

A customer services email address is also freely available to use. There is also a dedicated email account: food@leicester.gov.uk. Complaints can be made online via The Food Standards Agency page “How to report a food safety or hygiene issue” and are directed to this email account.

3.6.8 Regulation Policy

The Council’s Regulatory Services have a published General Regulatory Policy. It can be found at:

[Environment, Development and Commercial Services](#)

4. Service Delivery

4.1 Interventions at food and feeding stuffs establishments

4.1.1 Intervention type – Food Hygiene

It is the policy of Leicester City Council to support the national food hygiene rating scheme, to protect the integrity of the scheme and maintain consumer confidence in this. This means that every routine intervention we carry out at food businesses in scope for the scheme will be an inspection or partial inspection.

Partial inspections will be considered at premises with a history of good compliance with food law. Officers will use their professional judgment in deciding this.

For all new registrations, the intervention type must be an inspection.

Risk Categories range from category A to E. Category A-C premises are considered high risk in terms of food safety and will receive a full inspection in accordance with the Food Law Code of Practice

The following are the due food hygiene inspections 2025/26:

Risk Category	Inspections due 2025/26	Frequency of Inspection/ Premises Category	Carried forward from previous year	Total Programmed 2025/26
A	30*	6 months/HIGH	1	31
B	130	12 months/HIGH	1	131
C	496	18 months/HIGH	5	501
D	774	24 months/MEDIUM	3	777
E	112	36 months/LOW	34	146
Unrated	500**	Awaiting Inspection/PRIORITISED	183	683
TOTAL	2042		227	2269

**The 30 As due in 2025/26 comprise of 15 due in Qs 1 and 2, plus an estimate of a further 15 in Qs 3 and 4.*

***The 500 unrated inspections due in 2025/26 is an estimate*

Premises rated as category E can be subject to an alternative enforcement strategy. This is in the form of a self-assessment questionnaire which allows officers to establish which category the premises falls into.

4.2 Food Interventions due or overdue 2025/2026

The following categories of food interventions have been considered in determining this year's food service plan:

1. Due food hygiene interventions
2. Due priority food standards interventions (new FSDM)
3. Food hygiene interventions carried over from previous financial year(s)
4. New registration inspections (estimate)
5. New registration inspections carried over from the previous financial year(s)
6. Rerating inspections (estimate)

The following table shows food hygiene inspections that are due for the current financial year, including an estimate of the number of category A inspections we will need to complete in the second half of the year:

4.2.1 Food hygiene interventions due 2025/2026

Intervention risk rating category	A	A (estimate for 2 nd half of the year)	B	C	D	Total
No. of inspections due	15	15	130	496	774	1415

4.2.2 Due high risk food standards interventions

Following the conversion of data from the previous risk scheme to the new scheme under the Food Standards Delivery Model (FSDM), the impact on the 2025/26 Food Standards (FS) inspection programme is as follows:

- An increase in overdue FS inspections from 276 to 709
- Of these 709, 19 are priority interventions (4 of the 276 previously overdue were high risk)
- There are a further 11 priority interventions due in 2025/26 (there would have been 13 As due in 2025/26 under the previous scheme)
- There are 316 establishments that have not had a Food Standards inspection, and these are all classed as priority interventions. Of these, it is estimated that 60 have previously been inspection for Food Hygiene
- Across all risk categories, there are 725 Food Standards inspections due in 2025/26 (there would have been 473 under the previous scheme).

4.3 Rerating inspections

Food Business Operators that are in scope for the Food Hygiene Rating Scheme can apply for a rerating inspection if they want to improve the rating they have received. There is a fee for this service. The figure below is based on the number received in 2024/2025.

	Estimated number of requests for rerating inspections (2025/26)
Number	57

4.4. New registration inspections carried over from the previous financial year(s)

The number of new registrations carried over from the previous financial year that require an inspection is shown below:

New registrations carried over	183
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In practice, there will always be new registrations that are carried over from one financial year to the next. As well as the low-risk businesses that are carried over, some businesses, especially home-based ones will register in advance of commencement of operations. In such circumstances, the initial inspection can be delayed until regular food handling operations have begun. This can sometimes take many months.

4.5 Changes to food business operators

There will be several interventions that are not carried out because the business closes before an inspection is due, or in the case of a new registration, the business never starts to trade. We estimate that 15 % of the interventions that are due are in practice not carried out. Therefore, in planning our intervention programme, we have included a reduction in the number of interventions we believe we will need to carry out to reflect this fact.

4.6 Feed and Food Complaints

All service requests are logged and reviewed by officers who will use professional judgement to determine which complaints warrant further investigation. Wherever a site visit is made, the officer will endeavour to combine a complaint investigation with an inspection at those premises where an intervention is due or overdue.

The estimated number of complaints for this year is based on the average of the last three years figures:

Year	2022/2023	2023/2024	2024/25
Total number of service requests received	907	898	916

3.2 Home Authority Principle and Primary Authority Scheme

Leicester City Council fully endorses the Primary Authority principle. Currently we are not in a partnership with any business.

We also act as the Originating Authority for many Leicester-based food manufacturers, responding to requests for advice and information about these businesses from other local authorities.

4.8 Advice to Businesses

All new business registrations are contacted and signposted to relevant advice (generally by email) before a first intervention occurs. Our capacity to carry out advice visits is limited, and these will only generally be carried out for premises seeking approval or for premises intending to set up new manufacturing premises in the city.

Many micro sized food businesses (<10 employees) which manufacture, or pack food do not have technical expertise within their businesses on how to comply with food law requirements. As a result, they rely heavily on us for advice and assistance in achieving this. In particular, the areas of food labelling and food safety management procedures.

We do have close links with the Food and Drink Forum, an organisation providing support to the food and drink sector, which is locally based and we able to refer some of these businesses on to this organisation to obtain this support.

Currently, we do not record the resources we deploy in advising small packers or manufacturers on food law compliance. It can be difficult to separate this out from our statutory duty to inspect them to identify non-compliances with food law.

4.9 Feed and Food Sampling

4.9.1 Microbiological sampling

This year we plan to carry out microbiological sampling on two days a month, starting in June 2025 (currently delayed). Where UK Health Security Agency (UKHSA) national sampling surveys are relevant to us, we will take part in these. We will also visit and take food samples and/ or environmental swabs from premises where we have received multiple credible complaints about illness after eating food. As well as this, we will also sample any products where information comes to light that there may be food safety issues associated with that product. Samples will be submitted to UKHSS laboratory at Colindale in London via a courier service.

4.9.2 Sampling for analysis (including allergens)

Due to the absence of a sampling budget, we do not intend to undertake any sampling for analysis. We will however look to apply for funds to take part in imported food sampling surveys. Our resource calculation for the number of inspections we can achieve this year takes into consideration time officers spend in carrying out sampling.

4.9.3 Feed sampling

We do not plan to carry out any samples from feed establishments, due to the fact there are no feed manufacturers in the city.

4.10 Control and investigations of outbreaks of food related infectious disease

The Food Safety Team are responsible for investigating any outbreaks of infectious disease in the city linked to food premises.

Our resource calculation for the number of inspections we can achieve this year does not take into consideration a major food borne disease outbreak. If this occurs, resources would need to be diverted from the intervention programme into this. It is not possible to estimate what resources would be needed for this.

4.11 Feed/Food Safety Incidents

The Food Safety Team are responsible for responding to food alerts and incidents notified to us by Food Standards Agency. We are also responsible for alerting the Agency to any incidents that we become aware of in accordance with the Food Law Code of Practice requirements.

Our resource calculation for the number of interventions we can achieve this year does not take into consideration a major feed or food incident. If this occurs, resources would need to be diverted from the intervention programme into this. It is not possible to estimate what resources would be needed for this.

4.12 Liaison with Other Organisations

The council has effective joint working with:

- the Food Standards Agency
- the Department for Environment, Food & Rural Affairs
- the Health and Safety Executive
- the UKHSA
- other local authorities, and
- the Public Analyst

The Team Managers and Senior Officers also attend the following liaison groups:

- Trading Standards East Midlands (TSEM) - food and allergen group.
- Leicestershire Food Group – covering food hygiene matters. A UK Health Security Agency representative also attends this group.
- Midland Cities Benchmarking Group

4.13 Feed and Food Safety and Standards promotional work

Currently for 2025/26 there is no planned promotional work envisaged.

5. RESOURCES

5.1 Financial Allocation

The table below shows the gross expenditure (excluding income received) in providing the service:

	2024/25 budget £	2025/2026 budget £
Employee costs	624,200	656,700
Controllable running costs (including travel, equipment purchase)	3,500	3,500
Sampling budget	0	0
Financial provision for legal action	Not included	Not included
Total expenditure	627,700	660,200

5.2 Staffing Allocation

The Food Safety Team as of 28th February 2025 is composed of:

Food Safety Team Manager	1 FTE (currently occupied on a job share basis)
Senior Regulatory Officer	2 FTE (1 currently)
Front line officers; Food Safety Officers/ Environmental Health Officers	10 FTE (currently 9.6)
Allocated front line posts	12 FTE
Filled front line posts (excludes Team Manager post)	10.6 FTE

5.3 Staff development plan

All officers are required to undertake a minimum of 20 hours continuing professional development a year, as part of the competency requirements detailed in the Food Law Code of Practice.

This year, we have had to make savings within our training budget.

6. QUALITY ASSESSMENT

6.1 Quality Assessment and Internal Monitoring

Performance reports are produced to be allow officer performance to be monitored. The reports contain tracking bar charts, which aim to help us assess whether we are on track to meet our targets. There are no current plans for any inter-authority audits to occur this year.

7. REVIEW

7.1 Review against the service plan

Team Managers are responsible for compiling dashboard reports on our progress in delivering this service plan and adjusting this plan where necessary to ensure that we are on target. These reports are also shared with the Head of Regulatory Services.

7.2 Additional work completed in 2024/25

7.2.1 Enforcement Actions (Hygiene)

Number of Written warnings issued	Number of remedial action notices or detention notices served	Number of Hygiene Improvement Notices Served	Number of food seizures, detentions and surrenders	Number of voluntary closures of food businesses	Number of Hygiene Emergency Prohibition Notices served
930	2	1	9	9	0

Numbers of Suspensions / revocation of approval	Number of Imported food notices served	Number of simple caution issued	Number of prosecutions instigated
0	6	0	0

7.2.2 Food standards inspections and enforcement

Number of Inspections completed	Number of written warnings issued	Number of food seizures, detentions and surrenders	Number of Improvement Notices served
1299	379	2	0

Number of Imported food notices served	Number of simple cautions issued	Number of prosecutions instigated
9	0	0

7.2.3 Service requests and complaints investigated (2024/25)

Total number of service requests received	Of which complaints about food	Of which complaints about hygiene of premises	Of which complaints about food standards matters
916	94	334	95

7.2.4 Food sampling 2024/25

Total number of food samples taken	Total number of food sampling visits	Number of microbiological samples	Number of compositional samples	Number of samples tested for presence of allergens
85	68	80	0	5

7.3 Areas of Improvement

The challenge will arise with the implementation of the new FDSM which will impact upon food hygiene inspections. The FDSM will place a huge demand upon the service.