



**国家食品安全风险评估中心**

China National Center for Food Safety Risk Assessment



## **中国食品安全体系：从安全到完整性**

China Food Safety System:  
From food safety to food Integrity

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中国医学科学院食品安全创新单元 Food Safety Research Unit of Chinese Academy of Medical Science 主任 PI  
国家卫生健康委员会食品安全风险评估重点实验室 NHC Key Lab of Food Safety Risk Assessment 主任 Director  
WHO食品污染监测合作中心 WHO Collaborating Center for Food Contamination Monitoring 主任 Head

# 1 国家目标



中华人民共和国中央人民政府

www.gov.cn

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## 中共中央 国务院 关于深化改革加强食品安全工作的意见

2019-05-20 18:46 来源：新华社

【字体：大 中 小】 ① 打印 ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩ ⑪ ⑫ ⑬ ⑭ ⑮ ⑯ ⑰ ⑱ ⑲ ⑳ ㉑ ㉒ ㉓ ㉔ ㉕ ㉖ ㉗ ㉘ ㉙ ㉚ ㉛ ㉜ ㉝ ㉞ ㉟ ㊀ ㊁ ㊂ ㊃ ㊄ ㊅ ㊆ ㊇ ㊈ ㊉ ㊊ ㊋ ㊌ ㊍ ㊎ ㊏ ㊐ ㊑ ㊒ ㊓ ㊔ ㊕ ㊖ ㊗ ㊘ ㊙ ㊚ ㊛ ㊜ ㊝ ㊞ ㊟ ㊠ ㊡ ㊢ ㊣ ㊤ ㊥ ㊦ ㊧ ㊨ ㊩ ㊪ ㊫ ㊬ ㊭ ㊮ ㊯ ㊰ ㊱ ㊲ ㊳ ㊴ ㊵ ㊶ ㊷ ㊸ ㊹ ㊺ ㊻ ㊼ ㊽ ㊾ ㊿

新华社北京5月20日电

中共中央 国务院  
关于深化改革加强食品安全工作的意见  
(2019年5月9日)

食品安全关系人民群众身体健康和生命安全，关系中华民族未来。党的十九大报告明确提出实施食品安全战略，让人民吃得放心。这是党中央着眼党和国家事业全局，对食品安全工作作出的重大部署，是决胜全面建成小康社会、全面建设社会主义现代化国家的重大任务。现就深化改革加强食品安全工作提出如下意见。

### 一、深刻认识食品安全面临的形势

## 两个总体目标

01

2020  
食品安全监管体  
—风险分析和供  
链管理

02

2035  
食品安全领域国  
治理体系和治理  
力现代化;

食品安全标准水  
进入世界前列

# 1 习近平食品安全“四个最严”的要求

**最严谨的标准**

**最严厉的处罚**



**最严格的监管**

**最严肃的问责**

落实：实施食品安全风险评估与标准制定行动计划

# Heightened Interest Resulting from High Visibility Incidents

## Melamine Incident

- 2007 (Feed, Companion Animal Food)/2008 (Dairy Products)
- Leading to over **300,000 illnesses** (Kidney stones and renal lesions)
- **6 deaths (infants/babies)** in 2008



## 2013 Horsemeat Scandal

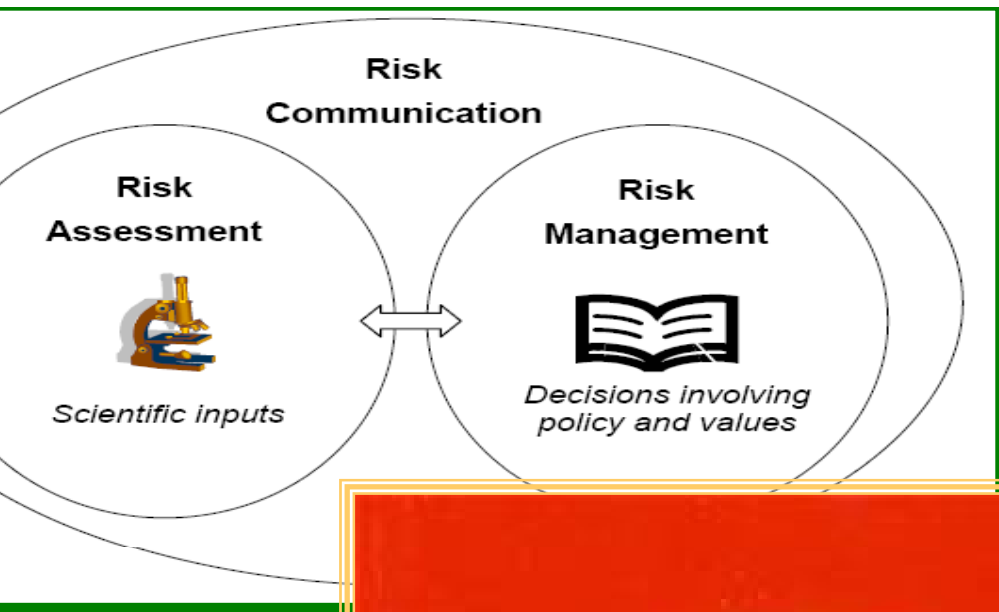
- Some 2700 samples tested in 28 European countries
- **16 countries connected to the scandal**
- Some “**beef**” products contained as much as **100% horsemeat**
- 2017 – EU police arrest and charge 65 individuals



## Elliott Report

- Development of the Elliott Report, commissioned by the UK Government to support lessons learnt and move towards prevention





## 以风险分析为框架的食品安全法律体系

□ **食品卫生法** Food Hygiene Law

□ **食品安全法** Food Safety Law

2009年制定，2015和2019年修订

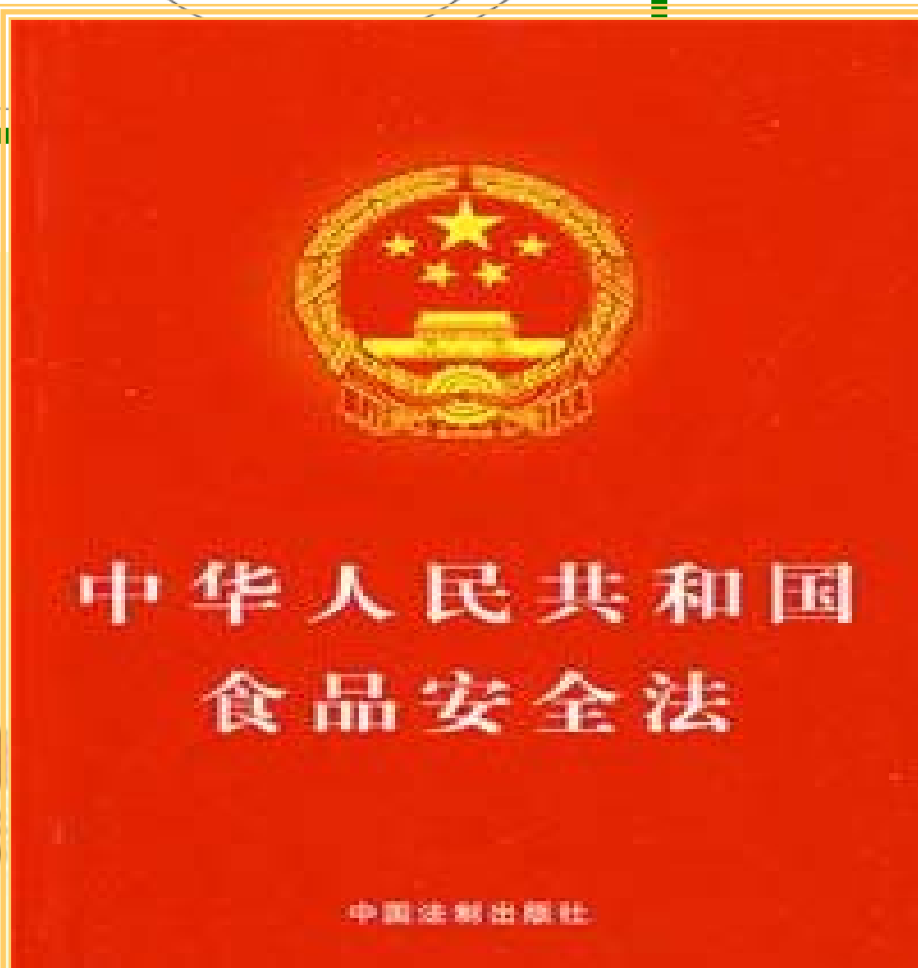
First in 2009, revised in 2015 &

➤ 风险监测评估国家制度 **Monitoring and Assessment of Food Risk**

➤ 食品安全国家标准制度 **National Standards for Food Safety Control**

➤ 认证与许可制度

➤ 全程追溯与召回制度 **Traceability & Recall System**



# 中国食品安全体系 China Food Safety System:

## 第一次改革 First Reformation After Melamine Incident

国务院食品安全委员会 Food Safety Commission (FSC), State Council

卫生部 MOH



国家食品安全风险评估中心  
China National Center for Food Safety Risk Assessment

- 风险评估 Risk Assessment
- 风险监测 Monitor-Planning
- 国家标准 Set up National Standard
- “三新” Novel Ingredients for Food, Additives, Contact Materials

国家食药总局 CFDA and FSC Office 食品安全办

综合协调, 加工、流通与消费 Coordination, Enforcement on Food and Food Additives 食品与食品添加剂

农业部 MOA

- 种养殖 Plant and Animal
- 屠宰 Slaughter
- 农业投入品 Agrochemicals ( 农兽药 Pesticides, VD), 饲料 feed etc.

国家质检总局 AQSIQ

- Import & Export Food
- Food Contact Materials

公安部 Police

- Food Crime

工信部 Industry

商务部 MOC

国家粮食局

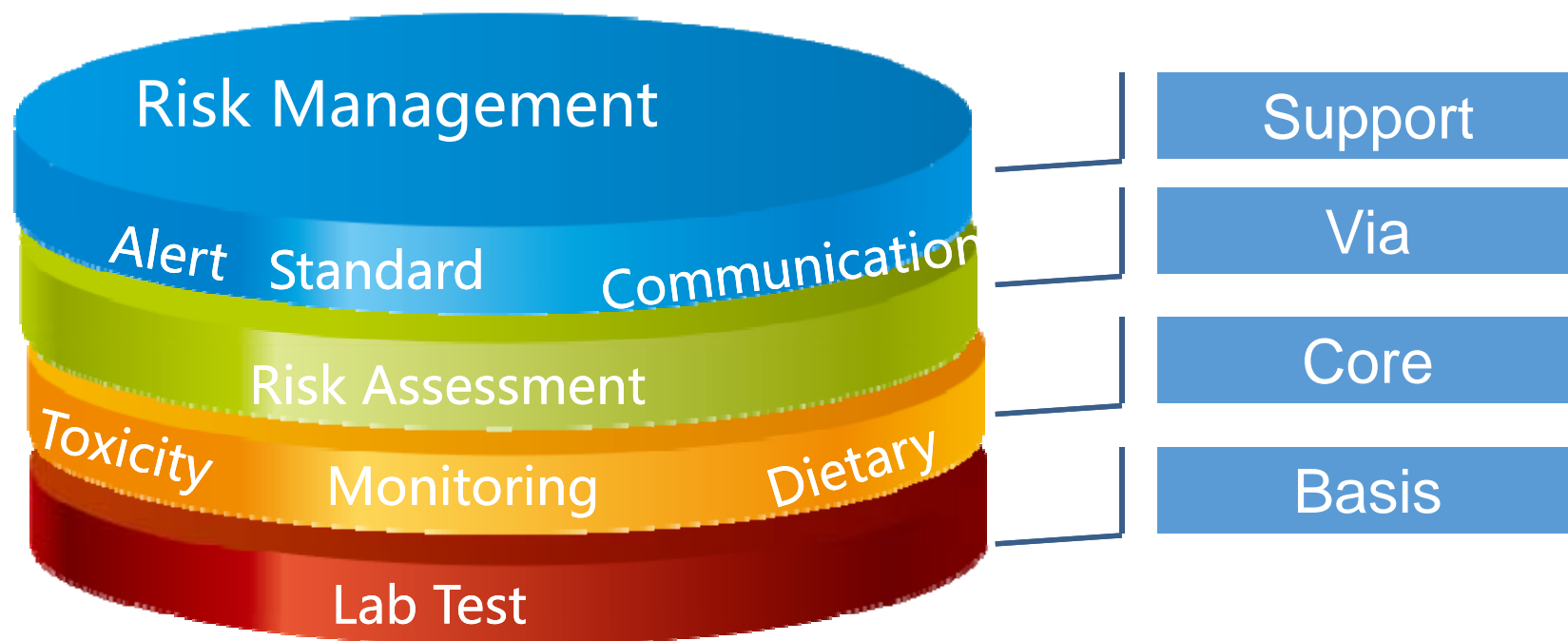
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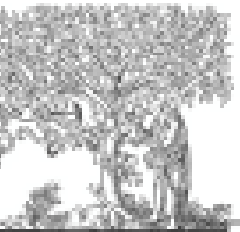


CFSA is the National Authority to Support  
the Food Safety Science & Technology in China

-- WHO Collaborating Center for Contamination Monitoring (China)



CFSA Inauguration on 13 Oct. 2011



ELSEVIER

Contents lists available at ScienceDirect

## Food Control

journal homepage: [www.elsevier.com/locate/foodcont](http://www.elsevier.com/locate/foodcont)



Review

# Food safety risk assessment in China: Past, present and future

Yong-ning Wu <sup>a,\*</sup>, Pei Liu <sup>b</sup>, Jun-shi Chen <sup>a</sup>



Food Control 90 (2018) 429–439



ELSEVIER

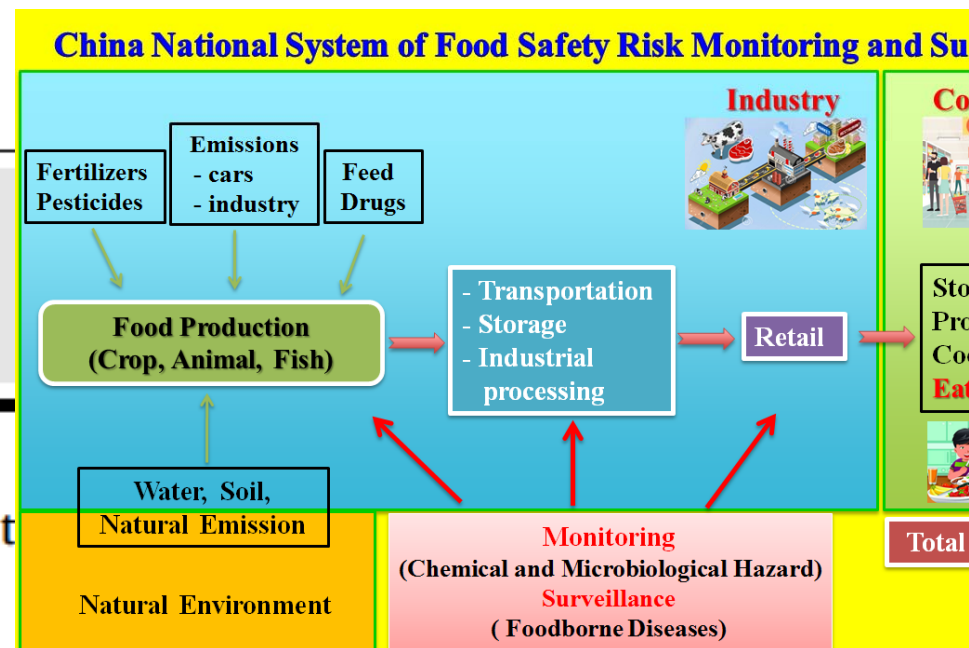
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## Food Control

journal homepage: [www.elsevier.com/locate/foodcont](http://www.elsevier.com/locate/foodcont)

# Food safety monitoring and surveillance in China: Past, present and future

Yong-ning Wu <sup>\*</sup>, Jun-shi Chen





# Food Risk

The **Cause** leading to the **Effect** of Adulteration



Quality	Counterfeiting Fraud <sup>(1)</sup>	Motivation Gain: Economic
Safety	Defense	Harm: Health, Economic, Terror
Unintentional	Intentional	
Action		

(1) Includes Subset components of Economically Motivated Adulteration and Food Counterfeiting,





美国卫生与公众服务部  
食品药品监督管理局

# 食品保护计划

国家食品供应综合保护策略

2007年11月

预防 干预 反应

## The Spectrum of Intentional Food Contamination

### 蓄意食品污染范围



Food Protection		Harm: Health, Economic, Terror
Safety	Defense	
Unintentional	Intentional	
Action		



# 中华人民共和国最高人民法院

THE SUPREME PEOPLE'S COURT OF THE PEOPLE'S REPUBLIC OF CHINA



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2013年5月15日 星期三

[权威发布](#)>>[司法解释](#)

## Some explanation for the Supreme People's Court and the Supreme People's Procuratorate on handling criminal cases endangering food security

### 最高人民法院、最高人民检察院关于办理危害食品安全刑事案件适用法律若干问题的解释

最高人民法院网站

[www.court.gov.cn](http://www.court.gov.cn)

2013-05-06 08:30:00

来源：最高人民法院

【字体：大 中 小】 【关闭窗口】

《最高人民法院、最高人民检察院关于办理危害食品安全刑事案件适用法律若干问题的解释》已于2013年4月28日由最高人民法院审判委员会第1576次会议、2013年4月28日由最高人民检察院第十二届检察委员会第5次会议通过，现予公布，自2013年5月4日起施行。

issued an interpretation of relative law on handling criminal cases endangering food safety in May 2013

The Supreme Court and the Supreme Procuratorate

最高人民法院

最高人民检察院

2013年5月2日





# 中华人民共和国最高人民法院

THE SUPREME PEOPLE'S COURT OF THE PEOPLE'S REPUBLIC OF CHINA

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2013年5月15日 星期三

## Some explanation for the Supreme People's Court and the Supreme People's Procuratorate on handling criminal cases endangering food security

Article 20th The following materials shall be identified as 'toxic or harmful non-food ingredients' :

- (I) The substances that prohibited by laws and regulations to add and use during food production and marketing ;
- (II) The substances listed in '*The Non-edible Substances Might Be Illegally Added in Food*' and in '*The Substances Might Be Illegally Added in Functional Food*' issued by the relative ministry of the State Council;
- (III) The pesticides, veterinary drugs and other toxic or harmful materials prohibited by the relative ministry of the State Council;
- (IV) Other substances harmful to human health.

Article 21th For "Enough to cause serious food poisoning or other serious food-borne diseases" and "toxic or harmful non-food ingredients" which are difficult to determine, the judicial organs may identified them, according to survey report and combined with expert advice and other relevant materials. When necessary, the People's Court may notice the experts to appear in court to make explanation.



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开 > 国务院文件 > 市场监管、安全生产监管 > 食品药品监管

索引号: 000014349/2019-00119

发文机关: 国务院

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发文字号: 国令第721号

主 题 词:

主题分类: 市场监管、安全生产监管

成文日期: 2019年10月11日

发布日期: 2019年10月31日

## 中华人民共和国国务院令 第721号

《中华人民共和国食品安全法实施条例》已经2019年3月26日国务院第42次常务会议通过，现将修订后的《中华人民共和国食品安全法实施条例》公布，自2019年12月1日起施行。

总 理 李克强  
2019年10月11日

### 中华人民共和国食品安全法实施条例

(2009年7月20日中华人民共和国国务院令 第557号公布  
根据2016年2月6日《国务院关于修改部分行政法规的决定》  
修订 2019年3月26日国务院第42次常务会议修订通过)



# 中华人民共和国 食品安全法实施条例

Premier Li Keqiang signed the Decree of the State Council of the People's Republic of China No. 721 to release the revised **Regulation on the Implementation of the Food Safety Law of the People's Republic of China** on the website on October 31, 2019.

The Regulation shall enter into effect on **December 1, 2019.**

法律出版社

附：中华人民共和国  
食品安全法

# the regulation on illegally added non-edible substances

## 中的非食品用化学物质名录与检验方法制度

### Article 63 List of Non-Food Chemical & Other Substances

六十三条 国务院食品安全监督管理部门会同国务院卫生行政等部门根据食源性疾病的食品安全风险监测信息和监督管理信息等，对发现的添加或者可能添加到食品中的非食品物质和其他可能危害人体健康的物质，制定名录及检测方法并予以公布。

### Article 22 Shall not store Substances List in Place

二十二条 食品生产经营者不得在食品生产、加工场所贮存依照本条例第六十三条规定名录中的物质。

### Article 22 Corresponding Liabilities

二十八条 有下列情形之一的，依照食品安全法第一百二十五条第一款、本条例第七十条规定给予处罚：

- (一) 在食品生产、加工场所贮存依照本条例第六十三条规定制定的名录中的物质；
- (二) 生产经营的保健食品之外的食品的标签、说明书声称具有保健功能；
- (三) 以食品安全国家标准规定的选择性添加物质命名婴幼儿配方食品；
- (四) 生产经营的特殊食品的标签、说明书内容与注册或者备案的标签、说明书不一致。



Article 63 of the Regulation stipulates that the food safety supervision department shall, in conjunction with the health administrative department, shall and publish formulate a list and test methods for non-food chemicals and other substances that may be added to food and other substances that may endanger human health.

Article 22 of the Regulation stipulates that food producers and operators shall not store the substances in the list in food production and processing places, and Article 68 of the Regulation states corresponding liabilities.

The above clauses are more stringent than previous regulations. Previous regulations were mainly for **the illegal addition** of substances in food production and **the Regulation stipulates that only storage is illegal also.**



# 可能掺杂掺假食品的检验

## Article 63 Test on Food Fraud & Intentional Adulteration

第十一条 对可能掺杂掺假的食品，按照现有食品安全标准规定的检验项目和检验方法，国务院食品安全监督管理部门可以制定补充检验项目和检验方法，用于对食品检验、食品安全案件调查处理和食品安全事故处置。



中华人民共和国  
食品安全法实施条例

## 食品中的非食品用化学物质名单制度

## Article 63 List of Non-Food Chemical & Other Substances

第十三条 国务院食品安全监督管理部门会同国务院卫生行政等部门根据食源性疾病、食品安全风险监测信息和监督管理信息等，对发现的添加或者可能添加到食品中的非食品化学物质和其他可能危害人体健康的物质，制定名录及检测方法并予以公布。

## 食品安全法规定的食品中有毒有害物质临时限量

## Article 111 in Food Safety Law: Temporary Maximum Limit

第一百一十一条 对食品安全风险评估结果证明食品存在安全隐患，需要制定、修订食品安全标准的，在食品安全标准前，国务院卫生行政部门应当及时会同国务院有关部门规定食品中有害物质的临时限量值，作为生产经营和监督管理的依据。

Article 22 of the Regulation stipulates the test of food frauds and intentional adulteration not only on method by Article 111 in Food Safety Law & the Article 22 of the Regulation, but also the supplement methods by this Article of the Regulation.

Article 63 of the Regulation stipulates the food safety supervision department shall, in conjunction with the health administrative department, shall and publish formulate a list and test method for non-food chemicals and other substances that may be added to food and other substances that may endanger human health.

Before setup the national standard of food health department can establish the temporary ML & related test method.

# Public Health Threat of Unknown Adulterants

Food safety collapses to a singularity

Criminal “engineers”  
adulterant to evade existing  
QA system

The criminal  
ethics &  
knowledge  
define food  
safety  
throughout  
the whole  
supply chain

QA system reacts by developing new tests

The next adulterant is unknown!



# 国际食品法典委员会 CAC

CODEX ALIMENTARIUS COMMISSION



Food and Agriculture  
Organization of the  
United Nations



World Health  
Organization

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**Agenda item 7**

**CX/FICS 18/24/7**  
**August 2018**

**JOINT FAO/WHO FOOD STANDARDS PROGRAMME**

**CODEX COMMITTEE ON FOOD IMPORT AND EXPORT INSPECTION  
AND CERTIFICATION SYSTEMS**

**Twenty- Fourth Session**

**Brisbane, Australia, 22 - 26October 2018**

**DISCUSSION PAPER ON FOOD INTEGRITY AND FOOD AUTHENTICITY**

(Prepared by an electronic working group<sup>1</sup> chaired by the Islamic Republic of Iran, and co-chaired by the European Union and Canada)

# CODEX ALIMENTARIUS COMMISSION



Food and Agriculture  
Organization of the  
United Nations



World Health  
Organization

Viale delle Terme di Caracalla, 00153 Rome, Italy - Tel: (+39) 06 57051 - E-mail: [codex@fao.org](mailto:codex@fao.org) - [www.codexalimentarius.org](http://www.codexalimentarius.org)

**Agenda item 7**

**CX/FICS 18/24/7**

**August 2018**

## Definitions

A discussion paper was developed through two rounds of engagement with the electronic working group members. The comments received on the first draft included additional suggestions for definitions of the terms: food integrity, food authenticity, food fraud, and economically motivated adulteration. This led to suggestions for each term being included in the second paper for comment.

Ultimately, for those options where there was support, the level of support was equally distributed. In other words, no one definition was favoured over the rest. The chair and co-chairs noted, though, that across the eWG members supported shared a number of common elements and these were identified for each term. The definitions proposed were developed based on these elements for:

Food integrity,

Food authenticity,

Food fraud, and

Economically motivated adulteration.



# 食品法典应对食品造假      Food Fraud within the “Codex Mandate”



- ❑ 欺骗消费者，影响食品贸易公平性 Food Fraud leads to consumer deception and leads therefore to UNFAIR practices in food trade.
- ❑ 影响食品真实性与完整性 It alters **food authenticity** and impacts food integrity
- ❑ 公共卫生 It can have **Public Health** Repercussions: It ceases to be “hidden”



# THE IMPACT OF FOOD FRAUD ON CHINA

IGNING WU  
SA CHINA

EU-CHINA  
FORUM ON  
FOOD SAFETY

WHAT'S  
HAPPENING?

WE HAVE  
BEST  
TECTION

CHINA

OUR GOAL:

EMA  
MORE  
CONCERN  
HEALTH  
RISK

PUBLIC  
CONCERN

QUALITY  
SAFETY  
FOOD  
INTEGRITY  
AUTHENTICITY

NON-EDIBLE  
MATERIAL

BLACK  
LIST  
X

EU

AUTHENTICITY

US:

INTENTIONAL  
ADULTERATION

Here's  
WHAT WE'RE  
DOING:

RESPONSIBILITY  
OF FOOD PRODUCERS

SCIENTIFIC  
RESEARCH

NEED MORE  
INTERNATIONAL  
CO-OPERATION

WE NEED  
MORE  
RESEARCH

TAKE  
SERIO

REGULA

BLACK LIST:  
NON-EDIBLE  
SUBSTANCES  
IN FOOD:  
EASILY  
ABUSED

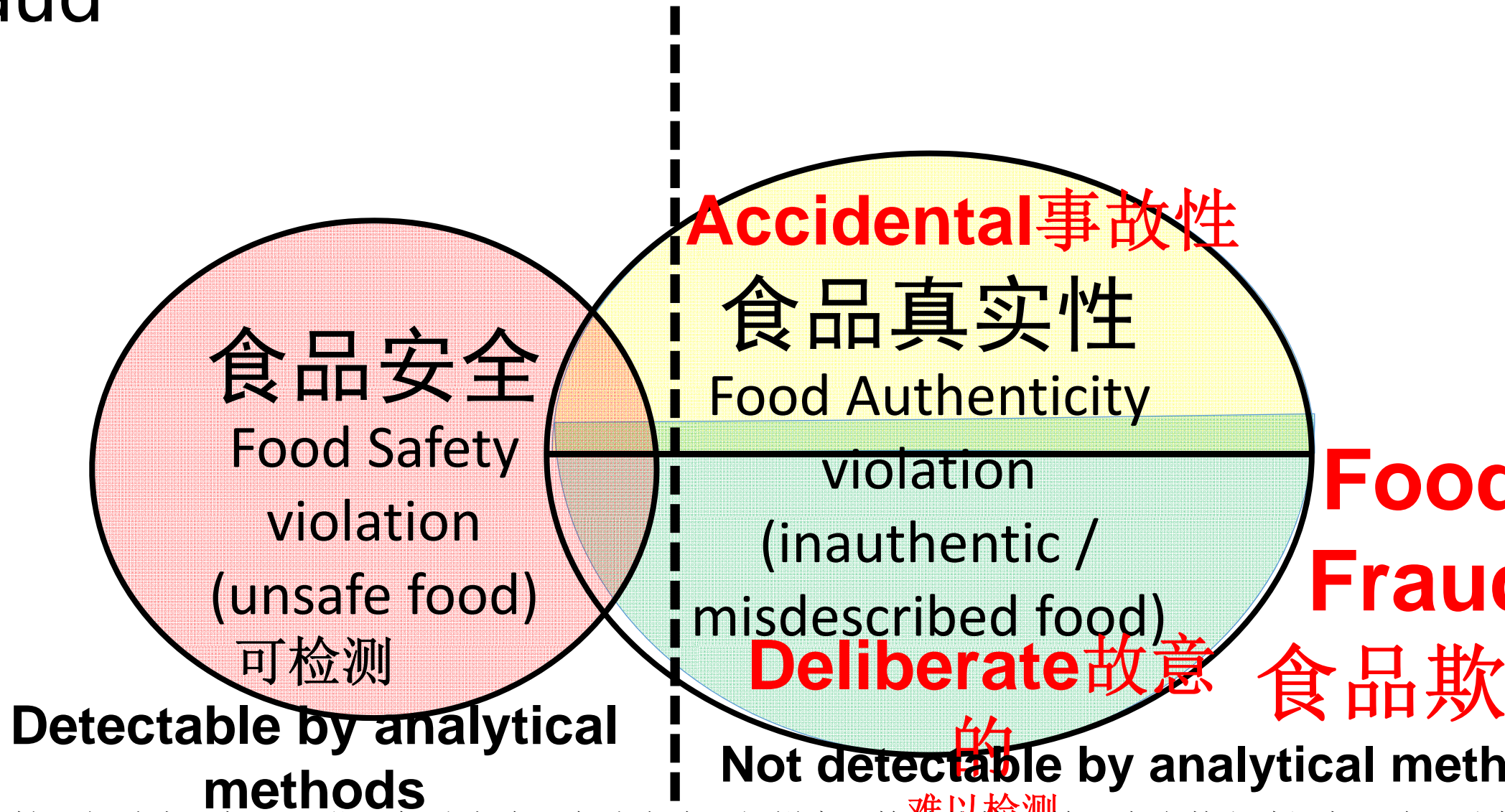
CFR  
AGAIN  
FOOD  
FRA

48 NON  
1 CHEMICAL

FOOD FRAUD 2017  
GLOBAL UNDERSTANDING



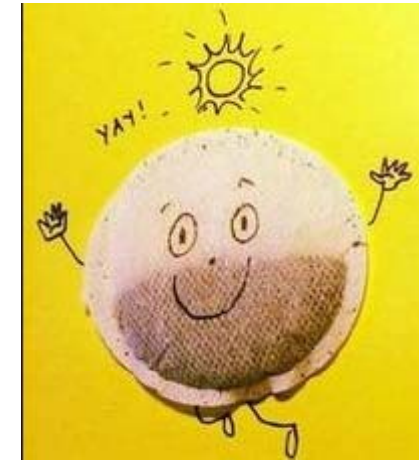
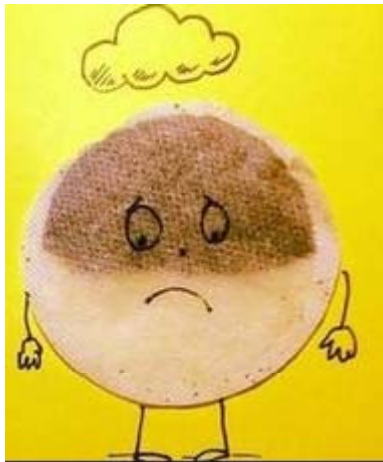
# Food safety, food authenticity, and food fraud



食品真实性，如种类、加工工艺、年份声称、产地声称、新鲜度、掺兑物检测等，大多数方法还都没有形成标准，**难以检测**。



Food  
Fraud  
消极负面

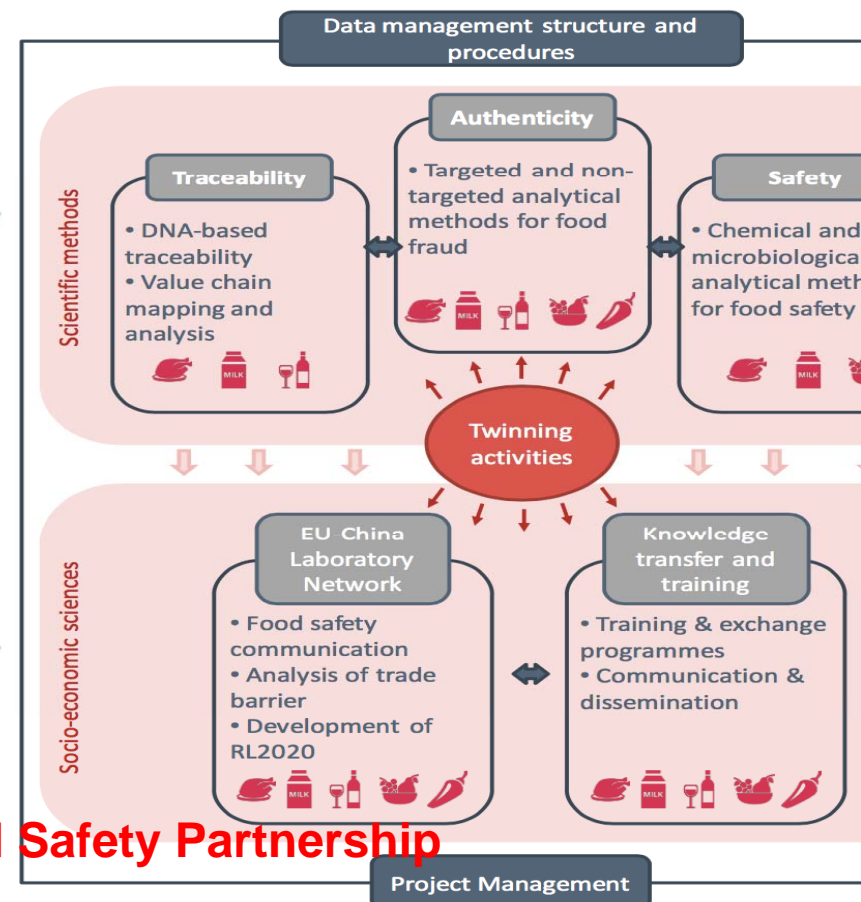
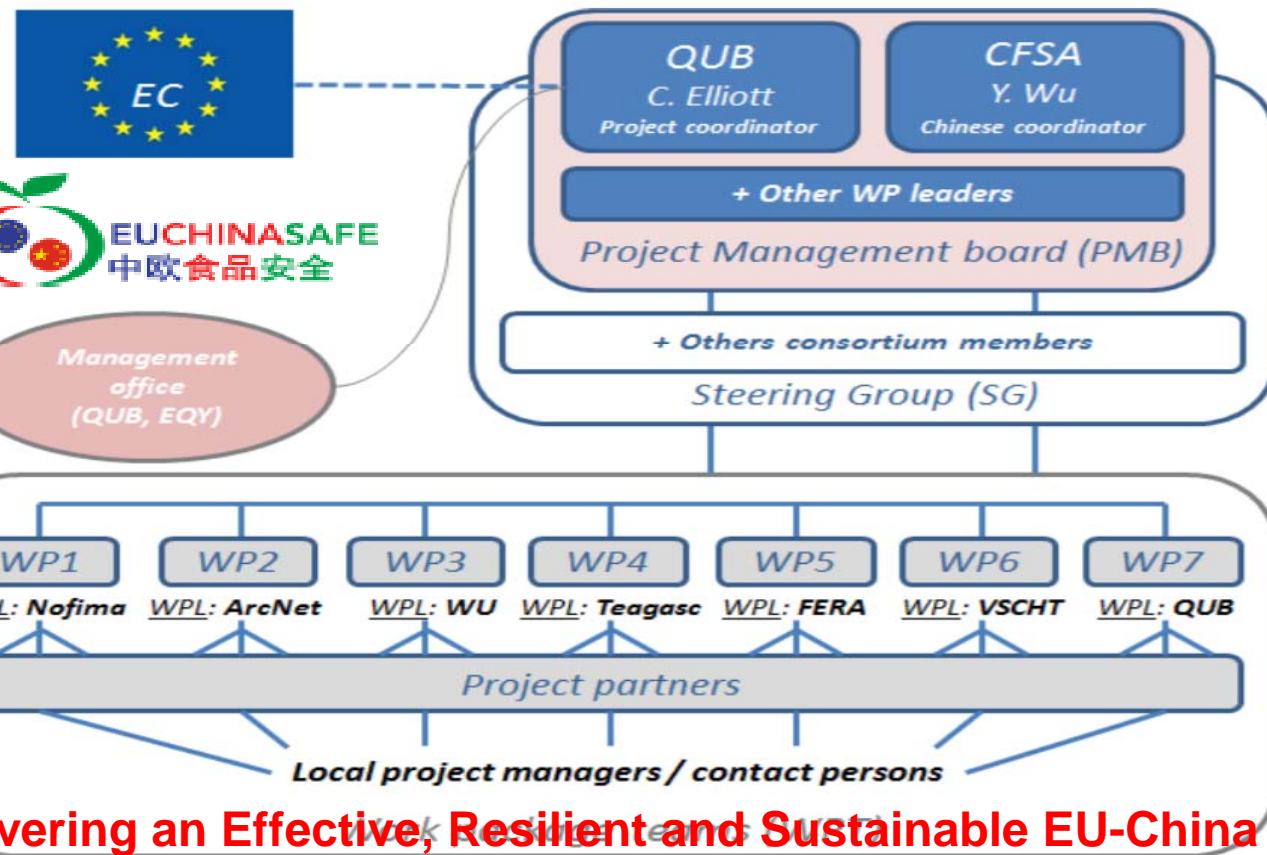


Food  
Authenticity

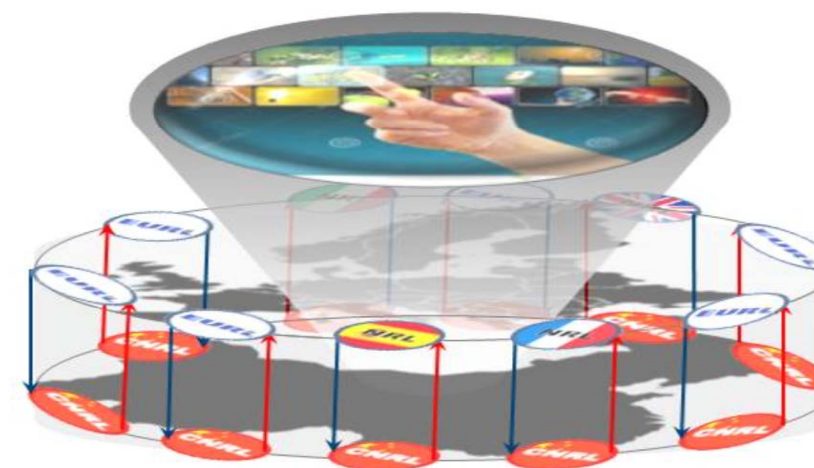
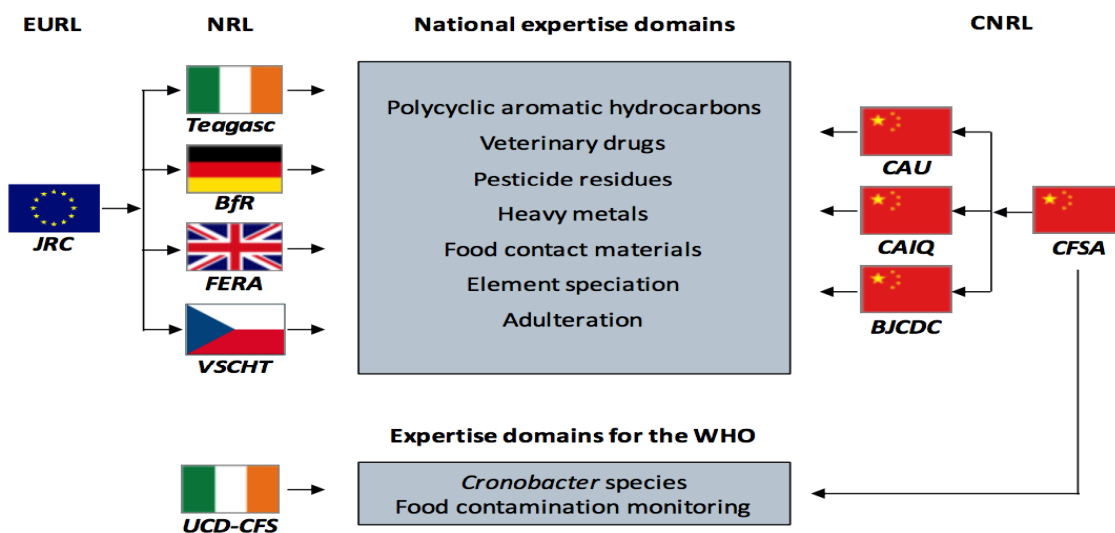
积极正面

消费信心的提振不是来自于告诉消费者有多少食品是假的，和  
度多少，而是应告知消费者**哪些是安全的、哪些是真的**





## Building an Effective, Resilient and Sustainable EU-China Food Safety Partnership





# 中国食品科学技术学会食品真实性与溯源分会成立会

2018. 4. 1

嘉賓樓



*The U.S. Pharmacopeial Convention*

## ***Award for Outstanding Contribution to USP Standards***

*is presented to*

**Dr. Yongning Wu**

*Member of the*

### **Food Ingredients Intentional Adulterants Expert Panel**

For outstanding contributions to the standard setting activity and the substantial and extensive contributions made to the field of food fraud that helped to shape the direction of USP's work in this area.

*Gooden*  
Wes, M.D., M.P.H.  
USP Convention

*Thomas B. Temple, R.S. Pharm., M.S., F.A.P.S.*  
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*Donald T. Furumori, Ph.D.*  
Chief Executive Officer



# China Food Safety System Reformation: One Market Regulation



国家市场监督管理总局

State Administration for Market  
Regulation (SAMR)

国家药品监督管理局

National Medical Products Administration



国家知识产权局

NATIONAL INTELLECTUAL PROPERTY ADMINISTRATION, P.R.C



国家工商总局 State Administration for  
Industry and Commerce (SAIC)



国家食药总局 China Food and Drug  
Administration (CFDA)



国家质检总局 General Administration

Quality Supervision,

Inspection and Quarantine (AQSIQ)



中华人民共和国海关总署

GENERAL ADMINISTRATION OF CUSTOMS, P. R. C



# 中国食品安全体系 China Food Safety System : Second Reformation

国务院食品安全委员会 Food Safety Commission (FSC),

国家卫生健康委员会 NHC



国家食品安全风险评估中心  
China National Center for Food Safety Risk Assessment

- 风险评估 Risk Assessment
- 风险监测 Monitor-Planning
- 国家标准 Set up National Standard
- “三新” Novel Ingredients for Food , Additives, Contact Materials

国家市场监督管理总局 SAMR and FSC Office 食品安全办公室

综合协调 , 加工、流通与消费 Coordination, Enforcement on Food and Food Additives, Food Materials in Production, Trade & Consumption, **the Black List**

农业农村部 MOAR

- 种养殖 Plant and Animal
- 屠宰 Slaughter
- 农业投入品 Agrochemicals ( 农兽药 Pesticides, VD), 饲料 feed etc.

国家海关总署 GACC

- 进出口食品 Import & Export Food

公安部 Police

- 食品犯罪 Food Crime

工信部 Industry

商务部 Commerce

粮食物资储备局

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NHC: National Health Commission;  
SAMR: State Administration for Market Regulation;

MOAR: Ministry of Agriculture and Rural Affairs  
GACC: General Administration of Customs

# Codex Led the Transition in Food Safety Management Internationally



**风险减低水平**Level of risk reduction:  
**并不总是满意**Not always satisfactory



**风险减低水平**Level of risk reduction:  
**得到改善**Improved