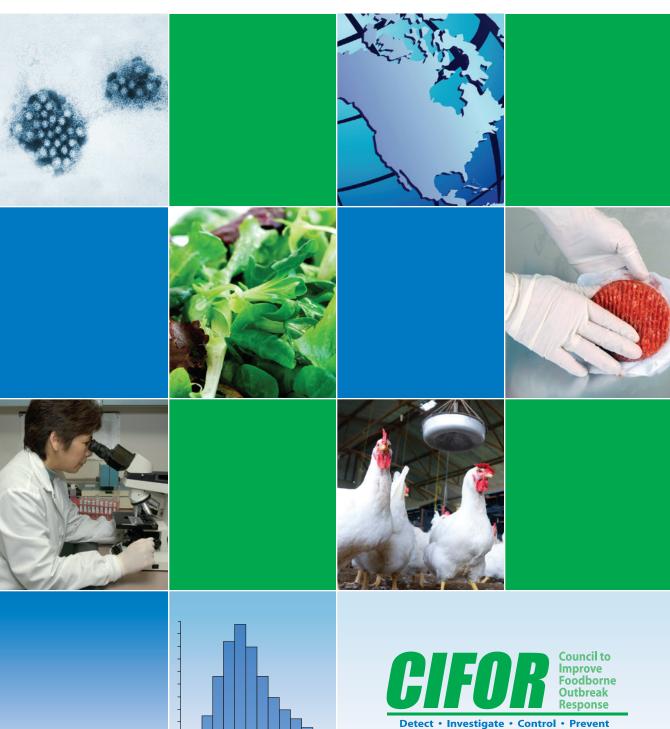
SECOND EDITION

GUIDELINES FOR FOODBORNE DISEASE OUTBREAK RESPONSE



Dedication

This second edition of the CIFOR *Guidelines for Foodborne Disease Outbreak Response* is dedicated to the memory of Dr. William (Bill) E. Keene, who passed away unexpectedly on December 1, 2013, after a short illness. Bill was a charter member of CIFOR in 2006 and a driving force in the organization until his death. He played a monumental role in writing and editing the original, as well as this new (second), edition of the CIFOR Guidelines.

Bill joined the Oregon Public Health Division in 1990 and worked there for 23 years as a foodborne disease epidemiologist. During that time he became known nationally and internationally as a leading expert on foodborne disease surveillance and outbreak investigation. Bill was well known for his passion for public health and dogged determination in solving foodborne outbreaks, often working around the clock to do so. He was a strong, vocal leader during investigations of multistate foodborne outbreaks and solved many, frequently documenting new outbreak vehicles or pathogen—vehicle associations.

Bill profoundly influenced virtually all recent national efforts to improve response to foodborne disease outbreaks in this country (such as CIFOR). His innovations were at the cutting edge of new surveillance and outbreak investigation methods. Bill's passion for foodborne outbreak investigations was reflected in his office's additional role as a national museum of foodborne illness outbreaks. Bill's office memorialized famous outbreaks from the last 2 decades with shelves containing the packages of the implicated food vehicles. His personal license plate was Oregon O157H7.

The following words or phrases have been used to describe Bill: energetic, zealous, dedicated, diligent, food safety hero, public health jewel, superior intelligence, brilliant, hard-working, dry wit, uncompromising candor, innovative, pioneer, inimitable, passionate, high standards, exemplified determination and stamina when investigating outbreaks, tireless, tremendously personable, freely shared his expertise, ever-available, warm, gregarious, and generous. We agree—but to many of his colleagues on CIFOR and throughout the public health community, Bill was most of all an admired, respected, and cherished colleague and friend. He will be missed terribly. Those of you who are familiar with Bill's work will recognize some of the outbreak investigation examples in these Guidelines as his investigations. In addition, the conversational tone, dry humor, and almost poetic nature of the writing in innumerable places throughout these Guidelines can unmistakably be recognized as Bill's work. It follows, then, that these Guidelines serve as one small way to memorialize Bill's incredible contributions to the field of foodborne disease epidemiology.

Foreword

We congratulate the Council to Improve Foodborne Outbreak Response (CIFOR) for issuing this second edition of the *Guidelines to Improve Foodborne Outbreak Response*. This new edition incorporates lessons learned over the past few years, along with new and improved techniques for surveillance, detection, investigation, and response to foodborne disease outbreaks.

CIFOR was conceived in 2005 by a small group of forward-looking leaders at the Council of State and Territorial Epidemiologists, Association of Public Health Laboratories, and the Centers for Disease Control and Prevention. They recognized the need to improve the way local, state, and federal government agencies coordinate their respective roles in the surveillance, detection, and investigation of and response to outbreaks of foodborne illness. One of the first projects the newly formed CIFOR took on was to develop guidelines to help government agencies improve their foodborne disease outbreak response activities.

The first edition of the *Guidelines to Improve Foodborne Outbreak Response*, published in 2009, and the *Guidelines to Improve Foodborne Outbreak Response Toolkit*, published in 2011, made a major contribution to improving government's response to foodborne disease outbreaks. The Guidelines and Toolkit are now referenced in many documents that address foodborne disease response. They have been used as criteria for measuring the effectiveness of programs, as key references in training courses, and as tools by government workgroups who have been meeting to identify and prioritize tasks for improving joint responses to foodborne disease outbreaks. A 2013 RAND Health survey of intended users found that 80% of respondents reported being familiar with the Guidelines and 65% with the Toolkit.

Since their issuance, the CIFOR *Guidelines* have influenced the way multiagency outbreak responses are conducted by epidemiologists, laboratorians, and environmental health/food regulatory agencies at the local, state, and federal levels. Agencies are communicating better, they better understand their respective roles and responsibilities, and they are responding quicker and more effectively because of the implementation of the CIFOR Guidelines.

CIFOR also has established a close working relationship with the food industry, the sector that bears primary responsibility for the safety of the food supply. The standing CIFOR Industry Workgroup led to development of the recently published *Foodborne Illness Response Guidelines for Owners, Operators and Managers of Food Establishments* to facilitate the food industry's response to outbreaks of foodborne illness.

We are confident that this second edition will lead to further improvement in response to foodborne disease outbreaks by the thousands of dedicated local, state, and federal employees who are working together toward that goal.

Captain David P. Goldman, M.D., M.P.H.

USPHS Chief Medical Officer, and USDA/Food Safety and Inspection Service (FSIS) Assistant Administrator

Jack Guzewich, R.S., M.P.H.

Retired Senior Advisor for Environmental Health and Center Emergency Coordinator, Center for Food Safety and Applied Nutrition, FDA

Acknowledgements for the First and Second Editions

The original development of the CIFOR *Guidelines for Foodborne Disease Outbreak Response* took thousands of hours of work by dozens of individuals over a 3-year period. Each of these individuals had a full-time job, and many of them were repeatedly pulled to investigate foodborne disease outbreaks over the course of the project. They gave their time, energy, and expertise because of a strong commitment to improving the quality of foodborne disease outbreak response.

Because of the solid foundation established in the first edition of the Guidelines, no major changes were needed in the second edition. Most of the original chapter authors and many of the original members of CIFOR and its workgroups stepped up to make necessary revisions to ensure the Guidelines stay current. Many other individuals who were not involved in the first round gave their time and expertise to help CIFOR reach this goal. We express our deep gratitude to everyone who participated.

Among the many individuals involved in the first edition, we particularly acknowledge John Besser, Craig Hedberg, Patrick McConnon, Donald Sharp, and Jeanette Stehr-Green, who repeatedly stepped up to provide extra guidance and support whenever the need arose. Jac Davies, the editor and lead author, had a particularly large role in creating this document and was committed to giving her time and effort to this project. We would like to especially acknowledge her involvement.

For the second edition, Jeanette Stehr-Green played a major role, not only taking the lead on two chapters but also repeatedly reviewing the entire document and providing many helpful suggestions for improvements. We are grateful for her engagement in this effort. Craig Hedberg, John Besser, Donald Sharp, Dhara Patel, and Jac Davies also contributed significantly to the second edition, which would not have been possible without their ongoing commitment and support.

The following organizations and agencies participate in CIFOR, and their representatives participated in the development of these Guidelines:

- Association of Food and Drug Officials (AFDO)
- Association of Public Health Laboratories (APHL)
- Association of State and Territorial Health Officials (ASTHO)

- Centers for Disease Control and Prevention (CDC)
- Council of State and Territorial Epidemiologists (CSTE)
- Food and Drug Administration (FDA)
- National Association of County and City Health Officials (NACCHO)
- National Association of State Departments of Agriculture (NASDA)
- National Association of State Public Health Veterinarians (NASPHV)
- National Environmental Health Association (NEHA)
- U.S. Department of Agriculture/Food Safety and Inspection Service (USDA/FSIS)

The first edition of the Guidelines was supported by Cooperative Agreement Number 1U38HM000414-01 from CDC. The second edition was supported by Cooperative Agreement Numbers 1U38HM000414-05 and 1U38OT000143-01 from CDC. The findings and conclusions in this document are solely those of the authors and do not necessarily represent the official views of CDC.

PARTICIPANTS IN DEVELOPMENT OF THE SECOND EDITION

CIFOR Members

Chair: Joseph Russell, Health Officer: Flathead City-County Health Department, Montana

Chair: Kirk Smith, Supervisor: Foodborne, Vectorborne and Zoonotic Disease Unit, Minnesota Department of Health

Robyn Atkinson-Dunn, Director: Unified State Laboratories, Public Health

John Besser, Deputy Chief: Enteric Diseases Laboratory Branch, CDC

Rob Blake, Chief: Environmental Health Services, CDC

James Blumenstock, Chief Program Officer: Public Health Practice, Association of State and Territorial Health Officials

David Boxrud, Molecular Epidemiology Supervisor: Minnesota Department of Health Susan Lance, FDA liaison to CDC, FDA

Louisa Castrodale, State Public Health Veterinarian: Alaska Department of Health and Social Services

John Dunn, Deputy State Epidemiologist: Tennessee Department of Health Bela Matyas, Health Officer: Solano County, California

Jeffrey Engel, Executive Director: Council of State and Territorial Epidemiologists

Kathy Fowler, Director: Kentucky Division of Public Health Protection and Safety

Lisa Hainstock, Food Safety Specialist: Michigan Department of Agriculture

Roberta Hammond, Response Manager: Coordinated Outbreak Response and Evaluation, FDA

Scott Holmes, Manager: Environmental Public Health Division, Lincoln-Lancaster County Health Department, Nebraska

Kristin Holt, USDA/FSIS Liaison to CDC: USDA

Steve Ingham; Administrator: Division of Food Safety, Wisconsin Department of Agriculture, Trade and Consumer Protection

Timothy Jones, State Epidemiologist: Tennessee Department of Health

Ernest Julian, Chief: Office of Food Protection, Rhode Island Department of Health

Heidi Kassenborg; Director: Dairy and Food Inspection Division, Minnesota Department of Agriculture

The late **Bill Keene**, Senior Epidemiologist: Acute and Communicable Disease Prevention, Oregon Public Health Division

Mel Knight, Past President: National Environmental Health Association

Susan Lance, FDA liaison to CDC, FDA

Larry Marcum, Managing Director: Government Affairs and Research and Development, National Environmental Health Association

Bela Matyas, Health Officer: Solano County, California

George Nakamura, Supervising Environmental Health Specialist; Contra Costa Environmental Health, California

Gene Phillips, Chief: Bureau of Environmental Health, Ohio Department of Health

Carol Selman, Senior Environmental Health Officer: Environmental Health Services, CDC **Donald Sharp,** Deputy Director: Food Safety Office; Division of Foodborne, Waterborne and Environmental Diseases, CDC

Regina Tan, former Director: Applied Epidemiology Staff, USDA/FSIS

Ian Williams, Chief: Outbreak Response and Prevention Branch, CDC

CIFOR Participants

Amy Chang, Program Assistant: Environmental Health, National Association of County and City Health Officials

Jane Getchell, Senior Director: Public Health Programs, Association of Public Health Laboratories

Abraham Kulungara, Director: Environmental Health, Association of State and Territorial Health Officials

Kirsten Larson, Senior Specialist: Food Safety Program, Association of Public Health Laboratories

Jennifer Lemmings, Epidemiology Program Director: Council of State and Territorial Epidemiologists **Jennifer Li,** Director: Environmental Health, National Association of County and City Health Officials

Dhara Patel, Associate Research Analyst: Council of State and Territorial Epidemiologists

Lauren Rosenberg, former Associate Research Analyst: Council of State and Territorial Epidemiologists

Sharon Shea, Director of Food Safety Programs: Association of Public Health Laboratories

CIFOR Governance Committee

Chair: Mel Knight, Past President: National Environmental Health Association

Scott Becker, Executive Director: Association of Public Health Laboratories

James Blumenstock, Chief Program Officer: Public Health Practice, Association of State and Territorial Health Officials

Jeffrey Engel, Executive Director: Council of State and Territorial Epidemiologists **Roberta Hammond,** Response Manager: Coordinated Outbreak Response and Evaluation, FDA

Susan Lance, FDA liaison to CDC: FDA

Joseph Russell, Health Officer: Flathead City-County Health Department, Montana

Donald Sharp, Deputy Director: Food Safety Office, Division of Foodborne, Waterborne and Environmental Diseases, CDC

Kirk Smith, Supervisor: Foodborne, Vectorborne and Zoonotic Disease Unit, Minnesota Department of Health

Second Edition CIFOR Guidelines Chapter Authors

Chapter 1 | Jeanette Stehr-Green and Jac Davies

Chapter 2 | Jeanette Stehr-Green

Chapter 3 | Jac Davies

Chapter 4 | John Besser, The Late Bill Keene

Chapter 5 | Craig Hedberg

Chapter 6 | Jac Davies, Rob Blake, Ernest Julian, Carol Selman Chapter 7 | Craig Hedberg

Chapter 8 | Craig Hedberg

Chapter 9 | Patricia Elliott, Consultant to CSTE, and Dale Morse, Associate Director for Food Safety, Division of Foodborne, Waterborne and Environmental Diseases, NCEZID, CDC

Overall coordination and editing—**Jac Davies,** former Assistant Secretary for Washington State
Department of Health and Consultant to CSTE

Second Edition CIFOR Guidelines Workgroup Members

Robyn Atkinson-Dunn, Director: Unified State Laboratories, Public Health

Rob Blake, Chief: Environmental Health Services, CDC

David Boxrud, Molecular Epidemiology Supervisor: Minnesota Department of Health

John Dunn, Deputy State Epidemiologist: Tennessee Department of Health

Kathy Fowler, Director: Kentucky Division of Public Health Protection and Safety

Lisa Hainstock, Food Safety Specialist: Michigan Department of Agriculture

Roberta Hammond, Response Manager: Coordinated Outbreak Response and Evaluation, FDA

Robert Hicks, former Director: Office of Environmental Health Services, Virginia Department of Health

Scott Holmes, Environmental Public Health Manager: City of Lincoln Health Department, Nebraska

Kristin Holt, USDA/FSIS Liaison to CDC: USDA

Timothy Jones, State Epidemiologist: Tennessee Department of Health

Ernest Julian, Chief: Office of Food Protection, Rhode Island Department of Health

The Late Bill Keene, Senior Epidemiologist: Acute and Communicable Disease Prevention, Oregon Public Health Division

Susan Lance, FDA liaison to CDC: FDA

Timothy Monson, Microbiologist Supervisor & Foodborne Disease Program Coordinator, Communicable Disease Division, Wisconsin State Laboratory of Hygiene

Dale Morse, Associate Director for Food Safety: Division of Foodborne, Waterborne, and Environmental Diseases, CDC

George Nakamura, Supervising Environmental Health Specialist: Contra Costa Environmental Health, California

Joseph Russell, Health Officer: Flathead City-County Health Department, Montana

Brian Sauders, Rapid Response Team Coordinator: Food Laboratory Division, New York State Department of Agriculture & Markets

Doug Saunders, former representative: National Association of State Departments of Agriculture

Donald Sharp, Deputy Director: Food Safety Office, Division of Foodborne, Waterborne and Environmental Diseases; CDC

Kirk Smith, Supervisor: Foodborne, Vectorborne and Zoonotic Disease Unit, Minnesota Department of Health

David Sweat, former Foodborne Disease Epidemiologist: North Carolina Department of Health and Human Services

Regina Tan, former Director: Applied Epidemiology Staff, USDA/FSIS

Ian Williams, Chief: Outbreak Response and Prevention Branch, CDC

Leslie Wolf, former Laboratory Director: North Carolina State Public Health Laboratory

Second Edition CIFOR Guidelines Reviewers

Captain David P. Goldman, M.D., M.P.H.,USPHS Chief Medical Officer, and USDA/Food Safety and
Inspection Service (FSIS) Assistant Administrator

Jack Guzewich, R.S., M.P.H., Retired Senior Advisor for Environmental Health and Center Emergency Coordinator, Center for Food Safety and Applied Nutrition, EDA

Suggested citation for the second edition: Council to Improve Foodborne Outbreak Response (CIFOR). Guidelines for Foodborne Disease Outbreak Response. 2nd edition. Atlanta: Council of State and Territorial Epidemiologists; 2014.

PARTICIPANTS IN DEVELOPMENT OF THE FIRST EDITION

CIFOR Members

Chair: Timothy Jones, State Epidemiologist; Tennessee Department of Health

Chair: Joseph Russell, Health Officer; Flathead City-County Health Department; Montana

Marion Aller, Director; Division of Food Safety; Florida Department of Agriculture

David Bergmire-Sweat, Foodborne Disease Epidemiologist; North Carolina Department of Health and Human Services

John Besser, Clinical Laboratory Manager; Public Health Laboratory; Minnesota Department of Health

Rob Blake, Chief; Environmental Health Services; CDC

Jung Cho, Health Officer; Camden County Department of Health; New Jersey

Brian Collins, Director of Health; City of Plano Health Department; Texas

David Goldman, Captain; U.S. Public Health Service; Food Safety and Inspection Service; U.S. Department of Agriculture

Patricia Griffin, Chief; Foodborne Disease Epidemiology Section; CDC

Jack Guzewich, Acting Deputy Director; Office of Food Defense, Communication and Emergency Response; Center for Food Safety and Applied Nutrition; FDA

Elisabeth Hagen, Deputy Assistant Administrator, Public Health Science Food Safety and Inspection Service, USDA **Lisa Hainstock**, Food Safety Specialist; Michigan Department of Agriculture

Robert Hicks, Director; Office of Environmental Health Services; Virginia Department of Health

Scott Holmes, Manager; Environmental Health Division; Lincoln Lancaster County Health Department; Nebraska

Ernest Julian, Chief; Office of Food Protection; Rhode Island Department of Health

Bill Keene, Senior Epidemiologist; Acute and Communicable Disease Program; Oregon Public Health Division

Bela Matyas, Medical Director; Epidemiology Program; Massachusetts Department of Health

Dorothy Miller, Director; Office of Emergency Operations Office of Crisis Management; FDA

George Nakamura, Supervising Environmental Health Specialist; Contra Costa Environmental Health; California

Carol Selman, Senior Environmental Health Officer; Environmental Health Services; CDC

Don Sharp, Associate Director for Public Health Food Safety Office; CDC

Victor Waddell, Director; Arizona Public Health Laboratory

CIFOR Participants

Subha Chandar, Program Manager; National Association of County and City Health Officials

Nelson Fabian, Executive Director; National Environmental Health Association

Peter Gerner-Smidt, Chief of the Enteric Diseases Laboratory Branch, CDC

Kristin Holt, USDA/FSIS Liaison to CDC; Food Safety Office; CDC

Jennifer Lemmings, Epidemiology Program Director; Council of State and Territorial Epidemiologists **Larry Marcum**, National Environmental Health Association

Gino Marinucci, Senior Director; Environmental Health Policy; Association of State and Territorial Health Officials

Vince Radke, Sanitarian; CDC

Lakesha Robinson, Deputy Director; Council of State and Territorial Epidemiologists

Lauren Rosenberg, Associate Research Analyst; Council of State and Territorial Epidemiologists

Adam Reichardt, Director; Environmental Health; Association of State and Territorial Health Officials

Nausheen Saeed, Program Assistant; National Association of County and City Health Officials

Sharon Shea, Director of Infectious Diseases and Food Safety; Association of Public Health Laboratories

Robert Tauxe, Deputy Director, Division of Foodborne, Bacterial and Mycotic Diseases, CDC

Ian Williams, Chief; OutbreakNet; CDC

CIFOR Governance Committee

Scott Becker, Executive Director; Association of Public Health Laboratories

Brian Collins

Jack Guzewich

Timothy Jones

Patrick McConnon, Executive Director; Council of State and Territorial Epidemiologists

Joseph Russell Don Sharp

CIFOR Guidelines Chapter Authors

Chapter 1 | Jeanette Stehr-Green and Jac Davies

Chapter 2 | Jo Hofmann (former State Epidemiologist for Communicable Disease for Washington State Department of Health and Consultant to CSTE), Jeanette Stehr-Green,

Carol Selman, and Jac Davies

Chapter 3 | Jac Davies

Chapter 4 | John Besser

Chapter 5 | Craig Hedberg

Chapter 6 | Jac Davies, Rob Blake, Jeff Farrar, Ernie Julian

Chapter 7 | Craig Hedberg

Chapter 8 | Craig Hedberg

Chapter 9 | Richard Hoffman

Overall coordination and editing -

Jac Davies, former Assistant Secretary for Washington State Department of Health and Consultant to CSTE

CIFOR Guidelines Workgroup Members

Marion Aller

John Besser

Subha Chandar

John J. Guzewich

Craig Hedberg

Carol Hooker – Epidemiologist; Hennepin County Human Services and Public Health Department,

Minnesota

Tim Jones

Bill Keene

Jennifer Lemmings

Adam Reichardt

Lakesha Robinson

Nausheen Saeed

Michelle Samarya-Timm, Health Officer; Franklin

Township Health Department; New Jersey

Scott Seys

Don Sharp

Ian Williams

Reviewers

Marion Aller

John R. Archer, Epidemiologist, Wisconsin Division of Public Health

Sharon Balter, Director, Enteric, Hepatitis and Waterborne Disease Unit; Bureau of Communicable Disease; New York City Department of Health and Mental Hygiene

David Bergmire-Sweat

Robert Brackett, Grocery Manufacturers Association

Chris Braden, Associate Director for Science; Division of Parasitic Disease; National Center for Zoonotic, Vectorborne and Enteric Diseases; CDC

Ricardo Carvajal, Attorney; Former Associate Chief Counsel to FDA

Jung Cho

Sherri Davidson, Epidemiologist; Bureau of Communicable Disease; Alabama Department of Public Health

Jeff Farrar, Branch Chief; Food and Drug Branch; California Department of Health

Debra Fromer, Epidemiologist; Sedgwick County Health Department; Kansas

Linda Gaul, Epidemiologist; Infectious Disease Surveillance and Epidemiology, Texas Department of State Health Services

Barb Gerzonich, Chief, Food Protection; Bureau of Community Environmental Health and Food Protection; New York State Department of Health

Mary Gilchrist, Director; Bureau of Laboratory Sciences; Massachusetts Department of Public Health

Susan Grooters, Public Health Specialist; Safe Tables Our Priority

Lisa Hainstock, Food Safety Specialist; Food Safety Planning and Response Unit; Michigan Department of Agriculture

Roberta Hammond, Food and Waterborne Disease Coordinator; Bureau of Environmental Epidemiology; Florida Department of Health

Cris Harrelson, Food Defense Coordinator; Food Protection Branch; North Carolina Department of Environment and Natural Resources

Robert Harrington, Director; Casper-Natrona County Health Department, Wyoming

Thomas Hathaway, Chief, Laboratory Services, Department of Environmental Conservation, Alaska

Sherrie McGarry, Center Emergency Coordinator; FDA

Larry Michael, Head; Food Protection Branch; North Carolina Department of Environment and Natural Resources

Anthony Moulton, Public Health Law Program, CDC

Jo Ann Rudroff, Epidemiology Specialist Foodborne Diseasel Bureau of Communicable Disease Control and Prevention; Missouri Department of Health and Senior Services

Yvonne Salfinger, Chief; Bureau of Food Laboratories; Florida Department of Health

Julie Schlegel, Foodborne Epidemiologist; South Carolina Department of Health & Environmental Control

Carol Selman

Sharon Shea

Dan Sowards, Food and Drug Safety Officer; Texas Department of State Health Services

Debra Street, Epidemiologist; FDA

Robert Tauxe

Key Informant Interviewees

Janet Anderberg, Food Safety Program; Washington State Department of Health

Amanda Ballangee, Environmental Services Department; Maricopa County; Arizona

Sharon Balter, Medical Epidemiologist; Bureau of Communicable Disease; New York City Department of Health and Mental Hygiene

James Cheek, Director; Indian Health Service

Jeff Farrar, Branch Chief, Food and Drug Branch, California Department of Health

Linda Gaul

Barbara Gerzonich

Roberta Hammond, Food and Waterborne Disease Coordinator: Bureau of Environmental Epidemiology, Florida Department of Health

Charles Higgins

Roderick Jones

Ernie Julian

Bill Keene

Laurene Mascola, Chief; Acute Communicable Disease Control Program; Los Angeles Department of Health; California

Bela Matyas

David Nicholas, Bureau of Community Environmental Health and Food Protection; New York State Department of Health

Vasudha Reddy, Bureau of Communicable Disease; New York City Department of Health and Mental Hygiene

Kirk Smith, Supervisor; Foodborne, Vectorborne and Zoonotic Disease Unit; Minnesota Department of Health

Carmily Stone, Chief; Environmental Health Services Bureau; Iowa Department of Public Health

Robert Tauxe

John Tilden, Food Safety Manager; Food and Dairy Division; Michigan Department of Agriculture

David Wong, Medical Epidemiologist; National Park Service

Council to Improve Foodborne Outbreak Response (CIFOR). Guidelines for Foodborne Disease Outbreak Response. Atlanta: Council of State and Territorial Epidemiologists; 2009.