International Co-governance of Food Safety

YANG Binbin
Import & Export Food Safety Bureau, AQSIQ
ASEM meeting
Brussels, 11/11/2015
1. Authorities & Legal System
2. Imp&Exp food safety control
3. International Co-governance
Organization Structure of China Food Safety Regulator

State Council

MOA (Ministry of Agriculture)
- Primary Agricultural Products

NHFPC (National Health and Family Planning Committee)
- Risk Monitoring & Analysis
- National Standard (together with CFDA)
- Safety Evaluation of New Food and New Material

AQSIQ (General Administration of Quality Supervision, Inspection and Quarantine)
- Food Import and Export
- Food related products (e.g. food contact materials)

CFDA (China Food and Drug Administration)
- Food Processing
- Distribution, Catering

Food safety Committee

Food Safety office

Coordinator of central regulators

local agencies
In 2001, State Council of the China established AQSIQ, which is in charge of quality, metrology, entry-exit commodity inspection, entry-exit health quarantine, entry-exit animal and plant quarantine, import & export food safety, certification and accreditation, standardization and so on.

AQSIQ is a ministerial-level administration and directly reports to the State Council of China.
20 departments

General Office

other departments ……

provincial branches

35 Provincial Local CIQs

31 Provincial Quality and Technical Surveillance Bureaus

local branches

299 Branches and 398 Offices, 452 labs, more than 30,000 staffs.

Certification and Accreditation Administration (CNCA)

State Administration of Standardization (SAC)

Bureau of Import and Export Food Safety

Department of Animal and Plant Quarantine
Laws

- **Food Safety Law**
  - The new amended Law: enter into force from **Oct 1st, 2015**
  - **10 Chapters, 154 Articles** (50 more than the previous)
  - “strictest in history”
  - Chapter 6 Import and Export Food (11 Articles)

- Law of **Import and Export Commodity Inspection**
- Law of **Entry and Exit Animal and Plant Quarantine**
- **Product Quality Law**
- **Quality Safety of Agri-Products Law**
- **Standardization Law**
- ......
Legal System

- Laws

- Regulations
  - Regulation for the Implementation of Food Safety Law
  - Regulation for the Implementation of the Law on Import and Export Commodity Inspection
  - Regulation for the Implementation of the Law on Entry and Exit Animal and Plant Quarantine
  - Regulation for the Implementation of the Standardization Law
  - The State Council’s Special Regulation on Strengthening surveillance of Product Safety and Food Safety
  - Pesticide Management Regulation
  - Veterinary drugs management Regulation
  - ......
Legal System

Laws

Regulations

Rules

- Administrative Rule on **System of Risk Alert and Quick Response on Entry-Exit Inspection and Quarantine**
- Administrative Rule on **Labels** for Import and Export Food
- Administrative Rule on the **Sanitation Registration of Export Food Processing Establishments** and Rule on **Registration of Foreign Establishments**
- Administrative Rule on Chinese **Processors Applying for Registration in Importing Countries**
- Administrative Rule on Inspection and Quarantine of Import and Export **Meat Products**
- Administrative Rule on Inspection and Quarantine of Import And Export **Aquatic Products**
Standards

- Laws
- Regulations
- Rules
- Standards

Food safety standards system

- National standards
- Industry standards
- Local standards
- Company standards
On Nov 8, Vice Minister JIN Xiaotao of NHFPC:

-- NHFPC has reviewed about 5000 food standards;
-- released 636 new national food safety standards (possibly 1000 to be released before the end of 2015)

The reshuffling:

-- cover all food categories
-- integration of food standards
1. Authorities & Legal System

2. Imp&Exp food safety control

3. International Co-governance
2. Control System of Imp & Exp Food

Import Food Safety Control

• Risk based, in line with international practices

• 3 main links: **before** entry, **when** entry, **after** entry
For high risk food, market access is a precondition.

Registration of foreign processing establishment (meat, fishery, dairy, etc)

For high risk food, a Permit is necessary before trade (meat, some fishery and plant products, etc)

Exporter (and/or agent), Importer to be registered before doing business

Importer to verify its oversea supplier: food safety control capacity

【Meat for example】 procedure of market access:
(1) Authority of export side apply to AQSIQ in written. Based on disease status, AQSIQ decides whether or not to start the procedure. If yes, a Questionnaire will be provided to the export side.

verification safety control capacity
2. Control System of Imp & Exp Food

**Import** Food Safety Control

1. **Before entry**
2. **When entry**
3. **After entry**

- For high risk food, market access is a precondition

(2) Export side provides **technical documents** (incl. veterinary and public health legal system, regulatory system, product info, residue control, disease control, ...)

(3) AQSIQ makes **risk analysis and evaluation** of those documents. If the risk level is deemed acceptable, AQSIQ send expert team for on-spot audit;
2. Control System of Imp & Exp Food

**Import Food Safety Control**

**Before entry**
- Market Access
  - For high risk food, market access is a precondition

**When entry**
- Registration of foreign processing establishment (meat, fishery, dairy, etc)
- Quarantine Permit
  - For high risk food, a Permit is necessary before trade (meat, some fishery and plant products, etc)

**After entry**
- Traders Registration
  - Exporter (and/or agent), Importer to be registered before doing business
- Importer’s verification
  - Importer to verify its oversea supplier: food safety control capacity

(4) Both side sign *Protocol* of inspection and quarantine, agree with the *Health Certificate*;
(5) AQSIQ/CNCA register the processing establishments.
2. Control System of Imp & Exp Food

**Import Food Safety Control**

1. Before entry
   - Market Access
   - Establishment Registration
   - Quarantine Permit
   - Traders Registration
   - Importer's verification

2. When entry
   - For high risk food, market access is a precondition
   - Registration of foreign processing establishment (meat, fishery, dairy, etc)
   - For high risk food, a Permit is necessary before trade (meat, some fishery and plant products, etc)
   - Exporter (and/or agent), Importer to be registered before doing business

3. After entry
   - Importer to verify its oversea supplier: food safety control capacity
2. Control System of Imp & Exp Food

**Import** Food Safety Control

**Before entry**
- I&Q in the port
- Monitoring
- Risk Alert & Communication
- Labeling

**When entry**
- Inspection and Quarantine in the port.
- Annual monitoring plan
- Unqualified: to be publicized on website and notified to exporting side if necessary
- Risk alert when necessary
- Chinese label is needed

**After entry**
2. Control System of Imp & Exp Food

**Import** Food Safety Control

1. **Before entry**
   - Importer is responsible for a true and timely record of importing and selling

2. **When entry**
   - Reputation of companies (good/bad reputation) is recorded and publicized.
   - Companies with bad reputation: subject to stricter regulatory

3. **After entry**
   - Importer record
   - Company reputation record

- Company Reputation Record
2. Control System of Imp & Exp Food

Export Food Safety Control:
prevention first, full-chain monitoring (farm -> processing -> export)

1. Raw material
   - Farm registration
   - Disease monitoring of farms
   - Chemical monitoring of farms
   - Farms to be registered by CIQs
   - Monitoring plans of disease of farms
   - Annual monitoring plan of chemical in farms

2. Processing

3. Inspection & Quarantine
Export Food Safety Control:
prevention first, full-chain monitoring (farm -> processing -> export)

1. **Raw material**
2. **Processing**
3. **Inspection & Quarantine**

- **Registration of Processor.** Otherwise exportation not permitted.
- **CIQ to regulate processors.** (Classified regulatory)
- **Processors to ensure quality and safety, and conduct self-check...**
2. Control System of Imp & Exp Food

Export Food Safety Control:
prevention first, full-chain monitoring (farm -> processing -> export)

1. Raw material
2. Processing
3. Inspection & Quarantine

- Inspection and Quarantine at the port before exporting
- Reputation of companies (good/bad reputation) is recorded and publicized.
- Risk Alert to be issued for CIQ's intensive regulation
- Processor to ensure traceability of export food and recall when necessary
1. Authorities & Legal System

2. Imp&Exp food safety control

3. International Co-governance
Challenges:

- Global trade: Fast growth
  2004-2013: food and agri products
  -- Global: trade volume from USD 1300 Billion to 3000 Billion, growth rate at +131%;
  -- China: USD 51.4 Billion to 185 Billion, +260%

Huge trade => **Bigger challenge** to food safety
3. International Co-governance

Challenges:
- Global trade: Fast growth
- Global supply chain: more complicated

local => global;
longer chain;
more links;
more companies/countries involved
3. International Co-governance

Challenges:
- Global trade: Fast growth
- Global supply chain: more complicated
- Food safety incidents: still occur

sluggish economy
=> profit down
=> some company cut inputs in quality & safety
=> food safety problems (even in well-known multi-national companies)
3. International Co-governance

Challenges:
- Global trade: Fast growth
- Global supply chain: more complicated
- Food safety incidents: still occur
- Non-traditional food safety problems come out

GMO
e-commerce: individuation & fragmentation of trade
intentional poisoning

......
For food to be imported into China:

In 1st half of 2015, China CIQs found:

- **1255 shipments** of disqualified food
- **from 57 countries/regions**
- **in the categories of**: beverages, cakes, grains, candy, fishery, alcohol drinks, dairy, condiment, nuts, tea ...
- **with problems of**: additive, microbiology, chemical, quality, label, certificate, document, package, inedible substances, unapproved GMO or ingredients
- **addtive, microbiology, chemical problems**: account for 48.0%
3. International Co-governance

- Food safety ≠ the business of only importing side!
- Food safety ≠ the business of only exporting side!

- Food safety = the business of all international stakeholders
3. International Co-governance

- AQSIQ commits to promote "International co-governance" of food safety in:
  -- strengthen the cooperation with international organizations;
  -- strengthen the cooperation with foreign governments;
  -- strengthen the cooperation with industry.
AQSIQ with **international organizations:**

- **CAC:** visited in 2011; Mrs. Awilo Ochieng Pernet visited in 2015;
  * China chairs 2 CAC committees:
  - Codex Committee on Food Additives (CCFA): Professor CHEN Junshi
  - Codex Committee on Pesticide Residues (CCPR): Professor QIAO Xiongwu

- **OIE:** annual meeting

- **IPPC:** visited in 2011

- **APEC:** (next page)
3. International Co-governance

AQSIQ with **international organizations:**

- **APEC Food Safety Cooperation Forum (FSCF)**
  - Est. in 2007; Plenary meeting every 2 years
  - The only regulatory cooperation platform of food safety in APEC.

- **Co-Chaired by China and Australia:**
  -- Dr. LIN Wei, Director General, Import & Export Food Safety Bureau, AQSIQ
  -- Mr. Steve McCutcheon, CEO, Food Standards Australia New Zealand (FSANZ)
3. International Co-governance

AQSIQ with **international organizations:**

- 5th MEETING OF APEC/FSCF
- Aug 26, 2015,
- Cebu, philippines
3. International Co-governance

AQSIQ with foreign governments:

- Pays high attention to the cooperation with CAs of main food trading partners.

Have cooperation mechanism with:

-- EU, US, Korea, Japan, Canada, ASEAN, Australia, New Zealand, ......

-- **200 +** food safety related cooperative documents with trading partners
AQSIQ with foreign governments:

AQSIQ-SANTE cooperation

- Nov. 5: 10th High Level Meeting between Minister ZHI Shuping and Commissioner Vytenis Andriukaitis

- Oct 29: 10th Food Safety and SPS Working Group Meeting (co-chaired by DDG BI Kexin and Mr. Andrea DIONISI and Dr. Mr Jacky LE GOSLES,)
AQSIQ with foreign governments:

AQSIQ-SANTE cooperation

- Nov 2nd, in Beijing, Trilateral Food Safety Meeting between AQSIQ, DG SANTE and USFDA -- The first time for the 3 parties having food safety meeting
- The three parties agreed:
  - to establish cooperation mechanism;
  - to strengthen cooperation of food safety info, tech and regulation;
  - to hold tri-party meeting and seminar;
AQSIQ with foreign governments (Multilateral):

On 3 November, in Beijing, China, European Union, Belarus, Kazakhstan, Mongolia and Russia held a High-level Dialogue on the "Belt and Road" Food Safety Cooperation.
3. International Co-governance

AQSIQ with foreign governments (Multilateral):

- High-level Dialogue on the "Belt and Road" Food Safety Cooperation:
  All parties agreed to:
  -- jointly commit to take actions to facilitate food trade (including transit of food);
  -- develop a Asia-Europe food safety partnership;
  -- set up special working group(s);
  -- welcome more parties to join in for better international co-governance
AQSIQ with **industry:**

- March 27, Boao Asian Forum-Food Safety Subforum
  - Topic: "**Global co-governance**"
  - Minister ZHI Shuping, AQSIQ
  - Mrs. Awilo Ochieng Pernet, CAC
  - Giant multinational food companies ......
AQSIIQ with **industry:**

- The APEC High-Level Regulator Industry Dialogue on Food Safety (Sep 12, 2014, Beijing)
3. International Co-governance

But, what we've done is far from enough......

International Co-governance is a must.

1. Mutual trust and negotiation.
   -- to est gov-gov negotiation mechanisim;
   -- to est interactive platforms between gov-intl bodies & gov-industry;
   -- to resolve problems through more communications and interactivities
3. International Co-governance

2. co-build and co-enjoy

- **Govs, Intl organizations, industry:**
  - to co-build a global food safety assurance system (esp. risk alert and rapid response system);
  - to maintain order of global food trade together;
  - to conduct tech R&D;

- **For developed economies:**
  - to pay more attention to food safety capacity building in developing economies and providing more tech support
3. International Co-governance

- Govs, enterprises, consumers, media and the whole society of ALL countries and regions:
  -- To build a Global "Community of Common Destiny" of food safety
  -- To achieve the goal of "global consumers to enjoy safe food".
Thank You!

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