Annex 1: The organisation of MAFF and DH, 1986–96

Introduction: the purpose of this commentary

1 This commentary explains the background to the two sets of charts following it, which illustrate the organisation of the two Departments that played the major part in the BSE story: the Ministry of Agriculture, Fisheries and Food (MAFF) and the Department of Health (DH).\footnote{Until July 1988, part of the Department of Health and Social Security (DHSS)}

2 The commentary enlarges upon what the charts show and describes the key structural changes introduced during 1986–96 which affected staff dealing with BSE and vCJD. Such reorganisation is relatively common within Whitehall, and reflects changing and evolving work priorities and policies.

3 The charts have been prepared by the Inquiry and represent its understanding of the available printed sources and evidence, which are not wholly consistent. The charts illustrate the position at particular key dates. They show:

- The overall structure of each Department, excluding those parts which had no involvement with BSE. They show how and where BSE work fitted into the structure as a whole and indicate the range of other policies and functions for which senior staff in particular – ie, those at Grade 5 (Assistant Secretary) and above – were also responsible. No senior officials and few below Grade 5 would have spent all their time on BSE-related work.\footnote{For example, Dr Hilary Pickles, the Principal Medical Officer (Grade 4) with lead responsibility in DH for BSE-related issues, was expected to spend 75 per cent of her time on other work during her peak involvement with BSE, in 1990/91 – see S115 Pickles paras 12–14}
- The BSE-related areas of both Departments in more detail, with the names of the key staff and when they held the relevant posts.
- What these key staff did, focusing on the parts of their work relevant to BSE; these job descriptions are not comprehensive.

4 As Chapter 2 of this volume explains, Government Departments were hierarchical structures, although the generic titles given to units at different levels varied across Whitehall. The titles used in MAFF and DH are described in the sections on each Department.

Ministry of Agriculture, Fisheries and Food (MAFF)

The basic hierarchy

5 Like most Government Departments, MAFF was headed by an administrator known as the Permanent Secretary (Grade 1). As Chapter 2 of this volume indicates,
the Permanent Secretary was the apex of a pyramid of units, headed by officials with increasing spans of responsibility. Several Grade 2 Commands reported to the Permanent Secretary, each made up of a number of Groups headed by Grade 3 Under Secretaries. These Groups consisted of several Divisions headed by Grade 5 Assistant Secretaries, each of which comprised a number of Branches headed by staff at Grade 7 (or, occasionally, Senior Executive Officer) level. Within MAFF, the Agricultural Development and Advisory Service (ADAS), the State Veterinary Service (SVS), and the Chief Scientists’ Groups were organised on similar hierarchical lines but in ways that reflected their specialist functions.

**Responsibilities for BSE**

6 Most of the work on BSE was handled by the following parts of MAFF:

i. The State Veterinary Service (SVS) of qualified veterinary staff, headed by the Chief Veterinary Officer (CVO). Until 1987 the SVS was an integral part of ADAS. Thereafter it was managed by the CVO as a separate service, although the CVO retained a line management link to the Director-General of ADAS. From 1990, this link was ended when the SVS became part of MAFF’s Animal Health and Veterinary Group (AHVG), an arrangement which lasted until 1994.

ii. The Central Veterinary Laboratory (CVL), until April 1990 part of the SVS and thereafter as a MAFF Agency.

iii. The Animal Health Group, comprising traditional civil service generalist administrators. In 1990 this Group and the SVS were merged as the AHVG – a process reversed in 1994.

7 BSE was identified and described as a new disease by researchers at the Central Veterinary Laboratory located at Weybridge, Surrey, following pathological examination and surveillance work by the SVS Veterinary Investigation Service. The CVL conducted the main research into the disease, while the Veterinary Field Service of the SVS investigated individual cases and oversaw and monitored the controls subsequently imposed on animal feedstuffs and on the removal and disposal of Specified Bovine Offal (SBO). The Headquarters of the State Veterinary Service, based like the CVO at Tolworth in Surrey, advised policy-makers on the export and import of animals and animal products, and on meat hygiene and animal welfare issues.

8 The Animal Health Group, also located at Tolworth (although its Grade 3 head was based in London until mid-1992), was responsible for developing policy on animal health, welfare and breeding; meat hygiene; exports and imports of animals, meat and meat products; and (until the Veterinary Medicines Directorate was set up in 1989 as a separate unit) on the licensing, distribution and control of veterinary medicines. It was also responsible for implementing many aspects of these policies – for example, by preparing (in consultation with MAFF lawyers) the Regulations giving effect to the ruminant feed ban and the SBO bans.

9 Other parts of MAFF became involved with BSE, to a greater or lesser extent:

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375 DM01 tab 4 p. 2, footnote 2
376 S49 Franklin p. 4 para. 12
377 The status and function of such Agencies is described in Chapter 6 of this volume. In October 1995, the CVL was merged with the Veterinary Investigation Service (VIS) to form the Veterinary Laboratories Agency (VLA)
378 S110 Haddon p. 2 para. 13
• Ministers, the Permanent Secretary, the Grade 2 Director-General of ADAS, and the Grade 2 head of the Food Safety Directorate, based in Central London.

• The Chief Scientist (Agriculture and Horticulture) based in Central London, who was responsible for commissioning all MAFF-sponsored research on those topics. Until 1991 the Chief Scientist (A&H) held MAFF’s research budget, from which MAFF’s BSE programme was funded. Thereafter, budgetary responsibility passed to the administrative policy groups, including the AHVG, which commissioned research as ‘customers’ from appropriate ‘contractor’ laboratories, including the CVL, with the Chief Scientist retaining oversight of the research programme as a whole.

• The Veterinary Medicines Directorate, which combined the former Animal Medicines Division with two sections of the CVL: the Medicines Unit and the Biological Products and Standards Department. The Veterinary Medicines Directorate became an Agency in April 1990. It, too, was based at Weybridge, although not at the CVL, and was responsible on behalf of Ministers for authorising and controlling the manufacture and marketing of veterinary medicines, monitoring suspect adverse reactions, surveillance of residues in meat, etc, and providing and implementing policy advice on these issues. The veterinary medicines aspect of the BSE story is described in vol. 7: Medicines and Cosmetics.

• The Emergencies, Food Quality and Pest Controls Group based in Central London. Its Food Science Division helped in advising on the extent and manner of use in food of certain types of offal, prior to the SBO ban. This episode is described in vol. 6: Human Health, 1989–96.

How MAFF changed

Introduction

10 Among the many organisational changes in MAFF between 1986 and 1996, three in particular affected staff dealing with BSE:

i. the establishment of the Food Safety Directorate in November 1989;

ii. the integration from 1990 of the State Veterinary Service with the Animal Health Policy Group to form the Animal Health and Veterinary Group (AHVG);

and

iii. the demerger of the AHVG in 1994, following an internal management review.

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379 S101 Shannon paras 17–18
380 The BSE research programme is dealt with more fully in vol. 2: Science, vol. 11: Scientists after Southwood and, up to a certain point, in vol. 3: The Early Years, 1986–88
381 Annex on The Work of the VMD (M11D p. 2)
382 S435 Denner p. 4 para. 7
383 M25
1986–90

11 The first set of charts illustrates the structure of MAFF between 1986, when BSE had just been identified, and 1990, by which time the Food Safety Directorate and the AHVG had been established:

- Chart A1 shows the structure of MAFF between 1986 and 1989. Reporting directly to the Permanent Secretary (Grade 1) were:
  i. three policy Commands headed by Grade 2 Deputy Secretaries;
  ii. the Agricultural Development and Advisory Service (ADAS), which until 1987 included the State Veterinary Service (SVS) – see paragraph 6(i) above. ADAS was headed by a Grade 2 Director-General, who was also Chief Scientific Adviser to MAFF and to whom the Ministry’s Regional Organisation reported;
  iii. the Legal Department headed at Grade 2 level, and
  iv. the Management Services and Information, Establishments (Personnel) and Finance Groups headed at Grade 3 level.

- Chart A2 shows the Animal Health Group (AHG) prior to its merger with the SVS in 1990/91 and the creation of the Veterinary Medicines Directorate. From December 1989, the AHG reported to the Grade 2 head of the new Food Safety Directorate.

- Chart A3 shows the Emergencies, Food Quality and Pest Control Group prior to the incorporation of its food standards and safety functions into the new Food Safety Directorate in November 1989.

- Chart A4 shows how ADAS changed between 1986 and 1990, by which time the SVS had become a separate organisation and its headquarters staff had merged with the AHG to form the Animal Health and Veterinary Group.

- Chart A5: the Chief Scientists’ Groups.

- Chart A6: the organisation of the State Veterinary Service (SVS) prior to the merger of its headquarters staff with the Animal Health Group in November 1990.

- Chart A7: the Meat Hygiene Veterinary Section.

- Chart A8: the Central Veterinary Laboratory.
Chart A1: MAFF Structure, 1986 to October 1989

Permanent Secretary (G1)
Sir Michael Franklin (to Sep 87)
Sir Derek Andrews

Agricultural Commodities (G2)
D H Andrews (to Oct 87)
D A Hadley

Fisheries and Food (G2)
W E Mason (to Apr 87)
C W Capstick

Land and Resources (G2)
E J G Smith (until May 89)
B Hilton

See Chart A4
Agricultural Development and Advisory Service (ADAS) (G2)
Professor P L Bell (Mar 84–Dec 86)
(also Chief Scientific Adviser)

Management Services and Information (G3)

Establishment Department (G3)

Finance (G3)

Legal Department (G2)

European and External Relations (G3)

Arable Crops, Pigs and Poultry (G3)

Milk (G3)

Meat (G3)

See Chart A5
Chief Scientist's Group (Fisheries & Food) (G3)
Dr R N Crossell

Food Drink and Marketing Policy (G3)
R J Packer (to Sep 87)
D N Griffiths

Fisheries (G3)

See Chart A3
Emergencies Food Quality & Pest Controls (G3)
Mrs E A J Attridge (Aug 84–Dec 86)

Horticulture, Seeds, Plant Health & Food Protection (G3)

See Chart A2
Animal Health (G3)
J W Hepburn
A R Cruickshank (Dec 85–Dec 86)

Economics, Statistics & Resources Policy (G3)
C W Capstick (until Jan 89)

See Chart A5
Chief Scientist's Group (Agriculture & Horticulture) (G3)
Dr G Burgess (to Aug 86)
Dr D Shannon

See Chart A6
State Veterinary Service (G3)
CVO W H G Heslop (to May 88)
K C Meltham
Chart A2: Animal Health Group, 1986 to October 1990

Land & Resources (G2)
Deputy Secretary: E. Smith (to May 89)
B. Hilton (Jun 89–Jul 91)

Animal Health Group (G3)
Under Secretary: J. Hepburn (to Dec 86)
A. R. Cruickshank (Dec 86–Dec 89)/Ms E. A. J. Attridge
Responsible for policy oversight of Ministry programmes on animal health, animal welfare & meat hygiene

November 1989: AHG became part of a new
Food Safety Directorate (G2)
C. Capstick (Oct 89–Dec 94)

1990: Merged with CVL’s medicines unit
to form the Veterinary Medicines
Directorate

Animal Health Division (G5)
J. C. Buch (until Apr 89)
M. Lawren
Functions listed under branches below

Animal Medicines Division (G6)
K. W. Wilkes (until Oct 86)
F. J. H. Scallen
Responsible for licensing, distribution &
control of animal medicines

Animal Welfare Division (G5)
H. R. Brown
Animal welfare on farms, markets & in
transit

Meat Hygiene Division (G8)
K. J. A. Brown
Formulation & implementation of animal
welfare & meat hygiene policies & rules on
import & export of meat

Branch A
Poultry, meat
Branch B
Meat products
Branch C (G7)
D. R. Flynn (Apr 84–Oct 89)
B. Jones (Oct 89–Apr 92)
Responsible for MAFF policy &
legislation on hygiene and
inspection in red meat and
game plants

Branch A—Notifiable Diseases (G7)
A. Lawrence (to Jan 89)
J. Maxlin (Sep 88–Apr 92)
HEO M. Hakehs, P. Rhodes
(from mid–89) – reported to Mr Maslin
on BSE
EO casework selection – dealt with
receipt of information on BSE cases
Prevention, control & eradication of
outbreaks of notifiable diseases

Branch B
Policy health aspects of imported & exported
& farmed animals

Branch C
Import licensing &
export certification of
animals & animal
products (except meat &
meat products)

Branch D
General matters concerning the
veterinary profession

Branch E
Animal Health
schemes

Branch F
Policy health aspects of livestock breeding

4 Branches

*April 1990: separate BSE branch formed with Mr Maslin as head until June 1993
Chart A3: Emergencies, Food Quality & Pest Control, 1986 to October 1989

Fisheries and Food (G2)
W E Mason

Emergencies, Food Quality & Pest Controls (G3)
F A J Attridge (Aug 86–Dec 89)
Policy on food safety, quality & labelling; policy for emergencies; liaison with DH on microbiological food poising; food law generally; fertilisers, feedstuffs & pesticides

Food Standards Division (G5)
G Cockbill (Mar–Sep 93)
Policy & administrative responsibility for food law & food law enforcement. This encompassed food labelling, foods for special dietary uses, food composition, nutrition, food additives & food contaminants

Food Safety, Fertilisers & Feedstuffs Standards Division (G5)
R G McKinley (Mar 88–Mar 96)
Development & administration of safety aspects of novel foods & food processes, food irradiation, food additives & materials & articles that come into contact with food, including packaging

Emergencies Division (G5)
A Jeffery-Smith
G Meekings

Pesticides Division (G5)
G M Trewissen

Became part of the Food Safety Group in November 1989 (see Chart B4)
Chart A5: Chief Scientists’ Groups, including Food Science Group, January 1988 to October 1989

- **ADAS (G2)**
  - Director-General: Professor R L Bell (Mar ’84–Dec ’89)
  - Responsible for scientific, technical & business management advice, research & development & monitoring & control of plant & animal diseases. Also Chief Scientific Adviser

- **Chief Scientists’ Group (Agriculture & Horticulture) (G3)**
  - Dr D W F Shannon (Aug ’84–)
  - Scientific advice on policy matters & responsibility for the Ministry’s research & development programme for agriculture and horticulture

- **Assistant Chief Scientist (G5)**
  - Dr D White

- **Chief Scientists’ Group (Fisheries & Food) (G3)**
  - Dr R N Crossley
  - Scientific advice on all the various types of food commodities

- **Chief Scientist’s Group (Fisheries & Food) (G3)**
  - Dr R N Crossley
  - Scientific advice on policy matters & responsibility for the Ministry’s research & development programme for fisheries and food

- **Food Science Division (G5)**
  - Dr M Knowles (85–89)

- **Food Safety & Surveillance**

- **Atomic Energy**

- **Food Science Laboratories**

- **Fisheries and Food (G2)**
  - W E Mason

- **Head of Branch (G7)**
  - Dr M Woolf (Dec ’87–)
  - Advice on meat, poultry, fish, processed fruits & vegetables, cereals, sugar, tea, coffee, cocoa, chilies & frozen foods

- **Scientific Liaison**

- **Food Composition & Information Unit/Food Quality (G6)**
  - Dr W Denner (84–89)
  - Scientific advice on all of the various types of food commodities (e.g., meat & meat products, cereals, fruits & vegetables)
Chart A6: State Veterinary Service (SVS), 1986 to November 1990

Chief Veterinary Officer (G3a)
W H Rees (Aug 80–May 88)
K C Meldrum (Jun 88 to Mar 90 and beyond)
Chief advisor on veterinary policy for the whole of Great Britain

Veterinary Field Service (G3)
Director
K C Meldrum (Jul 86–Jun 88)
I Crawford (Jul 88–90)
Operational arm of SVS

See Chart A7
Meet Hygiene and Public Health Division/Meet Hygiene (Veterinary) Section (G4)
ACVO
I Crawford (Jun–June)
K Baker (Jun 88–Mar 90)

Notifiable Diseases Section (G5)
D Kyle (Jul 86–Jul 91)
Mr K Taylor (Aug 91–Jan 91)

G7 Senior Veterinary Officer
Dr D Matthews
(Jun 88–Sep 90)
exotic viral diseases,
Waste Food Order 1973 and BSE

Notifiable Diseases
(G4) ACVO
D Kyle (from Jul 86)

Animal Welfare, Exports and Veterinary Resources (G4)
ACVO
R Moss (Jan 89–Jan 91)

Veterinary Field Service
RWOs and staff
Investigation of BSE cases, monitoring of controls on BSE and animal feedstuffs which involved visits to abattoirs, rendering and knacken yards

Veterinary Investigation Service (G4)
ACVO
Dr B Williams
(Aug 84–May 87)
Dr P Dawson
(May 87–Jun 95)
Diagnostic and consultancy services and support services for MAFF (research and development)

See Chart A8
Central Veterinary Laboratory (G3)
Director W Watson (Aug 83–Jul 86)
Dr T Little (Aug–90)

Veterinary Investigation Section (G5)
Dr P Dawson
(Nov 85–May 87),
Dr R Cawthorne
(May 87–Oct 91)
Organisation and management of VI Service on a day-to-day basis

Veterinary Investigation Centres
Laboratory centres supporting the surveillance, diagnostic and advisory services of VI Service. Initial pathological examination of BSE suspects were performed here
Chart A7: Meat Hygiene (Veterinary Section) 1986 to March 1996

**Meat Hygiene (Veterinary Section) (G4)**
ACVO
I Crawford (Feb–Jun 86)
K Baker (Jun 86–Mar 96 and beyond)
Veterinary advice in policy development & implementation on meat hygiene, welfare at slaughter, residues (veterinary medical & others), meat products, import & export of meat & animal products

**Director of Veterinary Field Service (DVFS)**
I Crawford (Jul 88–98)

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**Red Meat Hygiene Section**
Veterinary Head of Section (VHS – G5)
M Morris (to May 97)
D M Taylor (May 97–Apr 97)
Veterinary advice on meat hygiene in slaughterhouses, veterinary aspects of import & export controls for fresh meat

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**White Meat Hygiene Section**
Deputy Veterinary Head of Section (G6)
S Hutchins (Jun 91–Jul 93)
P Searl (on temporary promotion, Sep 93–Oct 95)
Veterinary policy issues relating to red & white meat, import & export of meat, meat products & other animal products

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**SVO (G7)**
P Hewson (Mar–Nov 95)
Veterinary advice to Meat Hygiene Service Project Team (Nov 95–Jul 96) - Superintending Meat Hygiene Adviser, ensuring that hygiene and welfare at slaughter policies were implemented

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**Senior Veterinary Officer (G7)**
S Hutchins (Mar 97–Aug 91)
A Simmens (Jun 91–Dec 95)
Veterinary advice on red meat hygiene & inspection
Collection of reports from regional offices of monitoring visits to abattoirs, renderers, etc (reported on a day-to-day basis to the DVFS)
Chart A8: Central Veterinary Laboratory, 1986 to April 1990
(became a MAFF Executive Agency in April 1990)

Director
Dr W Watson (Jul '86–Apr '90)

Deputy Director
Dr B Shreeve (86–91)

Deputy Director
Dr T Little (86–Apr '90)

Biological Products & Standards
Dr D Tharmen

Dr K MacLean
(Jun '84–Jul '88)
Inspector of Veterinary Immunology Products

Medicines
A Kidd (82–Mar '88)
Responsible for the assessment of veterinary medicinal products

Epidemiology
J Willsmith
(86 to date)
Research on diseases of national, economic & public health importance & on novel diseases of animals; also animal disease surveillance

Cattle Breeding Centre
(at Reading)
Dr P Lamant

Animal Production
R Gaunters
Responsible for care of animals at the CVL

Pathology
R Bradley (85–91)
(CVL Research Coordinator for BSE from Jun '87)

Neuropathology Section
SRoII Head of Section
G Wells (Jan 1985–)
Neuropathological support for MAFF-commissioned research; development of consultancy and diagnostic service contracts, involved in BSE from 1985 onwards

Virology
Dr D Roberts (85–91)
SRoII
M Dawson (85–96)
Research, diagnosis & consultancy on a wide range of viral & other diseases affecting cattle, sheep, goats, pigs, poultry & other species including bovine spongiform encephalopathy agents

Biochemistry
R Jackman (91–96)
Detection of chemical residues in meat & other foods

Bacteriology
Diseases of Breeding
Poultry
Parasitology
Dr R Causton
(G8)
(R5–May '97)

SROII Ms C Richardson
(Jul–Jun '88)
Disease surveillance

VIO Dr M Jeffery
(Jul–Mar '87)
Disease surveillance
The establishment of the Food Safety Directorate, November 1989

12 The Food Safety Directorate (FSD) was set up ‘to strengthen the organisation of the Ministry for dealing with food safety issues by:

- dividing food safety from food production responsibilities; and
- bringing together under one MAFF junior Minister, designated as Food Minister, all the main aspects of food safety work for which the Ministry was responsible.’

13 The result is shown in Chart B2. The new Directorate brought together policy work on food safety and quality (composition, labelling, additives, contaminants and new production processes, etc), supported by advice from food scientists; policy work on meat hygiene, animal health and related public health issues, and animal welfare; pesticide safety approvals; and work on veterinary medicines and biotechnology issues.

14 The initiative for the creation of the FSD came from the MAFF Minister at the time, Mr John Gummer. Mr Brian Dickinson, formerly head of the Food Safety Group within the FSD, confirmed to the Inquiry that this reorganisation was in response to public concern about what was perceived to be a conflict between MAFF’s roles as sponsor of food producers and as protector of consumers, following criticism of its handling of the issue of salmonella in eggs. This episode is described in vol. 6: Human Health 1989–96.

The creation of the Animal Health and Veterinary Group, 1990

15 In 1990 the SVS was separated from ADAS, which was becoming increasingly commercially oriented. Those parts of the SVS involved in policy work were merged with the Animal Health Group, as shown in Chart B2. The aim was to integrate the two parallel hierarchies (veterinary staff and administrators) into a new Animal Health and Veterinary Group (AHVG) under the CVO, streamlining the headquarters organisation at MAFF’s offices at Tolworth, Surrey ‘to improve efficiency and accountability of decision taking’. Another aim was to unify the accounting arrangements for veterinary and administrative resources used on animal health work, so that costs were properly accounted for.

16 The merger brought together ‘under a single management line all the staff, veterinary and non-veterinary, engaged in policy advice, EU and international negotiations, implementation instructions and the coordination of programmes and resources’, although:

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385 S311 Gummer p. 3 para. 9 and p. 19 para. 57
386 T38 p. 80: ‘That was certainly intended to address that conflict, yes, very much so.’
388 Management Review of Animal Health and Veterinary Group, Stage One Report (Lebrecht and Corner, June 1993) (M25 tab 1), para. 13 (hereafter cited as Lebrecht Review Stage 1, 2 or 3 Report)
389 Lebrecht Review Stage 1 Report (M25 tab 1), para. 5
390 S78 Attridge para. 11; T33 p. 81
391 Lebrecht Review Stage 1 Report (M25 tab 1), para 13
... the Animal Health and Welfare Veterinary Section continued to operate throughout as a separate team of veterinary surgeons advising administrative Divisions.\textsuperscript{392}

Two professional veterinarians became heads of integrated policy divisions dealing with international trade and zoonoses respectively.\textsuperscript{393}

17 Traditionally, two Grade 3 veterinarians, the Director of the Veterinary Field Service (DVFS) and the Director of the CVL, had reported to the CVO who was also, nominally, a Grade 3.\textsuperscript{394} An unusual feature of the merged AHVG was that a Grade 3 administrator was ‘under the leadership’\textsuperscript{395} of the CVO. Mr Crawford, the DVFS, told the Inquiry that ‘the Chief Veterinary Officer was the nominal head of the group at Grade 3 plus’.\textsuperscript{396} For the purposes of their personal performance appraisal,\textsuperscript{397} however, both the CVO and the administrative Grade 3 reported to the Grade 2 head of the Food Safety Directorate. Senior veterinarians reported to the administrative Grade 3:

From 1991–4 I reported on policy issues to the Administrative Grade 3, Martin Haddon (who was my reporting officer), and on professional matters to the CVO.\textsuperscript{398}

I reported directly to Mr M Haddon, Grade 3, Animal Health and Veterinary Group (AHVG).\textsuperscript{399}

From that period, I reported for some time to Martin Haddon, who was the administrative Grade 3.\textsuperscript{400}

The exception was the Director of the Veterinary Field Service, who reported directly to the CVO.\textsuperscript{401}

18 Chart B2 illustrates these arrangements.

1989–94

19 The following charts illustrate the structure during this period:

- Chart B1: the overall structure of MAFF from the establishment of the Food Safety Directorate in November 1989. This remained essentially the same until late 1994, apart from the merger of the Animal Health Group and the SVS in 1990, and the creation of Agencies. Reporting directly to the Permanent Secretary were:
  i. three policy Commands headed by Grade 2 Deputy Secretaries;

\textsuperscript{392} S92 Taylor K
\textsuperscript{393} T34 p. 38
\textsuperscript{394} As explained in Chapter 4 of this volume, the CVO had additional responsibilities and was in practice a ‘Grade 3+’
\textsuperscript{395} S110 Haddon para. 10
\textsuperscript{396} T34 p. 37
\textsuperscript{397} A procedure described in Chapter 2 of this volume
\textsuperscript{398} S92 Taylor K p. 4 para. 10
\textsuperscript{399} S93 Cawthorne p. 2 para. 12. Dr Cawthorne was head of the integrated Animal Health (Zoonoses) Division mentioned in paragraph 16 above.
\textsuperscript{400} T34 p. 38. Mr Baker was the Assistant Chief Veterinary Officer, Meat Hygiene, at Tolworth from 1988 to 1996. He added that after the Lebrecht Review (see paragraph 20 of this commentary), he reported to the CVO.
\textsuperscript{401} S84C Crawford p. 3 para. 7
ii. until 1992 (when ADAS became an Executive Agency), ADAS and the Regional Organisation, headed by a Grade 2 Director-General;

iii. the Chief Scientific Adviser to MAFF (Grade 2), who until ADAS became an Agency was also its Director-General;

iv. the Legal Department headed at Grade 2 level;

v. the Management Services and Information (until 1992), Establishments and Finance Groups headed at Grade 3 level; and

vi. from 1992, Information (headed by a Grade 5 Chief Information Officer).

- Chart B2: the Animal Health and Veterinary Group as merged from 1990. The Meat Hygiene Division during this period and thereafter is shown in Chart C3.

- Chart B3: the Veterinary Field and Investigation Service.

- Chart B4: the Food Safety Group.

- Chart B5: the Food Science Group.

- Chart B6: the Central Veterinary Laboratory (CVL), supplementing Chart A8 by focusing on the departments involved in work on transmissible spongiform encephalopathies (TSEs), including BSE.
Chart B1: MAFF, November 1989 to October 1994

Permanent Secretary (G1)
Sir Derek Andrews (Oct 87–Feb 93)
R J Packer (from Feb 93)

Agricultural Commodity, Trade & Food Production Directorate (G2)
R J Packer (Jul 89–Feb 93)
D A Hadley (from Feb 93)

Countryside, Marine Environment & Fisheries
B Hilton (Jun 89–Jul 91)
C R Cann (from Jul 91)

Food Safety Directorate (G2)
Deputy Secretary C Capstick
(Nov 89–Dec 94)

ADAS (G2)
Chief Executive of ADAS (86–92) & MAFF Chief Scientific Adviser (90–95)
Dr P J Bunyan

Establishment Department (G3)

Finance (G3)
Principal Finance Officer
A Cruickshank (Dec 89–Dec 94)

Legal Department (G2)

Management Services and Information (G3)
(Disbanded in 1991)
Information Division (G3)
(formed in 90)

Information Technology Directorate

Chief Scientist’s Group (Agriculture & Horticulture)
Dr D W F Shannon
(Aug 88–Jun 93)

See Chart B4
Food Safety Group (G3)
B H B Dickinson
(Dec 89–Sep 96)

See Charts B2 and B3
Animal Health & Veterinary Group (G3+)
Established Aug 90
K G Meldrum (CVO)
Formulation & implementation of policy on animal health & welfare, public health issues & animal breeding controls

See Chart B8
Central Veterinary Laboratory**
Reported to the
CVO until Apr 90

See Chart B6
Chief Scientist (Food) and head of Food Science Group (G3)
Dr M Knowles
(Jan 91–Jul 93)

Pesticides, Veterinary Medicines & Emergencies (G3)
P W Murphy (89–94)

Veterinary Medicines Directorate (G4)**
Dr M J Rutter (89–)
Combined the licensing and policy work of Animal Medicines Divison and assessment work of CVL Medicines Unit.
Licensing/control of animal medicines & medicated feeds/stuffs

Pesticides Safety Directorate (G3#)
G Hall (Aug 90–Aug 91)
G Bruce (Aug 91–Apr 93), then Chief Executive (G4) of Pesticides Safety Directorate Agency.
Controls the sale, supply and use of pesticides

Fisheries

Flood Defence, Plant Protection & Agricultural Resources (G3)

Lands (to 92)
Land Use, Conservation & Rural Economy (92–94)
Land Use, Conservation & Countryside (94–)
(G3)

Economics & Statistics (G3)
R E Mardle

Environment Policy Group (set up in 1991)

Europe Community & External Trade Policy: renamed European Communities Group from 92 (G3)
R J D Carden (Oct 87-Aug 91)
S Wentworth (Aug 91–93)
P W Murphy
Responsible for coordinating MAFF positions on agricultural support policy & international trade policy in agricultural commodities

Horticulture, Plant Protection & Agricultural Resources

Arable Crops
Arable Crops & Alcoholic Drinks
(from 92) (G3)

Meat Group
renamed Livestock Products Group (G3)

Food, Drink & Marketing Policy (G3)
Food, Milk & Marketing Policy
(from 92)

Merged in 1994 to form Arable Crops & Horticulture Group

* ADAS became an Agency in 1992
** CVL became an Agency in April 1990
*** VMD became an Agency in April 1990
# FSO became an Agency in April 1994
CSL (Central Science Laboratory) merged with the Food Science Laboratory and became an Agency in April 1992
Chart B3: Veterinary Field and Investigation Service, November 1989 to October 1994 (merged with AHG in 1990)

Food Safety Directorate (G2)
  C Capstick (Nov 89–Dec 94)

CVO (G3+)
  K C Melham (Jun 88–Mar 96 and beyond)

Veterinary Field and Investigation Service
  (G3 Director)
  I Crawford (Jul 88–Mar 96 and beyond)

Veterinary Investigation Service
  ACVO (G4)
  Dr P S Dawson (May 87–Jun 95)
  (reported direct to CVO until 1990)
  The VI Service provided laboratory support and
  diagnostic, advisory and consultancy services

HQ Veterinary Investigation Section (G5)
  Dr R Cawthorne (May 87–Oct 91),
  Day-to-day management of VI Service

Veterinary Investigation Centres
  Laboratory centres supporting the
  surveillance, diagnostic and advisory services
  of VI Service. Initial pathological examination
  of SSE suspects were performed here

Veterinary Field Service
  Implementation of MAFF policies in respect of
  animal health and welfare, international trade
  in animals and animal products, and the
  protection of human health. Organised by
  Regions and Divisions, managed by Regional
  and Divisional Veterinary Officers (RVOS and
  DVOs) respectively. M J Atkinson (from 88,
  RV0 for North Region); since 1990, Assistant
  Director Veterinary Field Service
Chart B4: Food Safety Group, November 1989 to October 1994

Food Safety Directorate
C Capelwick (G2)

See Chart B2
Animal Health Group
Mrs E A J Allridge (Aug 91)
M Hadden (from 1990
Animal Health and Veterinary Group)

Food Safety Group
R Dickinson (G3)

See Chart B5
Food Science Group
Dr M Knowles (and #1)
Dr W Denner

Food Safety Division I
C Cockell (G5)

1990

Food Safety Division II
R McKinley (G5)

Microbiological Safety of Food
J Sutich (G5)

Food Legislation Division
Miss L Neville-Heale (G5)

1991 onwards

Consumer Protection Division I
C Cockell (G5)
Food Safety Act 1990,
standards, labelling,
toxic law enforcement,
Consumer Panel

Chemical Safety of Food Division
R McKinley (G5)
Fertilisers & feedstuffs,
standards, food irradiation, additives,
Secretariat of Food Advisory Committee

Microbiological Safety of Food (G5)
J Sutich (to Jun 92)
Mrs M Pickering
Coordination and development of policy
Chart B5: Food Science Group, November 1989 to October 1994

Food Science Group (G3)
Dr M Knowles (89–end-91)
Dr W Denner (Apr 92–Jul 95)

Scientific Liaison

Food Science Division I (GS)
Dr J Bell (Oct 89–92)
Dr J C Sherlock (92–95)
Scientific and technical advice on additives, chemical and radiological contaminants in food and animal feed, risk analysis and chemical contamination of food supply

Food Safety

Food Safety (Chemical)
Unit (G6)
Dr C Fisher (88–91)

Food Safety (Radiation) Unit

Food Safety Laboratories Unit

1989

Food Science Division II (GS)
Dr W Denner (Oct 89–92)
Dr J Bell (92–95)
Scientific advice on food commodities and microbiological food safety

Microbiology, Food Quality and Technology Unit

Biotechnology, Nutrition and Scientific Services Unit

reorganised from 1991

Food Safety (Additives and Risk Assessment) (G6)
Dr C Fisher (91–95)

Food Safety (Radiation) Unit

Food Safety (Contaminants)
The demerger of the Animal Health and Veterinary Group (AHVG)

20 In March 1993 the Minister commissioned a Management Review of the merged AHVG. The review report noted that:

The integrated structure has undoubted merits, notably in enabling the Chief Veterinary Officer (CVO) to take overall command of operations in the event of a disease emergency. But it has led, unavoidably in our view, to a lack of transparency in relations between its constituent parts and confused accountability in decision making.\(^{402}\)

It acknowledged that ‘there is no suggestion that senior management have done other than their utmost to make the system work’, but noted that ‘they have faced an uphill task’.\(^{403}\) The report concluded that:

. . . the Group would operate more efficiently and more effectively divided into its component parts than if it remained integrated.\(^{404}\)

This recommendation was accepted and the results are shown in Charts C1–C4. Separate Animal Health Policy and CVO’s Groups were established in 1994, and a year later the Veterinary Investigation Centres were merged with the CVL within a new Veterinary Laboratories Agency.\(^{405}\) However:

. . . two unified divisions were retained, the Zoonoses Division, reporting to Mr Haddon [the administrative Grade 3], and the International Trade Division, reporting to myself [the CVO] because of the high level of veterinary and international content of its work.\(^{406}\)

November 1994 to March 1996

21 The following charts illustrate the structure of MAFF during this period:

- Chart C1: the overall structure of MAFF.
- Chart C2: the Animal Health Group following the Lebrecht review.\(^{407}\)
- Chart C4: the State Veterinary Service, following the Lebrecht review.

- **Food Safety Directorate (G2)**
  - C W Capstick (to 17 Dec 94)
  - R Carden (18 Dec 94)

- **Animal Health Group (G3)**
  - M Hadden

- **Animal Health (Zoonoses) Division (G5)**
  - Dr R Caithorne (Oct 91–Apr 95)
  - A J Fleetwood (91–Apr 95). When AHQ Division disbanded, moved with Dr Caithorne to the Veterinary Notifiable Disease Section. Policy formulation and management of executive functions in respect of all zoonoses-related issues except salmonella poultry.
  - P Lackenby (Apr 93–Apr 95)
    - Branch A – Notifiable Diseases (G7)
      - P Lackenby (Apr–Nov 95)
        - Animal by-products issues and zoonoses
    - Branch B – Brucellosis and Tuberculosis
    - Branch C – Spongiform Encephalopathies
      - J Howard (Aug 95–Jun 95)
      - Ms J Warden (Jun–Aug 95)
      - Dr T Reader (Sep 95–)
        - BSE and some aspects of scrapie
    - Branch D – Salmonella

- **Animal Health (Disease Control) Division (G5)**
  - T E Eddy (Jun–)

- **See Chart C3**
  - State Veterinary Service (CVO) K G McKellar

- **Animal Health (Services) Division**
  - Mrs K J A Brown (Sep 95–)
  - 3 branches

- **Animal Welfare Division**
  - 3 branches
Chart C3: Meat Hygiene Division, November 1989 to March 1996

**Meat Hygiene Division (G5)**
M J Griffiths (Dec 87 - Nov 90)
Mrs K J A Brown (Sep 90 - )
Formulation & implementation of policy on meat hygiene, welfare at slaughter, and animal & public health rules on import & export of animal products. Worked closely with Meat Hygiene Veterinary Service

**Branch A (G7)**
M Harrison (May 96 - )
Mrs A Dolphin (Aug 94 - )
C Penny (CEO) (Oct 92 - Feb 96)
Regulations in respect of slaughterhouse structural and hygiene standards, and meat sterilisation and staining

**Branch B**
Policy on meat products including MRM and import & export of meat products

**Branch C (G7)**
Ms B Jones (Oct 92 - Apr 92)
C Penny (CEO) (Apr 92 - Oct 92)
Regulations in respect of slaughterhouse structural and hygiene standards, and meat sterilisation and staining. (Merged with Branch A in Oct 92)

**Branch D**
Import licensing of meat & animal products

**Branch E**
Ms M Col relics (G6)
B Taylor
A Stephenson
Animal health and public certification of imports & exports of meat & animal products

**Branch F**
Welfare of livestock at slaughter

**Meat Hygiene Service**
Project Team
A Lawrence (Oct 92 - Feb 95)
Set up to establish National Meat Hygiene Service
The Department of Health (DH)

Introduction

In 1986 DH was part of a larger organisation, the Department of Health and Social Security (DHSS), from which it separated two years later. A large part of its work and the bulk of its programme expenditure related to the National Health Service (NHS). The central Department was, however, changing fundamentally its relationship with the NHS:

Until 1983, the Department’s functions in relation to the NHS were integrated with its wider, non-NHS responsibilities. Thus policy for particular services, for example maternity services, carried with it responsibility for delivery of that service by the NHS. There was a central unit, the Regional Liaison Division, whose function was to act as a link with the health service.

Between 1983 and 1991, the DHSS moved away from day-to-day management of the NHS. An NHS Management Board was set up, chaired at ministerial level and including the Chief Medical Officer (CMO) and several Grade 2 DH civil servants. From 1989 policy-making was separated from day-to-day management, with the establishment of an NHS Policy Board consisting of Ministers, the DH Permanent Secretary, the CMO and appointed members – and a separate NHS Management Executive (NHSME) of executive directors. Following another review, in 1993, the NHSME was renamed the NHS Executive, but remained ‘within the central government framework as an integral part of the Department of Health’.

The rest of DH became known as ‘the wider Department’, having relinquished day-to-day management responsibility for the NHS. It had an ‘established pattern of multidisciplinary working . . . through which the Professional Divisions are engaged with their administrative counterparts in work on each of the main businesses’. Until 1995 there were two parallel hierarchies: administrators reporting to the Permanent Secretary, and medical staff reporting to the Chief Medical Officer (CMO), as follows:

<table>
<thead>
<tr>
<th>Unit</th>
<th>Administrative title/grade</th>
<th>Medical title/grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group</td>
<td>Deputy Secretary/Grade 2</td>
<td>Deputy Chief Medical Officer (DCMO)/Grade 2</td>
</tr>
<tr>
<td>Division</td>
<td>Under Secretary/Grade 3</td>
<td>Senior Principal Medical Officer (SPMO)/Grade 3</td>
</tr>
<tr>
<td>Branch</td>
<td>Assistant Secretary/Grade 5</td>
<td>Principal Medical Officer (PMO)/Grade 4</td>
</tr>
<tr>
<td>Section</td>
<td>Principal/Grade 7</td>
<td>Senior Medical Officer (SMO)/Grade 5</td>
</tr>
</tbody>
</table>

By 1994, there were three medical (‘Med’) divisions:

... paired with corresponding administrative Divisions with whom they work to shared objectives under the supervision of a Divisional Management
Board led jointly by the administrative and medical heads. The paired Divisions do not match exactly, there are some cross-cutting boundaries and some professional staff explicitly provide support to both HSSG [the Health and Social Services Group] and the NHS Executive.  

Responsibilities for BSE

26 The lead responsibility for BSE was given by the CMO to Dr Hilary Pickles, a Principal Medical Officer (PMO) in Med SEB/B Division, which advised on scientific services, equipment and buildings, including pathology and blood services. By October 1989 it had acquired responsibility for some international health issues and had been renamed Med ISD3 and then Med ISP/3.  

27 In September 1991 lead responsibility for BSE and CJD passed to Dr Ailsa Wight, a Senior Medical Officer (SMO) in Med MCD – see paragraph 28 below – and remained with her until March 1996 and beyond.  

28 Work relevant to BSE was handled by the following Medical Divisions:

- Advice on zoonoses and Creutzfeldt-Jakob Disease (CJD) was provided by Med IMCD. The major part of the Division’s work was its responsibility for international health, microbiology of food and the environment, communicable disease policy and immunisation, and relations with international bodies such as the European Community/Union and the World Health Organisation. The Division was renamed Med MCD in late 1989, as international matters were progressively transferred to Med ISD; this task was completed by May 1990. The Senior Principal Medical Officer (SPMO) was located in Whitehall with the AIDS unit; the other staff were in several other buildings in Southwark, south-east London.  

- By 1992, the zoonoses and CJD part of Med MCD had joined HEF (M), which focused on health aspects of the environment and food safety, on which it worked in parallel with an equivalent administrative division, HEF (A). These were merged from April 1995.  

- Medicines Division (from April 1989, the Medicines Control Agency) was responsible for licensing and classifying medicines, and licensing manufacturers and wholesale dealers; monitoring and following up adverse reactions; and inspecting and enforcing statutory requirements for manufacture, distribution, sale, labelling, advertising and promotion, etc.  

- MedH CPNM1 was responsible for medical advice on matters concerning children, and hence the uses of bovine tissues (eg, bovine eyeballs) in education.  

The following administrative units handled BSE-related work:

- CMP3 (Child Health, Maternity and Prevention), responsible for a number of public health issues, including slow viruses. The Branch Head at the time explained that ‘[BSE/CJD] did not fall into any existing category of public health issues and it was therefore allocated to my branch’.  

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413 Banks Report (M39 tab 2), p. 25 para. 4.8  
414 International, scientific services, and disability; then International, scientific services and pathology  
415 S122 Cunningham para. 4 (Mr R Cunningham was Branch Head from 1987 to 1990)
transferred to HS4 in the summer of 1989, but CMP3 retained administrative responsibility for CJD until around July 1990, when this transferred to EHF Division. 416

- HS (Health Services) Division, the responsibilities of which included dangerous pathogens, food safety and, from the summer of 1989, human health aspects of BSE. Around the end of 1989, HS Division was reorganised and these responsibilities passed to:

- EHF (Environmental Health and Food Safety) Division, which dealt with microbiological and chemical food safety (including hazard management); irradiation, novel food and composition and contaminant issues; food hygiene policy; BSE and (from early 1991) CJD. By 1992, EHF had become:

- HEF (A) (Health Aspects of Environment and Food). It retained the same responsibilities and from May 1994 also managed the CJD Surveillance Unit budget. 417 It merged with HEF (M) from April 1995.

29 The regulation of medical devices, including quality and safety assessment and product evaluation, was the responsibility of:

i. prior to August 1990, the Supplies Technology Division of the Procurement Directorate;

ii. from August 1990 to September 1994, the Medical Devices Directorate; and

iii. from September 1994, the Medical Devices Agency. 418

Organisational changes, 1986–96

30 There were two major structural changes during this period. The first was the division in July 1988 of the Department of Health and Social Security (DHSS) into two parts: DH and the Department of Social Security. This was prompted by a recognition that the two main businesses of the DHSS – public health/health care and social security benefits – were sufficiently divergent to justify two separate Departments.

31 The second major change was the replacement of the parallel medical and administrative hierarchies described above by single integrated (ie, multidisciplinary) divisions in April 1995, following a review of the functions and manpower of the NHS Executive and DH. The review identified weaknesses in DH, among them that:

Responsibilities between the administrative and medical parts are often unclear, the duplicate management structures are wasteful, and unnecessary tension is caused by artificial links between pay and grading. 419

It concluded that paired Divisions had not adequately overcome the problems arising from parallel hierarchies, and that greater integration was needed. 420

416 S122 Cunningham para. 8
417 S123 Lister para. 24
418 Memorandum DH9/98 from the Department of Health, The Medical Devices Agency (MDA) (DH01 tab 11 p. 1)
419 Banks Report 1994 (M39 tab 2), p. 8 para. 1.22
32 Other organisational changes relevant to the BSE story were:

- the restructuring in 1992 of the Health Divisions of the Health and Social Services Group so that medical and administrative Divisions responsible for particular areas of work reported jointly to medical and administrative Grade 3s and Grade 2s;
- the transfer of medicines regulation in April 1989 from the main part of DH to an Agency, which ‘finally became an Executive Agency on 11 July 1991’; and\(^\text{421}\)
- the transfer of medical devices regulation from the main part of DH to an Agency from September 1994.

**DH organisation charts**

33 The 14 charts below illustrate how the organisation of DH developed, as described above.

### 1986 to July 1988

- Chart 1: an overview of the DHSS before the Health and Social Security functions were separated.
- Chart 1A: the administrative Services Development Group.
- Chart 1B: the Medical Divisions reporting to the CMO.

### July 1988 to 1992

- Chart 2: an overview of DH between 1988 and 1991, when the paired medical and administrative HEF Divisions were set up.
- Chart 2A: the administrative Health and Personal Social Services Group.
- Chart 2B: the administrative Environmental Health and Food Safety Division.
- Chart 2C: the Medical Divisions reporting to the CMO.
- Chart 2D: Medicines Division.

### 1992 to April 1995

- Chart 3: an overview of DH prior to the merger of the parallel administrative and medical Divisions.

\(^{421}\) S447 Jones K p. 5 para. 10. Dr Keith Jones was the first Director of the Medicines Control Agency, and was appointed “to implement the change from a Division to an Executive Agency” (S447 p. 4 para. 9). He had to restructure it, set targets, and move it to being self-funding. Until July 1991, the structures and management controls of the former Medicines Division were retained.
• Chart 3B: the Health and Social Services Group, 1993–94, after the establishment of parallel administrative and medical hierarchies within the health Divisions.

April 1995 to March 1996

• Chart 4: an overview of DH.
• Chart 4A: the unified Health Aspects of Environment and Food Division.
Chart 1: DHSS, 1986–88

Secretary of State

Ministers

NHS Management Board Chief Executive
L Peach (G1A)

Permanent Secretary
Sir K Streeve
C W France Mar 87
Responsible for whole department

Chief Medical Officer
Dr (later Sir) D Acheson (G1A)
Principal adviser on medical and public health matters. Head of the medical branches of DHSS

NHS Operations Group
Director of Operations
E and Deputy Chief Executive
G Hart (G2)

NHS Personnel Group
(G2)

Works Group
(G2)

Services Development Group
(G1A)
(responsible for social security matters)
T Hiepe (G2) from Apr 86
C France (Mar 87) M Partidge

Health and Personal Social Services Group
T Hiepe (G2) from
Apr 86
Responsible for health care, public health including environmental health and food safety, and social services

Social Security Policy Group
(G2)

Office of the Chief Scientist – Research and Management Division
From 87 Chief Scientist
Professor O’Grady (G2)

Establishment and Finance Group
(G2)

Family Practitioner and Medicines Group
(G2)

Procurement Directorate
Director of Procurement and Distribution
T Critchley (G3)

Deputy Chief Scientist
Director of R&D
Dr J Metters (G3)

Dr Arians (G2) DCMO
Dr Oliver (G2) DCMO
Dr Harris (G2) DCMO
Responsibilities included dealing with the Medicines Act

Dr Hallet (G7) (G3)
C Wilson

SPAO
Dr G Jones (G3)

See Chart 1A

Common Secretarial Division
CS3 – EGBATT
Central contracts for vaccines
CS4 – Exports trade support matters

Supplies Technology Division
G Hisson – Director R&D in surgical appliances and pharmaceutical products. Eventually became the Medical Devices Agency in Sept 94

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their roles in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.
Chart 1A: Services Development Group, 1986–87

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.
Chart 2: Department of Health, 1988–91

NB In July 1988 DHSS became two separate Departments, the Department of Health and the Department of Social Security. These Departments were also served by the Department of Health and Social Security Common Services, which took over the Research Management Division, with the Chief Scientist’s Office and the Solicitor’s Office.

NB In 1991, the NHS Policy Board and Executive Service were set up. The Chair of the Policy Board was the Secretary of State for Health.

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.

Secretary of State

Ministers

NHS Management Board
Chief Executive
L Peach (G1A) – Dec 88
D Nichol

NHS Management Board Operations Group
G Hart (G2)

NHS Management Board Personnel Group
B Rayner (G2)

Permanent Secretary
Sir C France (G1)
Responsible for whole Department

Family Practitioner and Medical Group
T Hopper (G2)

Health and Personal Social Services Group
B Rayner (G2)

Health and Personal Social Services Group
T Hopper (G2)
From April 1986 responsible for health care, public health, including environmental health and food safety, and social services

See Chart 2A

Research Management Division
Chief Scientist
Professor O’Grady (G2)

DCMO
Dr Abrams (G2) 1988–94
DCMO
Dr Oliver (G2) 1988–Oct 89
DCMO
Dr D Walford Oct 89–93
DCMO
Dr Harris (G2) 1988–Aug 89

Chief Medical Officer
Sir D Adeyemo (G1A)
Principal advisor on medical and public health matters, Head of the medical branches of DH

Procurement Directorate
Director of Procurement and Distribution
T Crochet (G3)

Common Secretariat
CS3 – EDSATT central contracts for vaccines
CS4 – Export trade support matters

Supplies Technology Division
From 1990 for a brief period
Dr D C Potter and M Dunstan jointly, then A Barton; reporting to Dr J Metters (DCMO)
Responsible for manufacturers registration scheme, medical equipment evaluation, and standards for medical devices. Eventually became the Medical Devices Agency in Sep 94

Deputy Chief Scientist Director of R&D
Dr J Metters (G3)
1988–Feb 89
J H Barnes from Jan 89–91

Transitional period. The Medicines Control Agency took over responsibility for the Medicines Act from April 1989, under the Directorship of Dr K Jones. Its practice, reporting lines remained the same until July 1991, when it became an Executive Agency. See Charts 2B and 2C
Chart 2A: Health and Personal Social Services Group, 1988–90

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.

T S Heppell (G2)

Health Services Division
- became Environmental Health and Food Safety Division in Jan 88

Community/Children’s Services Division

Health Care Division

Child Health, Maternity and Prevention Division (CMP)

N H Hale (G3)

Branch HS1
Scientific support services to NHS
M Harris (G6)
(-Mar 89)
J Dobson (G6)
Responsible for blood products, PHLS boards and pathology

Branch HS2
Hospital, Medical & Surgical Services transferred early 90

Branch HS3
Private practice, etc transferred autumn 89

Branch HS4
Food Hygiene and Safety

Branch CMP1

Branch CMP2

Branch CMP2C
Aids

Branch CMP3
Notifiable and Communicable Diseases
R Cunningham (G6)

Maternity, child health, immunisation, vaccination and some public health issues. USE did not fall into any existing categories and was therefore allocated to this branch until Aug 89, when it was transferred to HS4. Responsibility for CJD until transferred to EHFS Division in July 90.

L Weir (G6)
(-mid 89)
J Panzer (G6)

Responsibility for BSE transferred from CMP3 in Aug 89

P O’Rey (G7)
Responsible for microbiological food safety, Temp G6
Branch Head from Sep 89
Chart 2B: Environmental Health and Food Safety Division, 1990–91

These charts are designed to show those parts of the Department (and individuals) that had some connection with RSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.

- T S Heppell (G2) – Responsible for healthcare, public health—excluding environmental health and food safety, and social services. Worked closely with the CMO.

Environmental Health and Food Safety Division
  - Miss N O B Pease

Community/Children’s Services Division

Health Care Division

Child Health, Maternity and Prevention Division

Branch EHF1
  - Scientific support services to NHS

  - J Debrion (G5) (~91)
  - P Kendall (G5)

Branch EHF2
  - Food and Safety Public Health

  - J Parker (G5) (~Oct 91)
  - H Cunningham (G5)
  - Responsibilities included Food Safety Act codes of practice, Environmental Health Officer resources and training, coordination of ministerial etc meetings with MAFF on food issues, Richmond Committee on microbiological safety of food

Branch EHF3
  - Food Safety

  - P Olley (G6) (~Nov 96)
  - Mrs L Lackyier (G5)
  - Responsibilities included food hygiene policy, and oversight of BSE and administrative support for SEAC

  - T Murray (G7)
  - Responsibilities included BSE and administrative support for SEAC

Branch EHF4
  - Hospital catering, and other services

  - D Thompson (G6) (~ mid 96)
  - Miss M Fry (G6)
Chart 2C: Medical Divisions (Health and Personal Services), 1988–91

DCMO – Dr Abrams

Med CDPNM Division
Children, disablement, health education and promotion (reported to Dr Metters from Aug 89)

Med TEP Division
Toxicology; environmental health, occupational health

Med IMCD Division
Communicable diseases, vaccination and immunisation, microbiology of food, International health issues (reported to Dr Abrams from Aug 89)

Medicines Division
Medical aspects of work arising from the Medicines Act. Primarily responsible for licensing

DCMO – Dr E L Harris (Aug 89–)

DCMO – Dr J S Metters (Aug 89–1)

Assisted CMO in formulating advice to Ministers. Management responsibility for Med SEB – Division responsible for BSE until Sep 1991

In April 1989, the Medicines Division became the Medicines Control Agency under the Directorship of Dr Keith Jones. In practice, reporting lines remained the same until early 1991. See Chart 2D

DCMO – Dr Oliver (Oct 89–90)

Dr D Watford (Oct 89–1)

Medical input to the Executive and depolitised for CMO. No involvement with BSE

DCMO – Dr Oliver (Oct 89–90)

Chief Scientific Officer
Dr F P Woodford

PMO (G4)
Dr H Pickles

Medical advice on pathology services. DH lead on BSE. DH Secretary to Southwood Working Party, Tyrrell Research Committee, and SEAC

SPMO
Dr P H Greenfield

SPMO
Dr J H Steadman

SPMO
Dr D Watford

Dr E Rubery (from Aug 89)

Responsible for management of the Division. No direct responsibility for BSE

SPMO
Dr G Jones (Apr 89)

Responsible for all professional work concerning drug Regulations, etc. Also for policy formulation and advice to Ministers

SPMO
Dr E Rubery (to Aug 89)

Responsible for health advice on salmonella, etc. Secretary to Richmond Committee. Would have been responsible for CJD as a communicable disease

SMO
Dr R B Singh

SMO
Dr H A Escawats

Served as Senior Medical Adviser to DES. Responsible for providing medical advice as required and to liaise across Government Departments in matters of Health and Education

SMO
A Fenton-Lewis

Dr C Swinson (from Sep 89)

Responsible for communicable diseases including slow viruses such as CJD

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.
Chart 2D: Medicines Division April 1988 to 1991

**DCMO**
Dr E.L. Harris (–Aug 1989)
Dr J.S. Metters (Aug 1989–)  
Responsible for assisting the CMO in formulating advice to Ministers.

**Senior Principal Medical Officer**  
Dr G. Jones (G3)  
Responsible for all professional work concerning drug regulations, etc. Also for policy formulation.

**Chief Pharmaceutical Officer**  
Dr B. Willis (G4)

**Medical Branch**

**Pharmaceutical Branch**

**Administrative Branch**

**MB1**
General administration of the Medicines Acts  
Mr D. Hagger (G5)  
Responding for policy coordination, the administrative secretariat of the CSM

**MB2**
General administration of the Medicines Acts  
W.G. Robertson (G6)  
Responsible for administrative secretariat of the CSM

**MB3A**
Medical and toxicological assessment of new products  
Dr D. Jefferys (G4)  
Responsible for the management of the medical and toxicological staff involved in the assessment of product licences, Medical Assessor to the CSM

**MB3B**
Medical and toxicological assessment of dental & surgical materials  
Dr P. Adams (G4)  
Medical Assessor to the CSM

**MB4**
Risk Assessment  
Dr S. Wood (G4)  
From Sep #8

**MB5A**
Professional pharmaceutical aspects of the Medicines Act  
Mr A. Stewart (G5)

**MB5B**
Medicines Inspectorate  
Mr B. Hartley (G5)

**MB6C**
British Pharmacopoeia Commission  
Dr A. Rogers (G5)

**Family Practitioner and Medicines Group**  
B. Rayner (G2)

**Under Secretary**  
C. H. Wilson (G3)  
Joint responsibility with medical colleagues for supporting and advising Ministers in their statutory responsibilities as medicines licensing authority.

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.
Chart 2E: Medicines Control Agency, 1990–95

DCMD
Dr J Metters
Responsible for medicines until MCA became an Executive Agency in July 1991

Secretary of State

MCA
Director/Chief Executive
Dr Keith Jones (Q2)
Responsible and directly accountable to the SOS for the efficient management, overall performance and future development of the MCA

Business A
Licensing

Business B
Licensing of Dental and Surgical Materials

Business C
Adverse Reactions Pharmacovigilance

Business D
Inspection and Enforcement

Business E
Executive Support

Finance
from 92 onwards

IT
94–96

Dr D Jeffreys (G4)
91–96
Responsible for the medical, scientific and pharmaceutical staff involved in the assessment

Group Manager
Dr J Ritchie (left in 1991 and not replaced)

Biologicals Unit

Unit Manager
Dr J Purves
Responsible for coordination and management of the review of applications received by the Agency, BSE responsibility

SMO
Dr Robat
Principal Assessor to SEAR** (90–95)

Dr D Hagger (G4)
91–96
Responsible for abbreviated product licensing, variations of existing licences etc. Mid-96 became responsible for the CRM*

Dr S Wood
91–95

Mr B Hartley (G4)
91–95

Mr R Alder (G4)
91–96

Mr R Read
95–96

Mr P Coulling

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and that place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.

* Committee on Review of Medicines

** Safety, Efficacy and Adverse Reactions subcommittee of Committee on Safety of Medicines

This Chart shows the basic structure of the Medicines Control Agency, which took over from Medicines Division in April 1990. The MCA finally became an Executive Agency in July 1991 and until this time the reporting lines of the Medicines Division were retained.
Chart 3: Department of Health 1992–94

Secretary of State

Ministers

NHS Management Executive Finance Group
- NHS Management Executive Operations Group
- NHS Management Executive Personnel Group
  - Director of Personnel (G2) E. Canes

NHS Management Executive Personnel Group
- Director of Research Management
  - Dr. W. Burroughs from 1991–94

Research Management Division – R&D Directorate
- Dr. F. Woodford from 1992–96
- Dr. P. Greenaway from Jul 93

Family Practitioner and Medical Services Group
- B. Rayner (G2)

Health and Personal Social Services Group
- T. Hoppet (G2)
- Dr. J. Metters (joint chair)

Solicitor’s Office
- P. K. Thompson (G2)

DCMO
- Dr. D. Winmore until 1993
- Dr. J. Metters (G2) from 1993

Chief Medical Officer
- Dr. Sir valuable
- K. Coalm

Chief of Staff
- Dr. K. Jones

Medical Services Control Agency
- Chief Executive

Administrative Division
- Commercial Division

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Chart 3A: Health and Personal Social Services Group, 1992

T S Heppell (G2)/Dr J Metters (joint chairs)

- Environmental Health and Food Safety Division
  - Miss R D B Pease (G3) (to Jul 93)
  - EHF1 Hospital Scientific and Technical Services: P Kendall (G5)
  - EHF2 Food Safety and Hygiene, including microbiological safety: J A Panter (G5)
  - EHF3 Food safety and food hazard management: Ms L Lockyer (G5)
  - EHF4 Environmental Health: Mrs M Fry (G5)

- Priority Health Services Division
  - G H Wilson (G3) (to Jul 93)

- Children, Maternity and Prevention Division
  - N H Hale (G3)

- Community/Children’s Services Division
  - T Luce (G3)

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Chart 3B: Health and Social Services Group, 1993–94

These charts are designed to show those parts of the Department (and individuals) that had some connection with BSE, and their place in the organisation. They intentionally omit parts of the organisation that had no involvement with BSE.

Health Aspects of the Environment and Food

- Administrative
  - B Bridges

Medical SPMO
- Dr J H Stathers (G3) (1993)
- Dr G Jones (G3) (1994)

Chart 3B: Health and Social Services Group, 1993–94

Health Care Division

- Administrative
  - Miss R D B Pease (G3)

Medical SPMO
- Dr J L Reid (G3)

Community Services Division

Dental Division

Pharmaceutical Division

Health Promotion Division

- Administrative
  - N M Hales until 1994

Medical

- SPMO
  - Dr E Rubery
  - Responsible for policy on communicable diseases such as HIV
  - Limited involvement with policy on vaccination

- SMO
  - Dr D Esmail
  - Served as Senior Medical Adviser to DFS
  - Responsible for providing medical advice as required and to liaise across Government Departments in matters of Health and Education

Chief Environmental Health Officer
- E W Kingcott
- Responsible for giving advice on enforcement

SMO
- Dr A Wight (G5) until 1993
- Took over responsibility for BSE in autumn 1991
- Little direct involvement with BSE matters

SMO
- Dr R Fiskar (G6)
- Member of CEC’s independent expert advisory committee on the safety of cosmetic products
- Promoted to G5 in 1994

PMO
- Microbiology
  - Dr R Skinner (G4)
- Environmental Chemicals and Radiation
  - Dr E Smale (G4)

PMO
- Toxicology
  - Dr G E Diggle (G4)

PMO
- Administrative
  - L Lockerby (G5)
  - Until Jul 93
- Little direct involvement with BSE matters

PMO
- Administrative
  - M Fry (G4)

HEF(A)1
- Health Laboratory Service
- C P Kendall (G5)
  - Administrative input for PHLS, ACDP, and membership of ILGMA

HEF(A)2
- Food Safety and Hygiene Including Microbiological Safety
- R Cunningham (G5)
  - Took over responsibility for BSE/CJD in 1993
  - Role was monitoring the position and managing more junior civil servants
  - Not involved in policy-making

HEF(A)3
- Food Safety and Hazard Management Including Infant Feeding
- M Fry (G4)

HEF(A)4
- Nutrition
  - Including Infant Feeding
- L Lockerby (G5)

Chart 3B: Health and Social Services Group, 1993–94

Additional Information

Chief Environmental Health Officer
- E W Kingcott
- Responsible for giving advice on enforcement

SMO
- Dr A Wight (G5)
  - Took over administrative responsibility for BSE and SEAC secretariat from T Murray
  - Worked closely with Dr A Wight

SMO
- Dr R Fiskar (G6)
  - Member of CEC’s independent expert advisory committee on the safety of cosmetic products
  - Promoted to G5 in 1994

Chart 3B: Health and Social Services Group, 1993–94
Chart 4: Department of Health, April 1995 to 1996

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