

食物安全中心

Centre for Food Safety

成立一周年
The First Year





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食物環境衛生署署長 序言

監控食物鏈各個環節，在運作方式、文化和思維方面的根本轉變。

在推行食物安全方面，中心重視政府、業界和消費者三方面的積極合作，並致力促進各方的溝通。我們深信三方合作和努力是成功的關鍵，因為只有三方面都盡好責任，食物安全的工作才能取得最佳成績。由於香港高度倚賴進口食品，我們益發重視溝通和聯繫網絡，並有不少人員負責與香港、內地和海外的伙伴保持緊密聯繫。

香港市民對政府的食物安全工作寄望甚殷。食物事故比從前更受公眾關注及經常成為新聞頭條，而食物安全事宜亦在政府的議事日程中，佔有更顯著的位置。食物環境衛生署轄下的食物安全中心(中心)於二零零六年五月二日成立，以加強規管食物安全的職能，以及回應市民對提高食物安全水平的期望。我很高興獲委派肩負這項重任，並樂意接受這項挑戰。

香港九成以上的食物是進口的，而來自世界各地的不同食物種類多不勝數，因此，促進香港的食物安全是一項既獨特又複雜的工作。政府在構思本地的食物安全監控制度時，注意到要在規管食物和維持食物供應的多樣化和穩定性之間取得平衡。成立食物安全中心是政府為完成這項使命所邁出的重要一步，而並非光為以往人員和架構換個名字。中心的設立標誌著為有效

“我很高興獲委派肩負這項重任，並樂意接受這項挑戰。”

過去一年，中心一直在進步，有些工作得到成績，有些則仍有改善的空間。傳媒和市民對不同食物事故的反應，使加快發放資訊和廣泛宣傳整套食物安全監控概念的工作更形迫切。我們在提高消費者食物安全意識的同時，也必須小心，避免令市民對食物事故反應過敏。我們需要在有效分享資訊和溝通方面加倍努力，以及確保與食物鏈有關的各個界別均全面參與。中心十分重視有關人士的意見，亦經常認真檢討工作表現。中心在運作的第一年已採取多項主要措施，為改善現行規管架構奠定基礎，以建立更有效的食物安全監控制度及設計進取的公眾教育和宣傳計劃。

Foreword by the Director of Food and Environmental Hygiene

The people of Hong Kong have high expectations on what the Government can do to ensure food safety. More now than ever before, food incidents are catching the public's attention and making popular news headlines, and food safety issues are taking a more prominent place in the Government's agenda. The Centre for Food Safety (CFS) was established on 2nd May 2006, under the Food and Environmental Hygiene Department, to enhance food safety regulatory functions and to meet the growing public expectation for better food safety standards. I am delighted to have been charged with this responsibility, which has been both a challenge and a pleasure.

“I am delighted to have been charged with this responsibility, which has been both a challenge and a pleasure.”

Hong Kong imports over 90% of its food, and with the sheer diversity of food that comes from around the world, promoting food safety in Hong Kong is a unique and complicated task. In devising the local food safety control regime, the Government is mindful of striking a balance between regulation and the maintenance of the variety and stability of the food supply. The setting up of the CFS, a major step of the Government to fulfil this

mission, was far from being just the renaming of the former staff and structure. The creation of the CFS heralds a fundamental shift in the approach, culture and mentality to realise effective control along the whole food chain.

In promoting food safety, the CFS emphasizes tripartite collaboration among the Government, the food trade and the consumers. The CFS seeks to bring about transparent communications among all stakeholders. We strongly believe that cooperation and efforts from all three parties are indispensable because the key to the highest food standard can be obtained only if each party bears its own responsibilities. With Hong Kong's heavy reliance on imported food, we are increasingly stressing the importance of communications and networks, and many of our staff are involved in communicating with our partners, in Hong Kong, in the Mainland, and overseas.

In the past year, the Centre has been making progress, with accomplishments in some areas, and valuable lessons learnt in others. Responses of the media and the public to different food incidents have accentuated the need for swift information flow and for comprehensive publicity on the whole concept of food safety control. While we need to increase consumers' awareness on food safety, we have to be cautious not to make people overreact to food incidents. More efforts are demanded of us to share information, communicate more effectively and to ensure that stakeholders in the food chain fully participate.

“**我清楚**知道還有很多工作尚待處理，但中心運作一年汲取了經驗，我深信中心定能更得心應手應付未來的挑戰。”

本報告回顧了中心過去一年在不同工作範疇上的進展和成績，並闡述未來的主要工作。我清楚知道還有很多工作尚待處理，但中心運作一年汲取了經驗，我深信中心定能更得心應手應付未來的挑戰。

食物環境衛生署署長
陳育德





The Centre takes the views of our stakeholders seriously and we always critically reflect on our performance. In the first year of operation, the CFS has taken major steps to lay the foundation to revamp our existing regulatory framework, to build up a more effective food safety control regime and to devise a proactive public education and publicity programme.

“I am fully aware that there is still much work to be done but I am confident that, with the experience gained in its first year, the CFS will mature and take great strides in meeting future challenges.”

This report reflects on the progress and achievements of the CFS in different areas in the past year and sets out the Centre’s major upcoming initiatives. I am fully aware that there is still much work to be done but I am confident that, with the experience gained in its first year, the CFS will mature and take great strides in meeting future challenges.

Mr Eddy Chan

Director of Food and Environmental Hygiene





食物安全 專員的話

確保食物安全的工作既是一門科學，也是一門藝術。不論我們風險評估的能力在科學上有多強，我們仍須有效地把信息傳達給市民，而箇中技巧實不容忽視。食物安全管理亦以人為本。我們有賴專心致志的專業人員協助建立和執行食物安全規管制度，負責任的業界確保售賣的食品可供安全食用，以及擁有足夠資訊的消費者，謹慎選購安全和有益健康的食物及採取減低風險的措施。

食物安全中心(中心)雖然只處於發展初期，但一直致力在本港的食物安全管理工作方面建立權威，並就其世界伙伴的角色，積極作出貢獻。為一個新組織掌舵，訂立工作策略和方針，誠非易事。在中心成立首年，與一眾堅守崗位的同事並肩克服種種挑戰，是難忘的經歷。不論順境逆境，我們都認真聽取每個意見和積極面對每宗食物事故，從中汲取教訓，力求進步。

食品貿易的全球化、食品科技的長足發展、資訊的急速流通，以至消費者對食物安全的期望日高，這些發展都使食物安全管理工作日富挑戰性。這些變化同時帶來了革新的契機。中心有由多個界別的人員組成的隊伍，包括公共衛生醫生、獸醫、食物科學專業人員、衛生督察等，為確保食物安全和保障公眾衛生的工作帶來協同作用。

“確保食物安全的工作既是一門科學，也是一門藝術。食物安全管理亦以人為本。”

中心全體人員經歷了風高浪急的第一年。這些經驗令我們更為了解各方的關注，並且更有能力處理這些問題。前路雖漫長，我們成竹在胸，要為市民提供更好的服務，與業界和消費者共同努力，以保持和提升公眾對香港食物安全的信心為目標。

食物安全專員
麥倩屏醫生

Message from the Controller, Centre for Food Safety

The Centre for Food Safety (CFS), albeit at its infancy, has been establishing itself as both a credible figure in the local food safety arena and an active global partner. Setting strategies and directions, steering a new organisation is never an easy task. Overcoming the many challenges hand in hand with my team of devoted colleagues in the first year of the CFS has been most memorable. The CFS has faced ups and downs, and we have been taking every comment and incident positively, striving to learn and to improve.

With globalisation of the food trade, advancement in food technology, rapid information flow and heightened consumers' expectations, the work of food safety management has become increasingly challenging. But it has also brought about opportunities for change. We have a multi-disciplinary team, including public health physicians, veterinarians, food scientists and health inspectors, for synergy over food safety and public health protection.

Ensuring food safety is both a science and an art. No matter how scientifically strong our risk assessment capability is, messages need to be effectively communicated to our audience and the skills involved should never be underestimated. Food safety management is also about people. It is about committed professional helping to build up and implement the food safety regime, responsible food traders ensuring that only safe food is on sale, and well-informed consumers making safe and healthy food choices, and adopting risk reduction practices.

Members of the CFS have all gone through a steep learning curve in the first year. We have through our experience not only better understood the concerns of our stakeholders, but also have been better equipped to address these concerns. There is still a long way down the road, but we are ready to further improve our service to the public, and to work with the trade and the consumers with the goal of maintaining and enhancing public confidence in food safety in Hong Kong.

“Ensuring food safety is both a science and an art. Food safety management is also about people.”

*Dr SP Mak
Controller, Centre for Food Safety*

理想與使命

理想

致力成為各方信賴的食物監管領導機構，保障市民健康。

使命

通過政府、食物業界和消費者三方面合作，確保在香港出售的食物安全和適宜食用。

核 心 價 值

- 正 直 誠 信
- 公 平 公 正
- 追 求 成 效
- 專 業 敬 業
- 積 極 回 應
- 公 開 透 明

Vision and Mission

Vision

To be a leading food authority that commands the confidence of all stakeholders in protecting the health of the people.

Mission

To ensure food sold in Hong Kong is safe and fit for consumption through tripartite collaboration among the Government, food trade and consumers.

Core Values

- Integrity
- Fairness
- Effectiveness
- Professionalism
- Responsiveness
- Transparency



第一章

國際透視

- 全球變化
- 食物安全架構的全球趨勢
- 香港：七百萬人的美食大都會

Chapter 1

An International Perspective

- Global Changes
- Global Trends in Food Safety Framework
- Hong Kong: A Gastronomic Melting Pot for 7 Million People





全球 變化

我們現正目睹世界經歷着前所未有的變化，而食物業是變化最快速的行業之一。本港的食物安全監控工作與世界各地息息相關，國際形勢實不容忽視。

過去十年，食物安全事故和由食物傳播的疾病時有發生，世界各地無一幸免，公眾健康和社會都因而受到影響。近年，由食物傳播的疾病和動物疫症(例如禽流感)而引起的重大事故，令人關注到現行食物安全監控制度是否能夠保障消費者；食物安全和食物行業的規管架構也因而逐漸成為關注焦點。

此外，公眾日漸關注微生物危害、化學品污染、不適當使用食物添加劑、除害劑和獸藥，以及消費者對與飲食有關的健康問題日益重視，皆使食物安全監控制度進一步備受注視。近期引起關注的食物安全事例有：

- 瘋牛症或牛海綿體病
- 菠菜沙律受O157大腸桿菌污染
- 多種食品含蘇丹紅

“**食物**安全既是衛生事宜，又是貿易事宜，備受全球關注。不過，人們必須明白一點，就是在食物安全範疇上沒有零風險這回事，食物事故必然會發生。食物安全中心必須協助消費者理解這一概念，好讓他們可以保護自己。”

食品法典委員會主席
Claude Mosha博士

食物生產和監控的以下幾個特點，令食物安全問題更趨複雜：

食物供應全球化

現時一個國家生產的食物可運往地球的另一端供人食用。結果是有更多種類的高質素食物能夠以可承受的價格出售，甚至有助提升市民的營養和健康水平，但食物供應全球化亦對食物的安全生產和銷售方式帶來前所未見的挑戰。新的食品(即並非傳統上地方膳食的食物)現在亦經常在市面出售。

城市化

地方越來越城市化，令食物在運輸、貯存和配製方面的需求增加。越來越多人遷離農業區，食物鏈由是加長，而由食物引致的危害的風險也無可避免地增加。



Global Changes

We are now witnessing a most profound and dynamic changing world and the food industry is one of the fastest changing industries. It is not possible to ignore the international context in which our local food safety control takes place.

Over the past decade, no continent has been spared of the occurrence of food incidents and outbreaks of food-borne disease, and the relevant public health and social impact. Recent dramatic episodes of food-borne diseases as well as animal disease outbreaks, such as avian influenza, have raised concerns about the effectiveness of current food safety control systems in protecting consumers, and have thus sparked increased focus on the regulatory frameworks that govern food safety and the food trade.

Furthermore, concerns over microbiological hazards, chemical contaminants, the inappropriate use of food additives, pesticides and veterinary drugs, as well as heightened consumer interests in diet-related health issues, have further raised the profile of food safety control systems. Some examples of recent food safety concerns include:

- **Mad cow disease or bovine spongiform encephalopathy**
- **Spinach salad contaminated with *E.Coli* O 157 bacteria**
- **Sudan dyes in various food products**

“Food safety commands major global attention as both a health and trade issue. However, one must appreciate that there is no such thing as zero risk in food safety, and food incidents are bound to happen. It is important for the Centre for Food Safety to help consumers to understand this idea for them to play a part in protecting themselves.”

Dr Claude Moshia

Chairperson of the Codex Alimentarius Commission

Several important aspects of food production and control have contributed to the increasing complexity of food safety issues:

Globalisation of food supply

Nowadays food grown in one country can be transported and consumed halfway across the world. Whilst this results in a wider variety of high quality foods being accessible, affordable, even improving nutritional status and health, it also presents challenges unseen before for safe food production and distribution. Novel foods (i.e. foods that have not traditionally formed part of the local diet) now appear regularly.



生活水平和生活習慣的改變

城市人的飲食習慣改變，意味“快餐文化”漸趨流行，以及市民經常出外用膳或進食由食店製備的食物。涉及食店的食物事故自然會增加，對市民的影響亦較過往廣泛。

密集式飼養禽畜

畜牧者力求以更具效率和成本效益的方式飼養更多禽畜，導致過分使用低成本的密集式飼養方法，這不只不利禽畜健康，還會造成環境污染，最終引致食物安全問題。差劣的禽畜飼養方法所引起的問題包括導致由食物傳播的疾病(例如沙門氏菌和胚胎彎曲桿菌感染)、禽畜含過量殘餘獸藥和引致人類對藥物有抗藥性。另一方面，當禽流感成為全球健康和食物安全的重要議題時，提高生物安全水平，例如分隔飼養家禽和水禽，已被認定是有助防止禽流感爆發的方法。

科技與大量生產加工食品

科技在各方面改變世界，在食品工業方面也不例外。新科技例如基因工程和輻照技術或可提高農業生產，但還需持續研究其所帶來的影響。科技進步令越來越多加工食品能夠以更低的成本製造，及有更長的保質期；即食食物因此可保持新鮮，而大受消費者歡迎。不過，衡量這些發展時，我們必須顧及過度使用添加劑和化學品的問題。

食物安全架構的全球趨勢

因應上文所述的多項重大挑戰，國際間近年在更新食物安全架構方面有長足發展。

設立食物安全機關

過去十年，各國相繼設立新的食物安全機關，包括加拿大食物檢驗局(Canadian Food Inspection Agency)(一九九七年)、愛爾蘭食品安全局(Food Safety Authority of Ireland)(一九九九年)、英國的食物標準局(Food Standards Agency)(二零零零年)、新加坡的農業食品與獸醫局(Agri-Food and Veterinary Authority)(二零零零年)、日本食品安全委員會(Food Safety Commission of Japan)(二零零一年)、法國食品安全局(French Food Safety Agency)(二零零二年)、新西蘭食物安全局(New Zealand Food Safety Authority)(二零零二年)，以及歐洲食物安全局(European Food Safety Authority)(二零零四年)。這反映各國食物安全監管機構已提高警覺，應付新的食物安全問題。上述機關都以提高透明度，獲得公眾接納和信任，成為具有公信力和為人所熟悉的機構作為目標。這些機關大多是在發生重大食物安全事故後為回應公眾的關注而成立，各國政府的食物安全政策亦因此而有重大改變。

Urbanisation

Increased urbanisation has led to greater requirements for transport, storage and preparation of food. The movement of people away from primary production areas inevitably results in an elongation of the food chain with the unwanted increased potential of the introduction of food-borne hazards along this chain.

Living standards and change of lifestyles

A change in eating patterns to an urban lifestyle means that “fast food” gains popularity and people eat much of their food away from home or have food prepared by commercial operations. Food incidents taking place in food outlets naturally increase and have wider implications to the community than in the past.

Intensification of livestock production

The push to produce more livestock more efficiently and cheaply has led to an overemphasis on intense, lower cost production practices which is not conducive to animal health, generates environmental concerns, and ultimately food safety concerns. Problems arising from poor primary production practices include food-borne infections such as *Salmonellosis* and *Campylobacteriosis*, excessive veterinary drug residues and resistance to antimicrobials. On the other hand, better bio-security, such as segregation of land and water fowl production is recognized, inter alia, as an essential step to prevent the outbreak of avian influenza which dominates today’s global health and food safety agenda.

Technologies and mass production of processed foods

Technology is changing the world in different aspects, and the food industry is of no exception. New technologies such as genetic engineering and irradiation may increase agricultural production, but further on-going research on their impacts is required. Technological advances enable the manufacture of more and more processed food at lower cost with longer shelf-lives, which may appeal to consumers as ready-to-eat foods continue to stay fresh. Such development, however, must be balanced against concerns regarding excessive use of additives and chemicals.

Global Trends In Food Safety Framework

Internationally, great strides have been made in recent years with regards to updating food safety frameworks in response to the significant challenges outlined above.

Establishment of food safety authorities

In the past decade, new food safety agencies were created by different countries, such as the Canadian Food Inspection Agency (1997), the Food Safety Authority of Ireland (1999), the Food Standards Agency (UK, 2000), the Agri-Food and Veterinary Authority (Singapore, 2000), the Food Safety Commission of Japan (2001), the French Food Safety Agency (2002), the New Zealand Food Safety Authority (2002), and the European Food Safety Authority (2004). The creation points to increased awareness on the part of the regulators in tackling new

食物安全的整體策略

食物安全政策適用於整個食物業(“由農場到餐桌”)的各個範疇。“食物鏈全方位管理”政策涵蓋飼料生產、農作物生產、食品加工、貯存、運輸和零售。這個政策不但可讓食物安全當局在源頭控制食物的安全水平或盡早預防食物事故發生,亦可確保一旦發生事故,可以作出迅速和有效的回應。

持分者的角色

我們必須清楚劃定各持分者的責任。農業生產商和食物業營運者的基本責任是確保食物安全,而有關當局則應透過監察和監控制度審查他們有沒有履行責任。加強政府與食物業界的合作,對雙方都有利。政府可更妥善地監察業界,而業界也從消費信心增強中得益,以及避免經常受到嚴重食物事故和規管改革的影響。此外,消費者也有責任妥為貯存、處理和烹調食物。

追查食物來源

要成功執行食物安全法例,必須可以追查食物的來源,以及當食物可能危害消費者時,業界要負責從市場回收有關食物。營運者必須妥為保存記錄,方便追查。

風險分析


風險分析架構一直是監控食物安全的基礎。很多國家的食物安全當局均採用風險分析來制定國內的食物安全措施,並用以確保進口食物符合相同的標準,以保障公眾健康。所有食物安全監控制度的整體目的,都是以正確的科學原則和合適的風險分析為本的管理計劃,為所有監控和檢查工作提供有系統的方式,使當局能謹慎地確定檢查目標和管制資源。

統一食物標準

食品法典委員會是一個跨政府組織,統籌國際間的食物標準,其建議為世界貿易組織信納作貿易用途,而多國政府亦越來越多採納食品法典委員會的建議,用以訂定和修訂國家的食物監控制度政策和計劃。但是本港有很多食品可能未有食品法典委員會制定的標準,因而同時需要評估其他的食物標準。

法例

近期的法例與傳統上對食物安全事宜的處理和執法的看法有所不同。近期的發展是對食物安全採取橫向的處理方法,重點在於說明食物業應符合的一般原則和目標。這個食物安全理念的改變,使法例能着重於預防食物安全問題,而有別於過往被動地回應的方式。



food safety challenges. These agencies create a credible and visible body with the broad aim of increasing transparency, which in turn, bolsters public acceptance and confidence. Most of these authorities were established in response to the concerns of society stemming from major food safety incidents, which then translated into a major change in the policy within the national governments.

Integrated approach to food safety

Food safety policies apply to the whole industry from “farm to table” and across all food sectors. The “through chain management” policies cover feed production, primary production, food processing, storage, transport and retail sale. This allows the food safety authorities to have control at source or to prevent the happening of food incidents at an early stage, as well as ensuring a prompt and effective response when food incident arises.

Roles of stakeholders

It is necessary to provide a clear delineation of the responsibilities of the stakeholders. Primary producers and food operators have the primary responsibility for food safety whilst authorities audit this responsibility through surveillance and control systems. The increased collaboration between the Government and the food industry is a win-win situation. Administrations can better monitor the industry whilst the industry benefits from improved consumer confidence and not being subject to constant food crises and regulatory reform. Consumers are also responsible for ensuring that they properly store, handle and cook food.

Traceability

Successful food safety enforcement demands traceability of foods, including obligations on the food businesses to withdraw food from the market when the food may be hazardous to the consumers. Operators must also keep adequate records to facilitate this tracing.

Risk analysis

The risk analysis framework has been the cornerstone of food safety control. Many national food safety authorities use risk analysis as a tool in setting food safety measures for their population whilst ensuring that imported foods meet the same level of public health protection. The overall goal of any food safety control system is to provide a systematic approach to all control and inspection activities, through a managed programme based on sound scientific principles and appropriate risk analysis, leading to careful targeting of inspection and controlling of resources.

Harmonisation of food standards

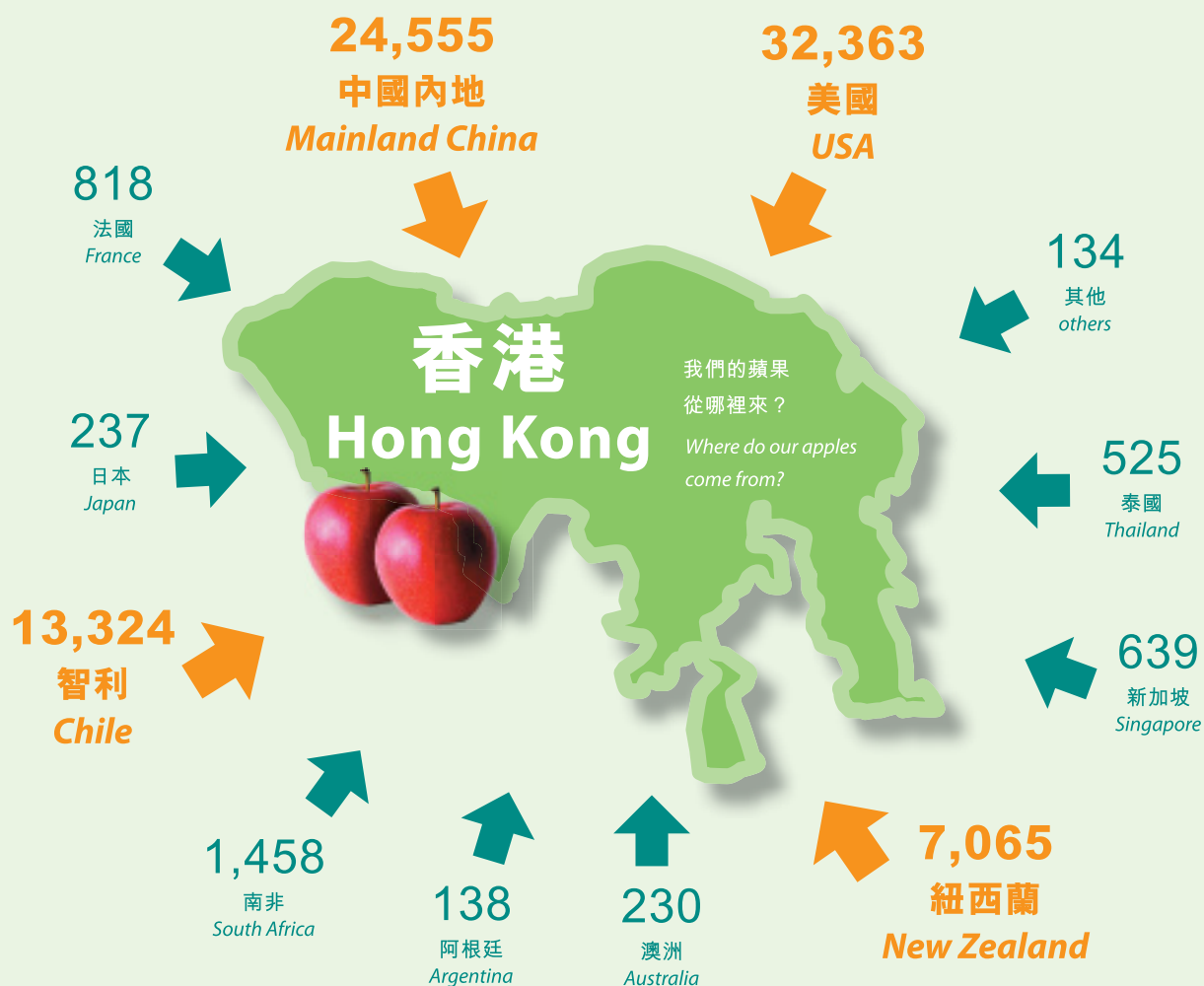
The Codex Alimentarius Commission (Codex) is an intergovernmental body that coordinates food standards at the international level. Codex recommendations, which are recognized by the World Trade Organization for trade purposes, are increasingly being used by governments to determine and refine policies and programmes under their national food control systems. It should be noted that many local food products may not have Codex standards, necessitating the assessment of other food standards in parallel.

香港：七百萬人的 美食大都會

本港超過九成的食物都是進口而來，是一個不折不扣擁有國際產品匯聚的地方。舉例來說，在二零零六年，香港進口超過32萬公噸白米、17萬8千公噸豬肉和超過1,300萬隻活家禽。以每日計算，香港市民食用超過1,400公噸蔬菜、1,620公噸水果和400萬隻禽蛋。香港是自

由港，世界各地的食品都可運往香港。我們在有機會接觸各種食品之餘，在食物安全監控制度方面亦面對極大的挑戰。

沒有一個制度可以永遠不變，上文所述的國際趨勢，反映不斷有新的挑戰出現，我們因此需要一個能應付變遷的制度。中心不斷評估本港的食物安全制度是否有效，並緊隨國際趨勢，推行多項新措施以改善情況。以下各章闡述的進展，與國際發展的方向大致相同，將載述中心為確保本港食物安全而採取的方法和計劃。



身處自由港內，香港市民經常有機會享用來自世界不同地區的食品 (2006年數字，以公噸計算)

Being in a free port, the Hong Kong population is able to enjoy food products from around the world (Figures for 2006, in tonnes)

Legislation

Recent legislation has departed from traditional views on the management and enforcement of food safety issues. Recent developments take a horizontal approach to food safety, outlining general principles and objectives that the food industry is expected to meet. This shift in food safety philosophy has enabled legislation to emphasise the prevention of food safety problems rather than taking the reactive approach of yesteryear.

Hong Kong: a Gastronomic Melting Pot for 7 Million People

With over 90% of our food being imported, it is plainly obvious that in no place is the role of international produce more relevant than

Hong Kong. For example, in 2006, Hong Kong imported over 320,000 tonnes of rice, 178,000 tonnes of pork and almost 13 million heads of live poultry. On a daily basis, we consume over 1,400 tonnes of vegetables, 1,620 tonnes of fruit and 4 million poultry eggs. By its very nature as a free port, Hong Kong receives food produce from all over the world, which means both unequalled access to food varieties and challenges to the food safety control systems.

No system can ever remain static as new and emerging challenges demand an adaptable system, which are reflected in the international trends described above. The CFS has been continuously assessing the effectiveness of the local food safety regime, and has been embarking on many initiatives to improve the situation, in pace with international trends. The progresses of the CFS elaborated in the ensuing Chapters, which are broadly in the same directions as international developments, will present a clear picture on the steps and plans of the CFS, in realizing its goal of ensuring safe food for the community.

在二零零六年，
我們每日食用：
*In 2006, each day
we consumed:*



1,620公噸水果
*1,620 tonnes of
fruits*



1,440公噸蔬菜
*1,440 tonnes of
vegetables*



50,000隻活家禽
*50,000 heads of
live poultry*



400萬隻禽蛋
*4,000,000
poultry eggs*



100公噸淡水魚
*100 tonnes of
freshwater fish*



280公噸海魚
*280 tonnes of
marine fish*



130頭活牛
*130 heads of
live cattle*



5,400頭活豬
*5,400 heads of
live pig*

2

第二章

確保進口食物的安全

- 香港獨特的食物供應情況
- 與內地當局合作
- 加強追查進口食物來源
- 加強邊境檢驗工作
- 全面的法定監控制度

Chapter 2

Ensuring Safety of Imported Food

- Hong Kong's Unique Food Supply
- Collaboration with Mainland Authorities
- Promoting Traceability of Imported Food
- Strengthening Inspection at the Border
- Comprehensive Legislative Control Regime





香港獨特的 食物供應情況

在香港出售的食物九成以上是進口食物（內地是主要來源），本港因而在食物安全管制上面對很多獨特的挑戰。我們必須進行源頭監控和在邊境管制站監察，以確保本港食物可以安全食用。中心與出口伙伴（特別是內地）緊密合作，可及早監察到食物鏈出現的問題，這是確保進口香港的食物可供安全食用的關鍵。



粵港政府代表於二零零七年五月會面，討論廣東省內銷食物出現問題時對香港的影響

Government representatives from Guangdong and Hong Kong met in May 2007 to discuss the issue of problematic food for internal consumption found in Guangdong and its impact on Hong Kong

與內地 當局合作

與內地當局緊密聯繫

我們大部分的食物都在境外生產，及不由香港有關部門直接監察。鑑於內地食物在本地市場的比重，與內地當局緊密合作日漸重要。香港與內地機關，包括國家質量監督檢驗檢疫總局（國家質檢總局）和廣東省政府，分別於二零零三年（於二零零五年更新）和二零零六年，建立通報機制。雙方現時日常都緊密溝通和合作，以更妥善地處理與內地食品有關的食物安全事故。

就蔬菜、禽蛋和魚類與內地當局 訂立行政安排

為加強對內地進口香港的蔬菜、禽蛋和淡水魚的質素監控，香港已與內地當局訂立行政安排。按照有關安排，所有內地進口的蔬菜、禽蛋和淡水魚必須來自註冊養殖場，並附有由內地有關機構簽發的衛生證明書和相關文件。



香港特別行政區政府前衛生福利及食物局常任秘書長(食物及環境衛生)尤曾家麗女士參觀廣東出入境檢驗檢疫局食物化驗所

Mrs Carrie Yau, former Permanent Secretary for Health, Welfare and Food (Food and Environmental Hygiene) of the Hong Kong Special Administrative Region Government, visiting the Food Laboratory of the Guangdong Entry-Exit Inspection and Quarantine Bureau

“香港的情況獨特，其食物供應的安全有部分是由於其他地區的食物安全規管工作。鑑於香港十分依賴進口食物，食物安全中心必須與香港的主要食物供應地當局，尤其是中國內地當局，加強聯繫與合作。”

歐洲食物安全局主席
Patrick Wall醫生

Hong Kong's Unique Food Supply

With over 90% of the food on sale in Hong Kong imported (with the Mainland as the major source), food safety control in Hong Kong is faced with many unique challenges. Control at source and monitoring at the border control points are essential for ensuring food safety in Hong Kong. Close collaboration between the CFS and exporting partners, in particular the Mainland, in monitoring at the early points of the food chain, is crucial to ensuring that only safe food enters the local market.

“Hong Kong is in the unique situation that the safety of its food supply is in part dependent on the food safety controls in other jurisdictions. With Hong Kong’s heavy reliance on imported food, it is essential for the Centre for Food Safety to strengthen its liaison and collaboration with authorities of its major food suppliers, in particular those of Mainland China.”

*Dr Patrick Wall
Chairman, European Food Safety Authority*

Collaboration with Mainland Authorities

Close liaison with Mainland Authorities

Since most of our food is produced outside Hong Kong and such production is not under the direct monitor of the Hong Kong authorities, it has become increasingly important to work more closely with the Mainland authorities given the share taken up by Mainland food in the local market. Notification mechanisms with the relevant Mainland authorities, including the State General Administration for Quality Supervision, Inspection and Quarantine (AQSIQ) and the Guangdong Provincial Government, were established in 2003 (updated in 2005) and 2006 respectively. Close communication and collaboration between both sides is now part and parcel of daily work in order to better tackle food safety incidents related to Mainland food products.

Administrative arrangements for vegetables, eggs and fish with Mainland Authorities

Administrative arrangements for strengthening the control on the quality of imported food have been agreed with the Mainland authorities on vegetables, eggs and freshwater fish. Under these arrangements, all vegetables, eggs and freshwater fish supplied to Hong Kong must be collected or harvested from registered farms and accompanied by health certificates and relevant documents issued by the respective Mainland authorities.

Inspection

Protocols on import requirements for a number of food items, e.g. livestock, meat, have been developed with the Mainland authorities. Teams from the CFS comprising veterinarians and health inspectors conduct regular visits and audit inspection of Mainland

視察

政府已與內地當局就多種食品，例如牲口、肉類的進口規定達成協議。由中心的獸醫和衛生督察組成的小組定期到有食物輸港的內地養殖場和加工廠視察和審查，確保符合香港的規定。

加強追查

進口食物來源

食物鏈是一個複雜的網絡，當中包括進口商、代理商、運輸商、批發商和零售商。一旦發生食物事故，中心會竭力蒐集有關食物進口香港，在香港分銷和銷售情況的資料，以便採取最適當的行動，盡量減低對公眾健康造成的危害。加強追查進口食物來源是實施監控制度的重要一環，使中心能更有效確保食物安全。

在若干禽蛋被驗出含蘇丹紅後，政府在二零零六年年底引入**禽蛋進口商自願登記制度**。中心計劃在二零零七年逐步引入涵蓋其他食物的同類自願登記計劃，方便鑑定和追查食物的來源，協助確定有關食物在本港的分銷情況，並擬立法實施強制登記計劃。設立追查機制後，中心可盡快回收有問題的食品並適時向消費者發放信息。

中心正探討應用現代科技加強追查進口食物來源，並與內地當局研究是否可將**射頻識別技術**應用於追查供港的食物和食用動物的來源。在活豬身上應用射頻識別標籤試驗計劃已於二零零六年十月展開。

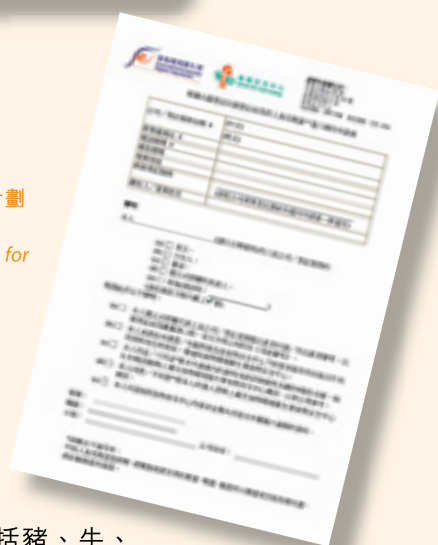


中心的獸醫師在廣東漁場視察

CFS' Veterinary Officer conducting farm inspection at a fish farm in Guangdong

禽蛋進口商自願登記計劃的登記表格樣本

A sample enrolment form for the voluntary enrolment scheme for poultry egg importers



加強邊境

檢驗工作

內地供港的活生食用動物（包括豬、牛、羊和家禽）以及蔬菜均經由文錦渡邊境管制站進口。每日約有20,000隻家禽進口，須抽樣進行檢查和實驗室測試，以確定是否染病或含有殘餘化學物；每日又會抽取蔬菜樣本檢驗是否含除害劑。其他食物製品例如肉類和食用水產，則可經多個管制站進口。



農林督察檢查運載內地活家禽的車輛

Field Officer checking a vehicle carrying live poultry from the Mainland

farms and processing plants that supply food to Hong Kong, to ensure compliance with our requirements.

Promoting Traceability of Imported Food

The food chain is a complex web involving importers, distributing agents, transporters, wholesalers and retailers. When a food incident occurs, the CFS strives to obtain information on the import, distribution and sale situation of the food concerned in Hong Kong, in order to take the most appropriate actions to minimise the risk to public health. Promoting traceability of food products is the key to implementing a system whereby the CFS can perform these functions effectively.

In response to the detection of Sudan Red in eggs, a **voluntary enrolment system for poultry egg importers** was introduced at the end of 2006. The CFS is planning to introduce a similar voluntary enrolment scheme to cover gradually other food items in 2007, to facilitate identification and tracing of the source and in determining the extent of distribution of the food in Hong Kong. A legislative mandatory scheme is also in the pipeline. With the establishment of a trace-back mechanism, targeted recalls can be taken and information can be disseminated to consumers in a more timely manner.

The CFS is also exploring the use of modern technology in promoting the traceability of imported food. The CFS has been working with the Mainland authorities to examine the feasibility of applying the **Radio-Frequency Identification** (RFID) technique to enhance the mechanism for tracing the origins of food

and food animals supplied to Hong Kong. A pilot project involving the use of RFID tags on live pigs began in October 2006.

Strengthening Inspection At The Border

Live food animals (including pigs, cattle, goats and poultry) and vegetables imported from the Mainland pass through the Man Kam To border control point. Some 20,000 poultry are imported each day, and physical inspection and laboratory testing of diseases and chemical residues on samples are carried out. Vegetable samples are also tested daily for pesticides control. In addition, other food products, such as meat and aquatic products, may be imported through a multitude of control points.

To ensure safety of live food animals, CFS collected

- **Over 60,000** urine samples for chemical testing
- **Over 100,000** blood and tissue samples for veterinary chemical testing and disease surveillance

為確保活生食用動物的安全，中心抽取了

- 超過60,000個尿液樣本作化學測試
- 超過100,000個血液及組織樣本作獸用化學物測試及疾病監察

為了加強檢驗工作，中心的人員將在位於長沙灣副食品批發市場和西區副食品批發市場的海旁辦事處24小時工作。為了特別打擊走私肉類，中心將會引入**緝私犬計劃**，查找未經申報的進口肉類。此外，中心亦會因應規管工作的轉變和基礎建設的新發展，經常更新有關硬件和軟件，務使邊境管制工作的成效更為顯著。



全面的法定監控制度

法例覆蓋範圍不足

除了某些高風險的食物(如家禽、肉類和奶類)在輸港前須先取得入口批准和衛生證明書外，其他主要食物例如禽蛋、魚類、貝介類和蔬菜等，現時並沒有類似的法定進口規定。除了更新法例外，我們需投放更多資源加強邊境管制站的監控工作，以把有關的進口規定擴大至其他食物。實行有關制度後，中心將可更快速和有效地追查有問題食物的來源。

食物及衛生局局長周一嶽於落馬洲了解工作情況

Dr York Chow, Secretary for Food and Health, visiting Lok Ma Chau

屠房中耳上配有射頻識別標籤的豬隻
A pig at slaughterhouse with a RFID tag on its ear

為進口家禽進行H5禽流感及滴度水平測試
Testing imported poultry for H5 avian influenza and titre level



To strengthen the inspection work, the CFS will carry out round-the-clock import control at the waterfront offices in the Cheung Sha Wan Wholesale Food Market and the Western Wholesale Food Market. To counter in particular the problem of meat smuggling, the CFS will introduce a **detector dog programme** to detect undeclared imported meats into Hong Kong. There will also be regular updating of both the hardware and software for effective border control, taking account of changes in the regulatory control activities and new infrastructural development.

For more effective enforcement action, the CFS has been working in collaboration with the Customs & Excise Department (C&ED) at Man Kam To to curb import of vegetables and freshwater fish that do not come from registered Mainland farms. To further reinforce this partnership, the CFS is exploring

leveraging on the IT and computer systems of other enforcement agencies, such as the C&ED, for more efficient monitoring of the import situation.

Comprehensive Legislative Control Regime

Inadequate coverage of legislation

Besides certain high-risk food items such as poultry, meat and milk, which require prior import approval and health certification before importing into Hong Kong, similar statutory import requirements currently do not apply to major food items such as eggs, fish, shellfish, vegetables, etc. Apart from updating our legislation, more resources are needed to strengthen the control at border control points to extend similar requirements to other food items. With such a system in place, tracing the origins of implicated food items will be more efficient and effective.



衛生督察於午夜時分在長沙灣
副食品批發市場檢驗入口活魚

*Health Inspectors checking imported live
freshwater fish consignment at Cheung Sha
Wan Wholesale Food Market at midnight*

農林督察在文錦渡管制站檢查進口活豬，
查看是否受傷和有患病的臨床徵狀

*Field Officer conducting physical inspection of imported
live pigs for injuries and clinical signs of disease at Man
Kam To control point*



衛生督察在文錦渡邊境管制站抽取
蔬菜樣本，檢驗除害劑含量

*Health Inspector sampling vegetables at the
Man Kam To border control point for
checking pesticide levels*



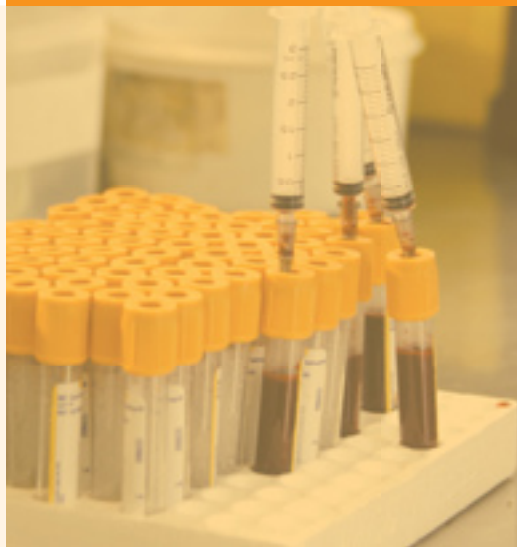
全面的法定制度

為達到有效監控食物鏈的目標，政府正就全面修訂現行的食物法例展開工作，重點是加強源頭管理和追查食物。政府的目標是把業界的自願登記計劃改為強制性，要求有較高風險食物的入口商提供衛生證明書和入口許可證（如適用），並保存食物供應和銷售的交易記錄。政府已着手循此方向為進口禽蛋草擬法例，而類似的規管制度將擴大至其他食物，包括水產養殖產品、蔬菜、水果等。政府亦正就飭令業界停售和回收食物考慮立法。



付運的食品在等候檢驗結果期間
被扣留在香港國際機場

*Food consignments are marked, sealed and
retained in the Hong Kong International
Airport, pending inspection results*





Comprehensive legislative regime

To realise the goal of building an effective control along the food chain, the Administration is currently conducting a complete overhaul of the existing food laws with an emphasis on source management and traceability of food. The Government aims to turn the voluntary enrolment scheme for traders into a mandatory one, to require food importers to obtain health certificates and import licences/ permits (where applicable) for food with higher risks, and to maintain records of food supplies and sales transactions. The Administration has already begun drafting legislation towards this goal for imported poultry eggs, and a similar regulatory system will be extended to other food items including aquaculture products, vegetables, fruits, etc. Legislation empowering the Administration to order the suspension of sale and recall of food products is also under consideration.



衛生督察在香港國際機場管制站測試進口冰鮮肉類的溫度
Health Inspector checking temperature of imported chilled meat at control point in Hong Kong International Airport

3

第三章

與國際的食物標準接軌

- 制定食物標準：食品法典委員會、國家機構和本港情況
- 擴大食物標準的涵蓋範圍
- 加強風險評估的能力
- 廣納意見

Chapter 3

Aligning with International Food Standards

- Setting of Food Standards: Codex Alimentarius Commission, National Authorities and Local Situation
- Expanding the Scope of Food Standards
- Enhancing the Capacity to Assess Risks
- Incorporating Wider Perspectives





香港用以規管食物的法律條文，主要載於《公眾衛生及市政條例》(第132章)及其附屬法例。這條例亦是我們實施食物標準的根據。相關的附屬法例所訂明的食物標準，規管食物所含的化學物和准許水平。不斷檢討和更新這些食物標準，對保持香港的食物安全至為重要。

制定食物標準

食品法典委員會的食物標準

中心在制定本港的食物規管制度時，盡量採納食品法典委員會訂定的食物標準。食品法典委員會是由聯合國糧食及農業組織及世界衛生組織共同成立，釐定食物安全標準的國際組織，其制定的食物標準經過嚴謹的科學研究，並大致代表國際間有關食物安全標準的共識。因此，採納食品法典委員會的標準是保障公眾健康和促進食物貿易的最佳辦法之一。世界貿易組織的協議要求在國際貿易上採用食品法典委員會的標準，而香港是有關協議的成員。



Food legislation in Hong Kong is mainly contained in the Public Health and Municipal Services Ordinance (Cap 132) and its subsidiary legislation. This Ordinance also forms the platform upon which our food standards are implemented. The food standards stipulated in the relevant subsidiary legislation control the presence and permissible level of chemicals in food. Continuous review and updates of these standards is crucial to maintaining a safe supply of food in Hong Kong.

Setting of Food Standards

Standards of Codex Alimentarius Commission

In developing the local regulatory regime, the CFS adopts as far as possible standards set by the Codex Alimentarius Commission (Codex), which is the international standard setting body in the area of food safety established jointly by the Food and Agriculture Organization and the World Health Organization of the United Nations. Since food standards adopted by the Codex are supported by comprehensive scientific research and generally represent a global consensus on what is regarded as safe or unsafe, its adoption is one of the best tools to protect public health and to facilitate food trading. The use of the Codex standards in global trade is enshrined in the World Trade Organization agreements to which Hong Kong is a party.

食物研究化驗所為制定食物安全標準
提供分析性測試支援

*The Food Research Laboratory
provides analytical testing support
for food standard setting*



參考國家機構的標準

我們主要是採納食品法典委員會的食物標準來制定香港的食物標準，不過，這些食物標準並未包括香港某些食物所含的化學物，例如芥蘭中氟氯氰菊酯（一種除害劑）的准許水平。因此，為這些食物制訂標準時，我們須參考其他地方的標準，特別是出口食品到香港的主要地區，例如內地。由於內地是香港單一最大食品供應地區，加上香港人和內地人的飲食習慣相近，在有需要時，我們會盡早參考內地的有關做法和標準，並在過程中與內地緊密聯繫。

根據本地情況評估有關標準是否適用

雖然我們經常強調須與國際的食物標準一致，但在確立本港的標準時，本地的情況亦是重要的考慮因素。中心的科學主任隊伍與食物研究化驗所進行風險評估研究，以科學方法評估不同危害對本港市民健康可能帶來的不良影響，從而為訂定食物標準提供科學根據。除了進行科學研究外，中心還向專家和本港持分者徵詢意見，以便深入考慮應採用什麼標準。

擴大食物標準的涵蓋範圍

中心經常檢討現有的食物安全標準，以配合國際發展情況及確保公眾健康得到充分保障：

- 研究訂立一套規管制度，以監控食物中的除害劑殘餘。我們會參考食品法典委員會的標準和我們的主要食品供應地區（特別是內地）所採用的標準

- 修訂管制防腐劑的標準，以盡量與食品法典委員會的標準接軌。有關的修訂規例計劃於二零零七年提交立法會審議
- 檢討管制獸藥殘餘的標準，以配合國際間的最新發展，以及擴大監管制度的涵蓋範圍

加強風險評估的能力

風險評估研究為監控食物安全和釐定食物標準提供科學根據。中心已展開兩項主要工作，以加強其評估食物風險的能力。

食物風險除了視乎食物中危害的性質和含量外，還要計及進食的分量。因此，我們必須掌握本地最新和具代表性的食物消費量資料，才能更準確地評估食物對本港市民構成的風險。中心現正進行首次全港市民食物消費量調查，蒐集本港市民食物消費模式的資料。食物消費量調查的結果會用於總膳食研究，目的是評估市民膳食中攝取的化學物和營養素。

總膳食研究集中研究膳食中的化學物和分析食物在一般食用狀態下的情況，有助中心積極評估某些化學物會否危害市民健康。由於總膳食研究測定不同年齡和性別的市民攝入的化學物的平均量，因此中心能根據有關資料，確定哪些人口組別風險較高及發出相應的健康建議。這些全面的研究所提供的資料，亦有助中心找出對市民健康有潛在風險的食物作抽樣化驗，從而可以更準確評估某些食物安全標準是否足以保障市民健康，以及找出食物安全規管制度中不足的地方。

Reference to standards of national authorities

While the adoption of the Codex standards is a major principle in setting food standards in Hong Kong, one must bear in mind that the permissible level of some chemicals in certain food products consumed in Hong Kong are not covered by the Codex standards, e.g. cyfluthrin (a type of pesticides) in Chinese kale. In setting the standards in relation to such food items, references are made to standards of other jurisdictions, in particular those of our major food-exporting partners, e.g. the Mainland. With the Mainland being Hong Kong's single largest food supplier and the similarity between the local diets and those in the Mainland, practices and standards of the Mainland are examined at an early stage when necessary, and liaison is maintained throughout the process.

Assessing suitability of standards in light of local circumstances

Whilst much emphasis is put on the harmonization with international standards, it is also important to take into account the local situation in establishing our standards. Risk assessment studies are conducted by the CFS' teams of food scientists and the Food Research Laboratory to scientifically assess the potential adverse health effects of different hazards on the local community, and hence provide scientific basis for the food standards. Apart from scientific studies, the CFS also seeks expert advice and solicits views of local stakeholders for a thorough consideration of what food standards to adopt.

Expanding the Scope of Food Standards

The CFS has been constantly reviewing the existing food safety standards to keep abreast of international developments and to ensure that public health is adequately protected:

- **Examine the establishment of a regulatory regime to control pesticide residues in food. References are made to the Codex standards and to standards of our major food-supplying regions, in particular the Mainland**
- **Amend the standards on preservatives to promote harmonization with Codex standards. The Amendment Regulation is planned to be tabled at the Legislative Council in 2007**
- **Review the standards on veterinary drug residues to take into account latest developments internationally and to expand the scope of the control regime**

Enhance the Capacity to Assess Risks

Risk assessment forms the scientific basis of food safety control and the setting of food standards. The CFS has embarked on two major initiatives to enhance its risk assessment capacity.

Risk from food depends not only on the nature and level of hazard present in food, but also the amount of consumption of that particular food. Updated and representative local data on food consumption is therefore essential to more accurately assess the risk to our population. The CFS is conducting the first territory-wide population-based **Food Consumption Survey** to collect information on the food consumption patterns of the

廣納 意見

除了進行科學研究，中心加強了其諮詢架構，就制定食物安全標準廣納持分者的專業知識和意見。由學者、專業人士、消費者組織成員和食物業人士組成的**食物安全專家委員會**於二零零六年九月成立。專家委員會的委員來自本港、內地、新加坡和澳洲，可從本地和國際的角度提供意見。

為更了解市民和業界的看法，中心經常舉辦諮詢論壇，直接聽取公眾的意見。為修訂防腐劑標準而舉辦的**公眾諮詢會**，便是其中的例子。



食物安全專員麥倩屏醫生與食物安全專家委員會商議本港的食物安全標準

Dr SP Mak, Controller of the Centre for Food Safety, discussing local food safety standard with Members of the Expert Committee on Food Safety



中心的醫生在公眾諮詢會上講解有關防腐劑規例的建議修訂

Public health physician from the CFS explaining the proposed amendments to the regulation on preservatives at a public consultation forum

食物安全中心委聘香港中文大學進行首次全港市民**食物消費量調查**，蒐集本港市民食物消費量模式的資料。這項研究有助大幅提高中心積極找出食物風險和處理食物事故的能力

*The CFS has commissioned The Chinese University of Hong Kong to conduct the first territory-wide population-based **Food Consumption Survey** to obtain data on the food consumption pattern of the local population, which will significantly contribute to the CFS' capacity in proactively identifying food risks and managing food incidents*

過去十二個月，你隔多久吃豬什臟？

每次吃多少？

你昨天吃過什麼食物？

昨天午餐吃了多少飯？

Over the past 12 months, how often did you eat pigs offal?

How much each time?

What food did you eat yesterday?

How much rice for yesterday's lunch?

隨機抽出5000名年齡介乎20至84歲的受訪者進行面對面訪問
Face-to-Face Interviews with 5000 Randomly Selected Subjects Aged between 20 and 84

general public in our locality. Findings from the Food Consumption Survey will be used in the Total Diet Studies, which aim to assess the dietary exposure to chemicals and nutrients across the total diet of the population.

The **Total Diet Studies** focus on chemicals in the diet and analyse foods in their commonly consumed states. This will allow the CFS to proactively assess whether or not specific chemicals pose a risk to the health of the public. As Total Diet Studies measure the average amount of chemicals ingested by people of different age and sex, this will also allow the CFS to find out the population groups that are most at risk, and give out corresponding health advice. With the data from these comprehensive research projects, the CFS is also at a better position to detect food items with potential health risks for sampling and testing, more accurately assess whether certain food safety standards are adequate to protect public health, and to identify deficiencies in the food safety regulatory regime.

Incorporating Wider Perspectives

In addition to scientific studies, the CFS has strengthened its consultative structure to draw expertise and advice from relevant stakeholders in its standard setting work. The **Expert Committee on Food Safety**, comprising academics, professionals, members of consumer group and the food trade, was set up in September 2006. With members from Hong Kong, the Mainland, Singapore and Australia, the Expert Committee is in an excellent position to offer advice from both local and international perspectives.

To better understand the sentiments of the public and the trade, interactive dialogues through regular **consultation forums** have been established, as in the case of the review of standards in the area of preservatives.

食物消費模式資料庫

- 110種預先選定的高風險或時令食物 / 飲品 (例如刺身、荔枝)的慣常食用量數據
- 全面飲食量數據

Food Consumption Pattern Database

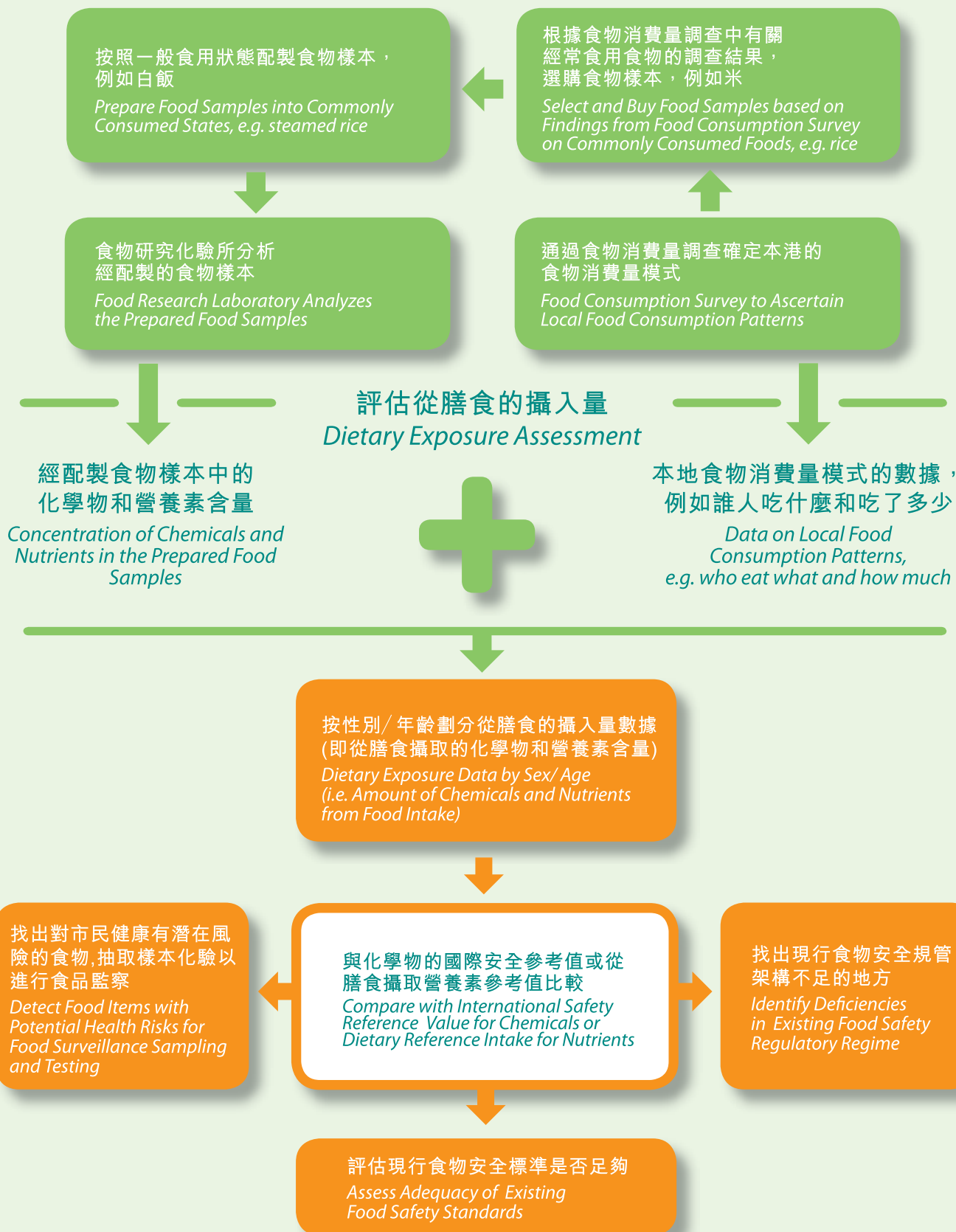
- *Data on Usual Intake of 110 Pre-selected High Risk or Seasonal Foods/ Drinks, e.g. sashimi, lychee*
- *Data on Comprehensive Food/ Drink Intake*

風險評估的攝入量研究(例如回應食物事故)

Exposure Studies in Risk Assessment (e.g. in response to food incidents)

資料供總膳食研究使用(例如確定總膳食研究所包括的食物)

Data for Total Diet Studies (e.g. identify food to be included in the Total Diet Studies)



總膳食研究使用食物消費量調查數據，以及從膳食中攝取的化學物含量分析資料。這項研究有助中心

- 積極找出有潛在風險的食物
- 提供相關健康建議
- 提高規管制度的成效

The *Total Diet Studies* make use of data from the Food Consumption Survey and laboratory analyses of chemicals in food intakes to enhance the CFS' capacity in

- proactively identifying food with potential risks
- providing relevant health advice
- improving effectiveness of the regulatory regime



4

第四章

積極主動的食品監察和預警

- 在食物鏈各個環節進行食品監察
- 專項食品抽樣和監察策略
- 增加傳達監察結果的透明度

Chapter 4

Proactive Food Surveillance and Alert

- Food Surveillance Along Whole Food Chain
- Targeted Sampling and Surveillance Strategy
- Transparent Communication of Surveillance Results





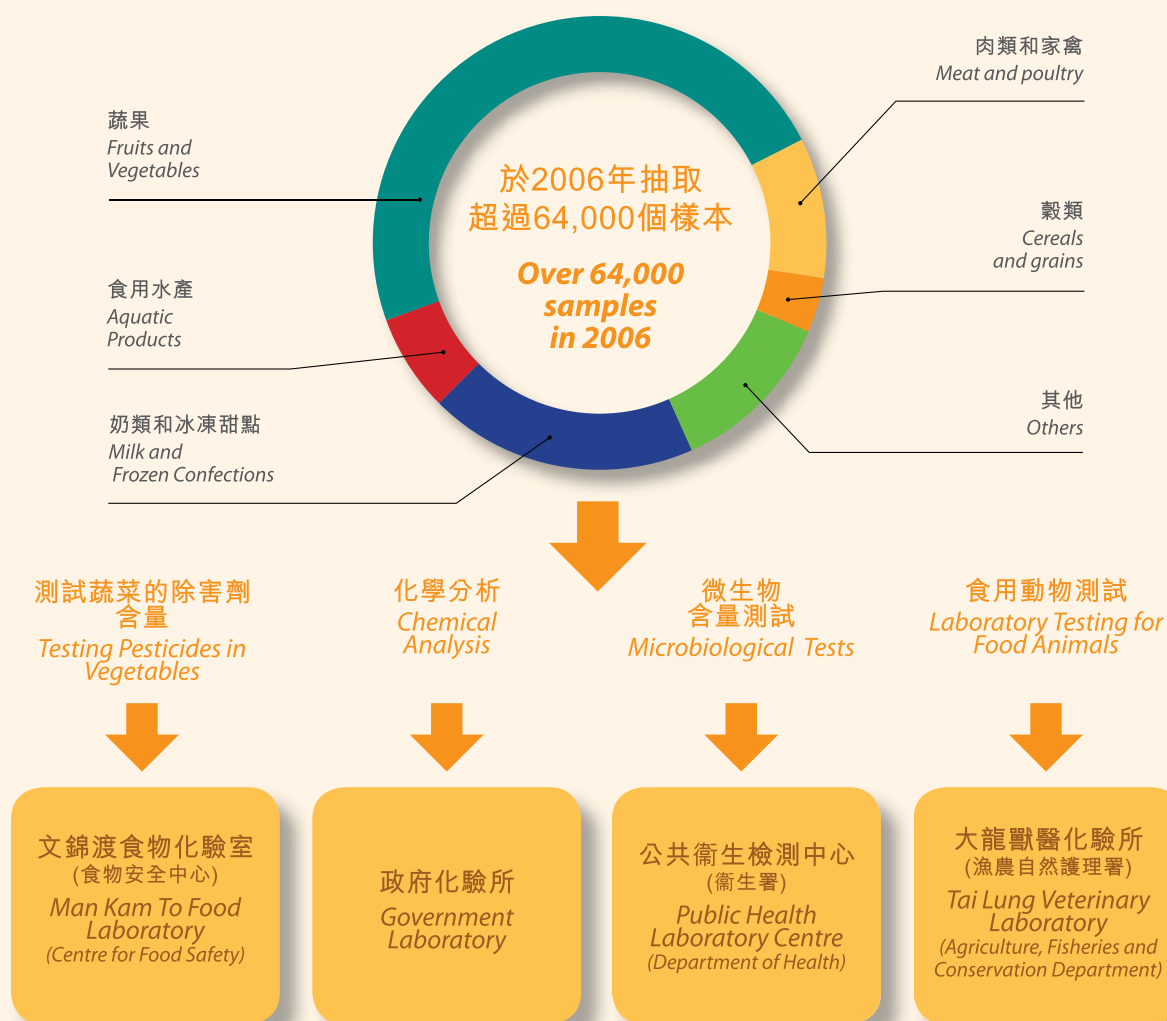
在食物鏈各個環節 進行食品監察

過去一年，單單文錦渡
邊境管制站便抽取了
超過18,000 個蔬菜樣本
作化學分析

食品監察是中心用以確保供應香港的食物
可供安全食用的主要方法，並可作為預警

系統。中心在食物鏈的不同環節，包括進口、批發以至零售層面，抽取多種食物樣本進行微生物含量測試和化學測試。二零零六年，中心抽取了超過64,000個食物樣本進行微生物含量測試和化學測試，測試結果滿意的比率超過99%。

中心會視乎對公共衛生的風險程度來決定抽取食物樣本的類別、測試次數和樣本數目，亦會參考海外和本地的最新風險分析，經常檢討抽樣工作的優先次序。



中心的食品監察計劃涵蓋多種食品，中心把抽取的樣本送往政府多個化驗所進行化學物含量和微生物含量測試
CFS' food surveillance programme covers a wide range of food items and the samples collected are tested on its chemical contents and microbiological quality in various laboratories of the Government

Food Surveillance Along Whole Food Chain

From the Man Kam To control point alone, **over 18,000** vegetable samples were taken for chemical analysis in the past year

Food surveillance is a major tool of the CFS to ascertain the safety of our food supply and acts as an alert system. The CFS takes samples of a range of food items at different levels along the food chain, covering the import, wholesale and retail levels, for microbiological and chemical testing. In 2006, microbiological and chemical tests were conducted on over 64,000 food samples, and the satisfactory rate stood at over 99%.

The CFS takes into account the level of risks to public health in determining the types of samples to be collected, the frequency and the number of samples for testing. The sampling priority is under constant review, in the light of latest overseas and local risk analyses.

Targeted Sampling and Surveillance Strategy

While surveillance on seasonal food and specific hazards was to some extent part of the CFS' food surveillance programme, the main focus of the food surveillance programme in the past was the conducting of routine surveillance as compliance checks on food products against prescribed standards or criteria. This approach was considered inadequate in terms of its



衛生督察在文錦渡邊境管制站進行快速測試檢驗蔬菜樣本是否含除害劑；蔬菜的樣本亦會送交化驗師詳細分析除害劑的水平

Health Inspector conducting screening test for presence of pesticides in vegetable samples at Man Kam To border control point; samples are also passed to chemists for detailed analysis on the level of pesticides



capacity and efficiency to detect food safety problems proactively. An examination on the international scene also reveals the trend of shifting from routine surveillance to project-based surveillance, which represents a more focused approach on certain specified food items/hazards, in the light of local and overseas food incidents and findings of risk assessment studies.



衛生署的公共衛生檢測中心正測試
扇貝樣本中的麻痺貝類毒素
*Scallop samples being tested in the Public Health
Laboratory Centre of the Department of Health for
Paralytic Shellfish Poisoning (PSP)*

專項食品 抽樣和監察策略

雖然監察時令食品和個別危害一向亦是中心的食品監察計劃的一部分工作，但過去的重點是進行日常監察，以查核食品是否符合訂明的標準或有關準則。就主動查找食物安全問題的能力和效率而言，這個方法有不足的地方。參考國際間的做法，世界各地逐漸把日常食品監察工作轉為以專

項食品為本，即是因應本地和海外食物事故和風險評估研究結果，集中監察專項食品/危害。

為配合國際趨勢和提高食品監察計劃的成效，中心檢討和修訂了食物監察策略，包括抽樣工作的優先次序。我們更注重專項食品監察，主動對專項食品/危害進行更多監察工作。修訂後的食品監察計劃更以消費者為本，計劃從三個層面進行監察，即**日常食品監察**、**專項食品調查**和**時令食品調查**。中心根據所得的資料，可以積極採取預防性干預行動。專項食品調查的例子包括測試白飯魚中的甲醛、肉類及肉類製品中的亞硝酸鹽及硝酸鹽；時令食品調查的例子則包括於端午節前測試糰子、於中秋節前測試月餅。

為進一步監察本港和海外的食物事故，中心已加強這方面的每天監察工作。

中心每日監察**超過30個**
食物當局及新聞機構的網
頁，時刻對本港及海外食
物事故保持警覺



To keep in line with international trend and to enhance the effectiveness of the food surveillance programme, the CFS has reviewed and adjusted its strategy on food surveillance, including sampling priority. The main enhancement is the increased emphasis on project-based target food surveillance, under which the CFS proactively conducts more surveillance targeted at specific food items/hazards. The revised food surveillance programme, which adopts a three-tier approach consisting of **routine food surveillance, targeted food surveillance,** and **seasonal food surveillance,** is more client-oriented, and provides a preventive basis for proactive interventions. Examples of targeted food surveillance include testing

for formaldehyde in noodlefish, nitrite and nitrate in meat and meat products; and for seasonal food surveillance, it includes testing rice dumplings before Tuen Ng Festival, moon cakes before Mid Autumn Festival.

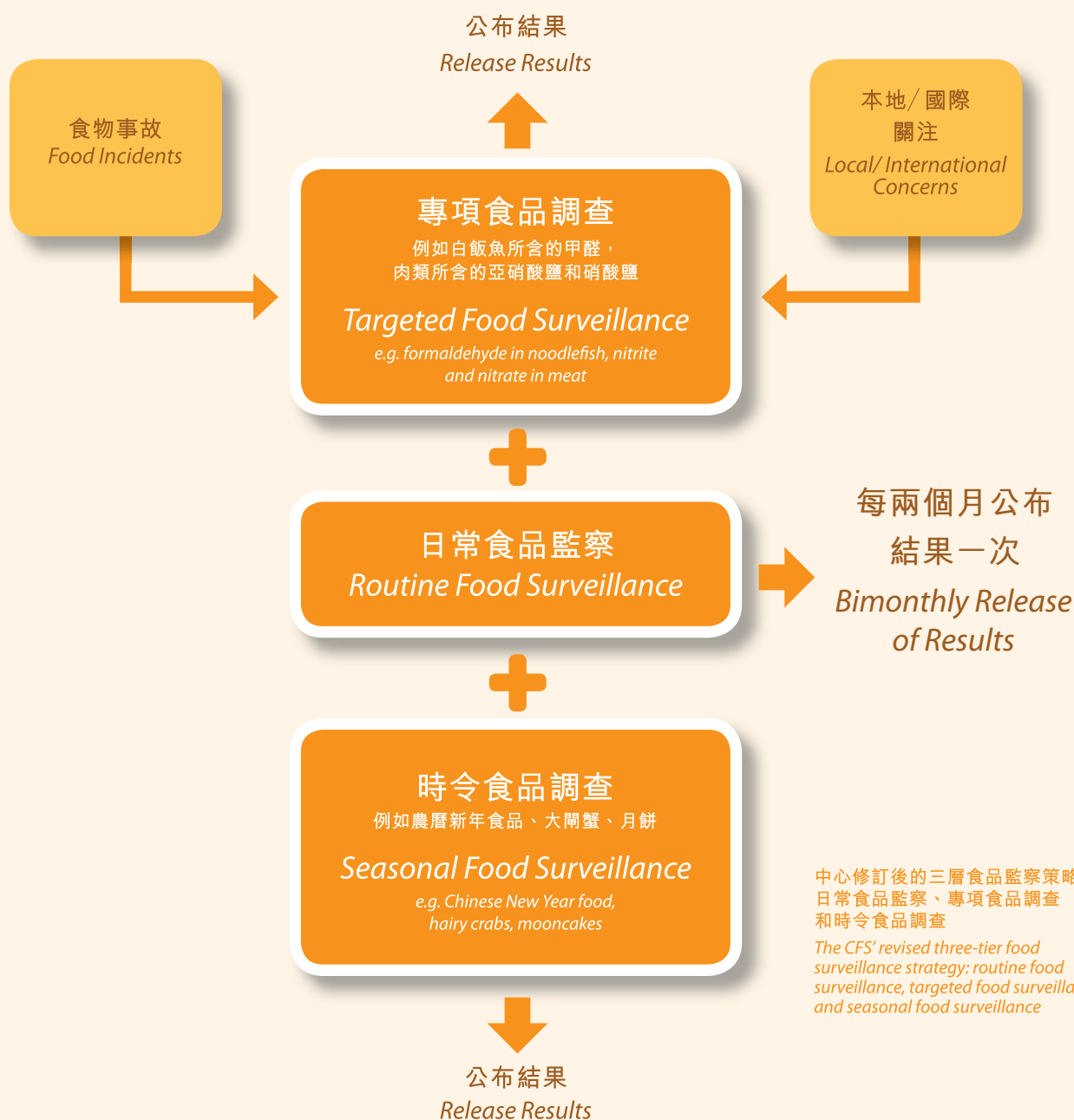
The CFS monitors *over 30* websites of food and news agencies every day to stay alert of local and overseas food incidents

To further enhance its surveillance on local and overseas food incidents, the CFS has also strengthened its daily monitoring on food incidents, both locally and overseas.

測試受大眾歡迎的時令食品，方便消費者作出知情選擇

Testing popular seasonal food items so as to facilitate consumers to make informed choices





增加傳達 監察結果的透明度

食品監察計劃的成功，有賴及時和有效地傳達監察結果，因為市民和業界必須知道有關情況，才能採取必要的保護措施減低風險。中心從多方面檢討了過去向持分者發送監察結果的方式，並已採取下列改善措施：

(a) 時間性和次數

- 自二零零七年年年初開始，每兩個月發報一期《食品安全報告》，取代每年公布一次的日常食品監察結果
- 在每兩期《食品安全報告》之間，發表《專項食品調查報告》，公布專項食品調查結果
- 在適當情況下分批發表時令食品調查報告，並在取得初步樣本化驗結果後馬上公布，務求盡早發放化驗結果

Transparent Communication of Surveillance Results

Timely and effective communication of surveillance results is critical to the success of the food surveillance programme, since the public and the trade are able to take the necessary action to protect themselves and to reduce the risks only if they are informed of the situation. The CFS has reviewed different aspects of its past communications of surveillance results to the stakeholders and has introduced the following improvements:

(a) Timeliness and Frequency

- Replace the annual announcement of routine food surveillance results with the regular release of Food Surveillance Reports **every two months** since early 2007
- Release the results of targeted food surveillance through Targeted Food Surveillance Report in between the Food Surveillance Reports
- Release the reports on seasonal food surveillance in batches, if applicable, and make announcement once results of initial samples are available, for the most timely communication



中心的醫生及高級總監於二零零七年六月的記者會向傳媒簡介《食物安全報告》

Public health physicians and Senior Superintendent from the CFS briefed the media on the Food Surveillance Report at a press conference in June 2007

(b) 資料內容

- 定期出版的《食品安全報告》所公布的結果不再是撮要的數據(例如各化學及微生物測試的不合格率)，而是以簡明及有用的方式，按**食物類別**(例如蔬果、肉類)、**危害類別**(例如重金屬、除害劑)，以及市民特別關注的食品或危害(例如蘇丹紅)列出
- 《專項食品調查報告》提供有用的資料，包括調查的背景及原因、結果詮釋、關於本地情況的主要報道，以及給消費者和業界的建議

(c) 溝通渠道

- 透過多種渠道，包括新聞稿、記者招待會、電子資料傳送系統、電話熱線、網站，以及時和迅速傳達信息
- 定期舉辦業界諮詢論壇，加強與業界溝通

“**食物**安全中心的職責並非代市民選擇，而是幫助市民作出知情的選擇。”

食物及環境衛生諮詢委員會主席
袁國勇教授

於過去一年就違反食物法例的個案作出了
超過500宗檢控



(b) Information Content

- Replace the summary data presentation (e.g. failure rates in different chemical and microbiological tests) in the routine food surveillance reports with friendly and useful presentation by **food groups** (e.g. fruits and vegetables, meat), by hazard groups (e.g. heavy metals, pesticides) and by food items or hazards of particular concern (e.g. Sudan dyes)
- Cover useful information including information on background and rationale, interpretation of findings, key messages on local situation and advice to consumers and the trade in the Targeted Food Surveillance Reports

(c) Communication Channels

- Deploy a variety of channels for quick and timely communication: press release, press conference, electronic information delivery system, telephone hotline, website
- Hold the Trade Consultation Forum regularly to further strengthen communication with the trade

“CFS’ duty is not to make choices for the people, but to facilitate them to make informed choices. ”

*Professor Yuen Kwok-yung,
Chairman of the Advisory Council on Food and Environmental Hygiene*

Over 500 prosecutions have been taken out in the past year for non-compliance with food legislation

5

第五章

處理食物事故

- 盡量減低食物事故對市民健康的影響
- 追查食物來源
- 擴大法定權力
- 與市民和業界的溝通

Chapter 5

Managing Food Incidents

- Minimizing Impact of Food Incidents on Local Health
- Tracing Origins of Food
- Expanding Legal Powers
- Communicating to the Public and the Trade





盡量減低食物事故 對市民健康的影響

過去一年，中心

- 處理了 **超過550** 宗食物事故
- 於涉及由食物而引起的疾病的食肆進行 **超過770** 宗調查
- 處理了 **超過6,000** 宗食物投訴

由於本港十分依賴進口食物，而市面上的食物種類繁多，中心因此密切留意在本港和海外發生的食物事故。就透過食物事故監察機制發現的食物事故，中心人員每天評估其對本港的影響，並採取適當措施，盡量減低對公眾健康的影響。市民對中心處理食物事故的工作寄望甚殷，中心亦優先處理這方面的工作，因為我們深信，只

有迅速和有效地處理食物事故，消費者的信心才能得以建立。

過去一年，中心處理了各類大大小小和對公眾健康有不同影響的食物事故。中心致力以主動積極的方式，設法減低食物事故對公眾健康可能帶來的影響：

- 化驗可能有問題的食品，並於當監察結果顯示食物的安全程度令人關注時，公布事件和採取適當行動，例如在二零零七年四月發現扇貝含大量麻痹性貝類毒素
- 公布事件並要求供應商停止分銷懷疑與食物中毒個案有關的食品，例如二零零六年七月與生海膽有關的食物中毒個案
- 公布經由食物投訴個案發現公眾關注的食物安全事件，並與業界協作，例如二零零七年一月因進食“蠟油魚”引致排油腹瀉的事件



Minimizing Impact of Food Incidents on Local Health

The CFS in the past year

- Handled **over 550** food incidents
- Conducted **over 770** investigations of food premises involved in food borne disease outbreak
- Handled **over 6,000** food complaints

With Hong Kong's heavy reliance on imported food and the varieties of food available in the local market, the CFS is vigilant about food incidents taking place locally and overseas. On a daily basis, staff assess the local impact of different food incidents identified through the food incident surveillance mechanism, and decide on the appropriate actions to minimize any impact on local health as much as possible. Our community has high expectations of the CFS in its management of food incidents and the CFS accords high priority to this area

of work, as the CFS believes that consumer confidence can only be built if these incidents are handled swiftly and effectively.

In the past year, the CFS has handled food incidents of varying scales and impacts on local public health. The CFS strives to handle food incidents in a proactive manner to reduce any potential impact on local health:

- **Test target food products with potential food safety problem, and make public announcement and take appropriate action when surveillance results reveal concerns, e.g. scallops found containing high level of Paralytic Shellfish Poisoning (PSP) toxin in April 2007**
- **Make public announcements and ask relevant suppliers to stop distributing food products suspected to be linked with food poisoning cases, e.g. the raw sea urchins related food poisoning cases in July 2006**
- **Make public announcements and coordinate with the trade when food safety issues of public concerns are identified from food complaint cases, e.g. oily diarrhoea caused by consumption of "oilfish" in January 2007**



個案1：扇貝驗出含麻痺性類毒素

背景

中心在日常食品監察計劃抽取化驗的一個扇貝樣本，驗出含有高水平的麻痺性貝類毒素，中心呼籲市民暫時避免進食這類扇貝。

中心採取的行動

中心追查扇貝的來源，並在市面抽取更多樣本化驗。中心密切監察情況。

對消費者的風險

麻痺性貝類毒素在自然情況下可能存於雙貝類體內。症狀主要與神經系統有關，可在進食貝類後數分鐘至數小時內出現。初期症狀包括刺痛、口部和四肢麻痺、腸胃不適(例如嘔吐和肚瀉)。症狀一般會在數小時至數日內完全消退。嚴重者會出現吞嚥和發音困難，癱瘓和呼吸系統停頓的情況，甚至引致死亡。麻痺性貝類毒素耐熱，烹煮不能把毒素消除。

給市民的建議

為預防麻痺性貝類中毒，中心建議市民：

1. 向可靠的持牌海鮮店鋪購買貝類；
2. 烹煮貝類前先除去內臟、生殖器官和卵子；每次宜進食較少分量；
3. 兒童、病人和老人較易因進食含有毒素的貝類而中毒，應加倍小心；以及
4. 進食貝類後如出現中毒症狀，應立即求醫。



中心在食品監察計劃驗出一個扇貝樣本含大量毒素後，建議市民不要進食該類扇貝，追查食物來源和加強抽驗

- 在海外食物安全當局發出警報後公布事件，並要求業界停售有關食品，例如二零零七年二月，美國當局發出警告，指某嬰兒食品可能受肉毒梭狀芽孢桿菌污染；二零零七年五月，美國當局發出警告，指某芝麻醬懷疑受沙門氏菌污染



醫生、護士及衛生督察於一所涉及食物中毒個案的食肆進行調查

Medical officers, nurses and health inspectors investigating a food premises involved in a food poisoning case

Case 1: Paralytic Shellfish Poisoning Toxin Detected in Scallop

Background

The CFS detected a high level of Paralytic Shellfish Poisoning (PSP) toxin in a scallop sample taken under the routine food surveillance programme for testing. In view of the finding, the CFS has advised the public to avoid eating this kind of scallop for the time being.

Action Taken by the CFS

The CFS traced the source of the related scallop and took more samples for testing. The CFS closely monitored the situation.

Risks to Consumers

PSP toxin is a natural toxin which can be found in bi-valve shellfish. The symptoms of Paralytic Shellfish Poisoning are predominantly neurological and the onset is usually within minutes to hours after ingestion of the shellfish. Initial symptoms include tingling, numbness of the mouth and extremities and gastrointestinal discomfort such as vomiting and diarrhoea. Symptoms usually resolve completely within hours to days. In severe cases, difficulty in

swallowing and speech, paralysis with respiratory arrest and even death may occur. PSP toxin is heat-stable and cannot be destroyed through cooking.

Advice Given to the Public

To avoid Paralytic Shellfish Poisoning, members of the public were advised to observe the following:

1. Buy shellfish from reliable and licensed seafood shops;
2. Remove the viscera, gonads and roe before cooking and eat a smaller amount of shellfish in any one meal;
3. Children, patients and the elderly may be susceptible to poisoning and should be cautious in consuming shellfish; and
4. When symptoms occur after consuming shellfish, seek medical advice immediately.

After high level of toxins was found in a scallop sample tested under CFS' food surveillance programme, the CFS advised the public not to consume the relevant kind of scallop, traced the source of food and stepped up testing

- **Make public announcements and call for suspension of sale of a number of products following alerts from overseas food safety authorities, e.g. US authority issued warning on certain baby food suspected of contamination**

with *Clostridium botulinum* in February 2007, US authority issued warning on certain sesame tahini suspected of contamination by *Salmonella* in May 2007

個案2: 澳洲自願回收可能含塑膠碎片的Kit Kat朱古力條

背景

二零零七年三月三十日，澳洲及新西蘭食物標準局宣布，食物製造商澳洲雀巢有限公司自願回收可能含塑膠碎片的兩款Kit Kat 朱古力條產品。

最佳食用日期為二零零八年二月十四日或之前的所有下列朱古力條均受影響：

- Kit Kat Caramel (65克)和
Kit Kat Cookie Dough (65克)。

中心採取的行動

即時聯絡本地分銷商索取更多資料，又呼籲零售商停售和市民停止食用有問題的產品，並密切監察情況。

給業界的建議：

停售問題產品。

給消費者的建議：

消費者如購買了問題產品，應停止食用。

中心透過每日監測食物事故的機制，得悉在澳洲發生的食物事故後，建議消費者停止食用有關朱古力產品，向業界索取資料，並呼籲零售商停售

在處理食物事故時，中心不但致力減低事故的即時影響，還採取重要的跟進措施，以防日後出現同類事件：

根據過去一年的經驗，中心知道必須在多方面作出改善，才能更及時和更有效地處理食物事故。為此，中心在不同範圍不斷推出多項改善措施。

重大食物事故	主要跟進措施
禽蛋 含蘇丹紅	與內地當局採取行政措施，包括註冊養殖場 / 加工廠，衛生證明書 推行進口商 / 分銷商自願登記計劃
進食 “蠟油魚” 引致排油 腹瀉	與業界、學者和消費者組織共同制定有關“蠟油魚”的定名和識別指引



Case 2: Voluntary Recall of Kit Kat Chocolate Bar Products in Australia Due to Possible Presence of Plastic Pieces

Background

On 30 March 2007, the Food Standards Australia New Zealand (FSANZ) announced that the food manufacturer, Nestlé Australia Ltd, was voluntarily recalling two Kit Kat chocolate bar products as they may contain pieces of plastic.

All supplies of the following chocolate bars with Best Before dates up to and including 14 February 2008 are affected:

- Kit Kat Caramel (65g); and
- Kit Kat Cookie Dough (65g).

Action Taken by the CFS

Contacted the local distributor for more information, made an appeal to retailers to stop selling the affected products and the public not to consume them, and closely monitored the situation.

Advice Given to the Trade:

Stop selling the affected products.

Advice Given to Consumers:

Consumers who have purchased the affected products should stop consuming them.

After picking up a food incident in Australia under its daily food incident surveillance mechanism, the CFS advised consumers to stop consuming the relevant chocolate products, sought information from the trade and appealed to the retailers to stop selling the products

In managing food incidents, the CFS strives not only to reduce the immediate impact of the incidents, but has also taken important follow-up measures to prevent similar problems from occurring in the future:

The CFS recognizes from its experience in the past year that improvements in a number of aspects are essential to enhance its capability to manage food incidents in a more timely and effective manner, and has been pursuing a number of initiatives to bring about improvements in the relevant areas.

Major Food Incidents	Major Follow-up Actions
Sudan Dyes found in Poultry Eggs	Adopted administrative measures with the Mainland authorities, e.g. registered farms/processing plants, health certification Introduced voluntary enrolment scheme of importers/distributors
Oily Diarrhoea caused by Consumption of "Oilfish"	Developed Guidelines on naming and identification of "Oilfish" in consultation with the trade, academics and consumer group



追查 食物來源

食物鏈是一個複雜的網絡，當中包括進口商、批發商、分銷商、運輸商和零售商。一旦發生食物事故，中心需要獲得有關食物在本港的進口、分銷和銷售情況的資料，才能採取最適當的措施盡量減低對公眾健康造成的影響。不過，中心在追查問題食品源頭方面一直遇到困難，有時因而未能迅速行動。因此，當局必須於食物業建立追查食物來源的制度，讓中心評估本港的情況和迅速回應食物事故。為此，中心經已或將會採取下列措施以作準備：

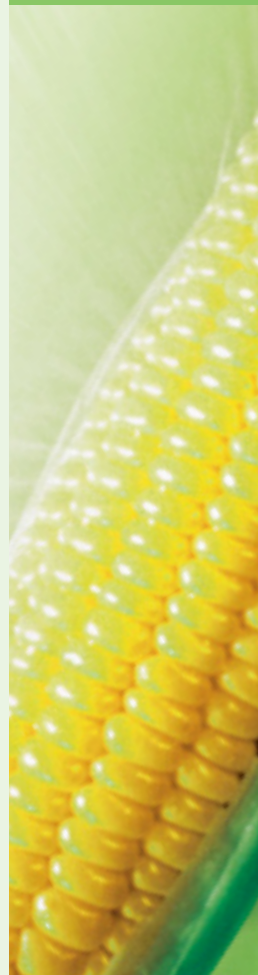
- 在禽蛋被驗出含蘇丹紅後，中心在二零零六年年底引入禽蛋進口商自願登記制度，現正把同類自願登記計劃推廣至其他高風險食品

- 着手建立全面的進口商、批發商及分銷商資料庫，先由高風險食品開始，根據“購入和銷出”的概念，強制業界保存銷售與分銷記錄，以便更有效追查食物
- 與內地當局一同研究是否可以利用射頻識別技術追查食物和食用動物來源

擴大 法定權力

要迅速和有效地處理公眾十分關注的食物事故，某些規管措施是很重要的。受現行法例所限，這些做法並不可行。為改善這個情況，中心在著手透過立法增加處理食物事故的方法：

- 制定法例，授權政府可飭令業界回收食物或禁止出售可能嚴重影響公眾健康的食物
- 引入強制呈報機制，要求所有食物進口商向中心登記，並保存和提供分銷與銷售記錄



Tracing Origins of Food

The food chain is a complex web involving importers, wholesalers, distributors, transporters and retailers. When a food incident occurs, the CFS needs to obtain information on the import, distribution and sale situation of the food concerned in Hong Kong, in order to take the most appropriate actions to minimize the impact to public health. The CFS however has been facing difficulties in tracing the origins of the implicated food items, which have hindered the CFS from acting promptly on some occasions. It is therefore essential to put in place a tracing system within the food business for the CFS to assess the local situation and to respond to food incidents swiftly. The following measures have been/will be taken to pave the way:

- Introduced a voluntary enrolment system for poultry egg importers at the end of 2006 in response to the detection of Sudan dyes in eggs, and extending a similar voluntary enrolment scheme to cover other high risk food items
- Creating a comprehensive database of importers, wholesalers and distributors, starting from high risk food items and to mandate the keeping of records of

sales and distribution under the “one-step-forward and one-step-backward” philosophy to enable better food traceability

- Together with the Mainland authorities, examine the feasibility of applying Radio-Frequency Identification (RFID) techniques to trace the origins of food and food animals

Expanding Legal Powers

Certain regulatory measures are important means for managing food incidents of high public concern effectively and swiftly. Such options are however not available due to the existing legislative set-up. To improve the situation, the CFS has been working to expand its management options for handling food incidents through legislative means:

- Introduce legislation to empower the Government to order recall of food by the trade or prohibition of sale of food with significant health implications
- Implement a mandatory notification system to require all food importers to register with the CFS, and to keep and produce records of distribution and sale



與市民和業界的溝通

在處理食物事故方面，及時和有效地向各持分者傳達信息十分重要，因為市民和業界必須知道有關情況，才能採取必要的保護措施減低風險。在需要業界的配合時(例如自願回收食物)，與他們溝通和聯繫尤其重要。在溝通工作方面，中心強調坦誠透明，並不斷改善與各持分者有關的溝通策略：

- 改善回應計劃，確保更有條理和更一致地回應大大小小的食物事故，力求盡量公開和提高透明度
- 採納防預原則，在初步評估顯示食物可能會影響公眾健康時，即公布事件，日後再發表進一步調查的詳細資料

過去一年，中心因應重大食物事故發出了26個食物警報

- 除了新聞公報和記者會外，還透過電子方式(食物安全電子資料傳送系統)發出食物警報，以便即時發放消息
- 邀請業界和消費者組織代表參與制定食物安全指引，例如因應“蠟油魚”事件而擬定的指引
- 確保發給市民和業界的資訊簡便易明
- 發布以保障消費者為本的訊息

舉行簡報會向業界簡介有關識別及標籤油魚/鱈魚的指引
A briefing introducing the Guidelines on Identification and Labelling of Oilfish/Cod to the trade



Communicating to the Public and the Trade

Timely and effective communications of relevant information to stakeholders is critical to the handling of any food incidents, as the public and the trade must be informed of the situation to allow them to take the necessary action to protect themselves and to reduce the risks. Communication and liaison with the trade is particularly important when cooperation from the trade is necessary, e.g. in voluntary food recalls. The CFS emphasizes transparency in communications and has been improving its risk communication strategies with stakeholders:

- **Refine the response plan to ensure more structured and consistent response to food incidents of various scales to maximize openness and transparency**

- **Adopt precautionary principle and make public announcements when initial assessment reveals potential health risk of public concern, to be followed by details from further investigations**
- **Issue Food Alerts through electronic means (the Food Safety Electronic Information Delivery System) for prompt information delivery in addition to press release and press conference**

26 Food Alerts have been issued in the past year in response to major food incidents

- **Involve representatives from the trade and consumer group in formulating food safety guidelines, e.g. in drawing up Guidelines in response to the “oilfish” case**
- **Ensure information to the public and the trade is friendly and easy to understand**
- **Convey messages directed at consumer protection**

與業界合作，以期有效回應食物事故

Working with the trade for effective response to food incidents



6

第六章

與各持分者溝通

- 溝通以建立伙伴關係
- 從各持分者的角度出發
- 接觸各持分者
- 定期和適時溝通

Chapter 6

Communicating with Stakeholders

- Communicate to Build Partnerships
- Looking Through the Stakeholders' Eyes
- Reaching Out to Stakeholders
- Regular and Timely Communications

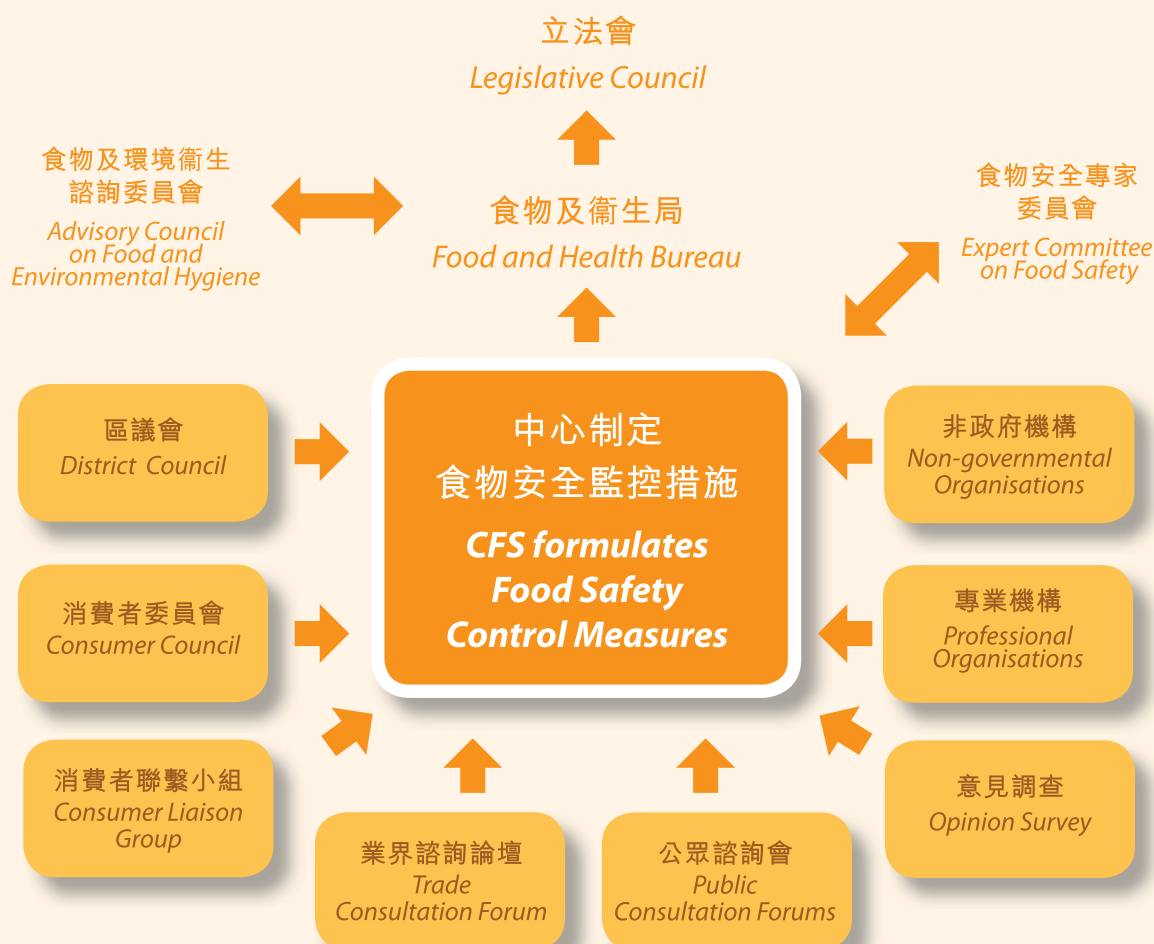




溝通以建立 伙伴關係

在食物安全的範疇，與各持分者有效溝通至為重要。中心必須在適當時坦誠向各持分者發放容易理解的信息，以協助他們保護自己，免受食物風險影響，或減低食物風險。溝通是雙向的，透過彼此互動交流，中心可了解各持分者的看法，而各持分者亦可獲得所需的資訊和表達他們的關注。政府、市民和業界要建立互信和積極的關係，必須先有效地溝通。只有**三方合作**，食物安全才可達到最高水平。

中心致力主動、坦誠和及時與市民和業界溝通。中心重視市民的看法；經常透過適當渠道與各持分者溝通，就市民所關注的事項傳遞清晰的信息。發生食物事故時，及時溝通尤其重要，因可避免出現混亂情況和不必要的恐慌。為繼續加強與各持分者的溝通，中心日益重視檢討其溝通工作的成效。



當局已設有諮詢機制，在制定食物安全政策時徵詢各持分者的意見

Consultation mechanisms are in place to solicit stakeholders' views in formulating food safety policies

Communicate to Build Partnerships

Effective communication with stakeholders is of the utmost importance in the area of food safety. The CFS must disseminate understandable information in a transparent manner and at the appropriate time for the stakeholders to protect themselves against, or to reduce, any food related risks. Communication is a two-way process. Through interactive exchanges, the CFS learns about the views of the stakeholders, and the stakeholders obtain information they need and voice their concerns. Effective communication is a prerequisite for building up a trusting and constructive relationship between the Government, the public and the trade, and it is only with such **tripartite partnership** that the highest standard of food safety can be achieved.

The CFS strives to be proactive, transparent and timely in its communication with the public and the trade. The CFS emphasizes on understanding public perceptions. The CFS communicates with stakeholders regularly through suitable channels with clear messages that go straight to the concerns of the audience; and timely and friendly communication is particularly critical at times of food incidents to avoid confusion and unnecessary panic. To keep enhancing its communications with stakeholders, the CFS is placing increasing stress on evaluating its communication endeavours.



Looking Through the Stakeholders' Eyes

Only when the CFS is cognizant of the interests and expectations of the stakeholders, in particular those of the public and the trade, can it address their concerns properly in its communications. A variety of participatory initiatives have therefore been put up to actively engage different stakeholders in deliberative and interactive dialogues:

- **Capitalize on the Consumer Liaison Group** focus group meetings for consumers to express their views on the focus and priorities of the CFS and for the CFS to seek their views on legislative and other proposals to enhance food safety
- **Conduct opinion surveys** to obtain comments of the public on the work of the CFS and on various food safety issues

從各持分者的角度出發

中心必須明白各持分者(尤其是市民和業界)的利益和期望，才可在溝通的過程中妥為回應他們的關注。因此，中心推行了多項工作，積極讓不同的持分者參與討論，各抒己見：

- 透過**消費者聯繫小組**專題討論會議，讓消費者就中心的工作重點和優先次序發表意見，以及讓中心就為提高食物安全的立法或其他建議徵詢消費者
- 進行**意見調查**，以蒐集市民對中心的工作和各項食物安全事宜的意見
- 舉辦**業界諮詢論壇**，讓中心與業界定期交換意見和討論
- 成立食物安全專家委員會，讓專業人士、學者、業界和消費者組織人士一同商議重要的食物安全監控措施
- 與消費者委員會聯手就消費者關注的專題進行食物安全研究，例如有關致敏原標籤的研究、反式脂肪的研究

中心與消費者委員會一同召開記者會，公布聯合進行就食物中致敏原標籤研究的調查結果

The CFS held a press conference with Consumer Council to release results of joint research studies on labelling of allergens in food

接觸各持分者

雖然傳統的溝通渠道可能已廣為社會接受，但中心仍不斷發展多種溝通途徑來接觸各持分者，以促進更快速信息傳遞和增加交流：

- 利用食物安全電子資料傳送系統的用戶網絡。這個系統以電郵方式向登記用戶傳送簡便易明的最新重要食物安全資訊，例如食物警報
- 透過電視節目及收音機廣播生動地傳達食物安全資訊
- 於本地報章專欄解釋與食物安全有關的概念

中心與持分者有許多資訊交流：

- 處理了**超過4,000**宗查詢
- 發出了**超過100**篇新聞公報
- 進行了**超過40**個記者招待會及**大約40**次傳媒訪問



- Hold the **Trade Consultation Forum** for regular exchanges and discussions with the trade
- Establish the **Expert Committee on Food Safety** for professionals, academics, members of the trade and consumer groups to deliberate on major food safety control measures
- Collaborate with the **Consumer Council** in conducting food safety research on topics commanding consumer interests, e.g. study on labelling of allergens, trans-fats
- Utilize the **Food Safety Electronic Information Delivery System (FSEIDS)** which delivers by email up-to-date, user-friendly and important food safety information, such as Food Alerts, to registered members
- Deliver food safety information in a lively manner through TV programmes and radio announcements
- Contribute to local newspaper columns to explain important food safety related concepts
- Launch the online newsletter of **Food Safety Focus** to update the trade and the public on recent food incidents and food safety information

Reaching Out to Stakeholders

While traditional communication channels may have been widely accepted, the CFS has been developing multiple communication avenues to extend our reach in promoting speedy and interactive exchanges:

Significant information flow between CFS and stakeholders:

- Handled **over 4,000** enquiries
- Issued **over 100** press releases
- Conducted **over 40** press conferences and **about 40** media interviews

食物安全專員麥倩屏醫生，聯同中心的醫生、食物科學主任及衛生督察與消費者聯繫小組成員在專題討論會議上討論食物安全事宜

Dr SP Mak, Controller of the Centre for Food Safety, discussing food safety issues with members of Consumer Liaison Group at a focus group meeting, together with public health physician, food scientists and health inspector from the CFS

業界代表積極參與定期舉行的業界諮詢論壇

Trade representatives are actively participating at the regularly held Trade Consultation Forum





中心重視與市民和業界面對面的接觸
The CFS values face-to-face communications
with the public and the trade

- 推出電子通訊《食物安全焦點》，以讓業界和市民更快獲得近期食物事故和食物安全的最新資訊
- 為市民和業界舉行諮詢論壇和公眾會議，提供與中心人員直接對話的渠道
- 與業界代表舉行討論會議，就擬議的立法修訂細節交換意見

定期和適時 溝通

發生食物事故時，中心主要透過記者會及食物警報，力求盡快向市民和業界提供準確而又易於明白的風險資訊和建議，以免出現資訊真空的情況和引起不必要的恐慌。除此以外，中心亦明白定期和有計劃的溝通對與各持分者建立互信的關係十分重要。因此，中心已制定全面的溝通策略，訂明中心的溝通工作和目標：

- 定期公布食品監察結果，例如每兩個月公布日常食品監察結果一次，其間亦會公布專項食品調查結果和時令食品調查結果
- 定期公布風險評估研究結果，並預告未來的研究議題。已於二零零七年上半年

發布的風險評估研究包括，食物植物含天然毒素研究、預先包裝食物隱藏致敏成分—花生及木本堅果、水果和蔬菜的營養素含量等；而中心亦正積極進行一系列研究，包括本地食品中的反式脂肪（與消費者委員會合作）、不同魚類中汞和甲基汞含量、油條、烘焙和零食食品的鋁含量等

為繼續提高溝通工作的成效，中心一直投放資源監察和制定有系統的溝通工作檢討機制。中心已為個別溝通活動設有以活動為本的檢討機制，例如問卷調查、活動結束後訪問合作機構。此外，中心正籌劃特別設計的意見調查，以了解市民對中心工作的整體意見。中心會分析和應用所得資料，以期不斷提升服務水平。



中心的社會醫學顧問及食物毒理學主任於記者會上公布有關天然毒素的科學研究結果

Consultant in community medicine and food toxicologist from the CFS presenting findings of a scientific study on natural toxins at a press conference

- **Conduct consultation forums and public meetings for the public and the trade to engage in direct communications with the CFS**
- **Hold discussion meetings with trade representatives to exchange views on details of proposed legislative changes**

Regular and Timely Communications

At times of food incidents, the CFS strives to provide the public and the trade with accurate, speedy and easy-to-understand risk information and advice through mainly press briefings and food alerts, so as to avoid information vacuums and unnecessary panic. In addition to such communications, the CFS appreciates that regular and planned communications are important in building a trusting relationship with stakeholders. The CFS therefore has formulated a comprehensive communication strategic plan to set out the CFS' communication initiatives and goals:

- **Release results of food surveillance on a regular basis, e.g. announce results of the routine food surveillance every two months, supplemented by results from targeted food surveillance and seasonal food surveillance in between**
- **Announce findings of risk assessment studies on a regular basis, and forthcoming research topics are also announced. Risk assessment studies with findings announced in the first half of 2007 include Natural Toxins in Food Plants, Undeclared Peanut and Tree Nut Allergens in Prepackaged Foods,**

Nutrient Values of Fruit and Vegetables, etc.; and the CFS is also working actively on a series of studies, including Transfat in Indigenous Food (collaborate with Consumer Council), Levels of Mercury and Methylmercury in Different Fish Species, Aluminium in Fried Fritters, Bakery and Snacks, etc.

To keep enhancing the effectiveness of our communications, the CFS has been investing in monitoring and establishing systematic evaluation mechanisms for its communication initiatives. Built-in project-based evaluation mechanisms are in place in relation to individual communication activities, e.g. questionnaires, post-event visits to partner organisations. In addition, the CFS is working out specially designed opinion surveys for an understanding of the public's overall views on the work of the CFS. The information gathered will be analyzed and applied to secure continuous improvement of our work.



第七章

協助持分者各盡本分

- 協助消費者與業界各盡本分
- 傳達所需知識
- 增加對食物的認識

Chapter 7

Equipping Stakeholders

- Equipping Consumers and the Trade
- Imparting the Necessary Knowledge
- Knowing the Food Better





政府
Government

消費者
Consumers

業界
Trade

要推廣食物安全，政府、業界和消費者必須攜手合作
Promotion of food safety requires the Government, the trade and the consumers to work hand in hand

協助 消費者與業界 各盡本分

要推廣食物安全，政府、消費者和業界的努力缺一不可。當中政府必須保障消費者，免受與食物有關的欺詐及違法行為影響；業界則須做好本分，竭力減少任何與食物有關的風險，確保所售食物安全；而消費者亦應熟悉食物危害，自我保護，以避免受到與食物有關的風險所影響。

然而，由於過往主要強調政府在監察和執法方面的角色，**共同承擔責任**的概念可能尚未被廣為接納。因此，必須讓消費者與業界明白**三方共同合作**這概念的重要性。有見及此，中心認為必須協助消費者與業界做好本分，幫助消費者作出知情的選擇，並讓業界承擔更大的責任。

中心致力確保持分者獲得所需知識：

- 舉行了**超過1,100**個研討會及講座
- 舉辦了**超過130**個巡迴展覽
- 製作了**超過20**款新印刷品及**6**段電台聲帶／電視短片

傳達 所需知識

中心相信，透過清晰易明的食物安全資訊，消費者更能作出知情的選擇，業界也更有能力供應安全的食物。中心透過多種途徑向消費者和業界提供所需的食物安全資訊，並經常改進有關內容和發放模式以加強效益，例如：

“**食物安全**是政府、業界和消費者三方的共同責任。”

食物安全專家委員會主席
關海山教授



巡迴展覽能使更多市民獲得食物安全資訊
Roving exhibitions as part of the food hygiene campaign for a larger reach of the public

Equipping Consumers and the Trade

Promotion of food safety is not possible without the Government, the consumers and the trade joining forces. While the Government is obliged to protect consumers from food frauds and illegal practices, members of the trade must play their parts to minimize any food related risks and to ensure that the food they sell is safe; and consumers should be familiar with food hazards and ensure that they protect themselves against food related risks.

The promotion of the concept of **collective responsibility** however may not be readily accepted, with the traditional emphasis mainly on the monitoring and enforcement roles of the Government. It is essential for the consumers and the trade to understand the significance of this concept of **tripartite**

“Food safety is a joint responsibility among the Government, the trade and the consumers.”

*Professor Kwan Hoi-shan
Chairman of the Expert Committee on Food Safety*

collaboration, and the CFS recognises that it must equip consumers and the trade to play their parts, assisting the former to make informed choices and the latter to become increasingly accountable.

CFS strives to ensure the necessary knowledge reaches the stakeholders:

- Delivered **over 1,100** seminars and talks
- Organized **over 130** roving exhibitions
- Produced **over 20** new printed materials and **6** radio/ TV broadcast material

Imparting the Necessary Knowledge

The CFS believes that through exposure to clear and understandable information related to food safety, consumers will be in a better position to make choices for themselves, and the trade will be better equipped to supply safe food. The CFS provides the necessary food safety information to the consumers and the trade through various channels, and constantly enhances the contents and modes of delivery to improve effectiveness, for example:



食物科學主任於二零零六年向老人院舍的食物處理人員講解食物安全重點控制系統
Food scientist explaining the HACCP system to food handlers for elderly homes in 2006



- 二零零七年三月試辦互動式的風險認知工作坊，為市民提供有關如何評估風險的資料
- 於二零零七年六月至九月期間為市民、業界和教師舉辦一系列食物衛生研討會
- 為目標組別舉辦食物安全重點控制研討會，並就實施方法給予意見。2007-08年度的目標組別為幼兒中心的膳食服務供應商
- 因應近期的食物安全關注點(例如天然毒素、致敏成份等)印製一系列新的宣傳資料和烹飪指引
- 年內定期發放主動進行的食物安全調查研究結果，如關於食用植物內天然毒素，各種魚類的水銀含量；及於發表前告知業界研究結果
- 派發簡便易明的刊物，例如食物安全通訊（公眾篇）、食物安全廣播站（食物業界篇）、“基因改造食物多面睇”簡訊

中心將於二零零七年舉辦大型運動推廣三方合作的概念，活動包括於二零零七年八月舉行的食物安全日。

各階層的市民參與一年一度的食物安全日，寓學習於娛樂

Public from all walks of life enjoying and learning at the annual fun-filled Food Safety Day



- Pilot the interactive Risk Perception Workshop for the public in March 2007 to provide useful information to participants on how to assess risk in context
- Organise a series of food hygiene seminars for the public, the trade and teachers between June and September 2007
- Organise HACCP seminars for target groups, e.g. catering service providers for child care centres in 2007-08, and advise on the implementation of the HACCP system
- Produce a series of new publicity materials and cooking tips in response to recent food safety concerns such as natural toxins, allergenic ingredients, etc.
- Release on a regular basis the results of proactive food safety research studies throughout the year, e.g. natural toxins in food plants, mercury levels in different fish species and brief the trade before the findings are released
- Distribute easy - to - understand publications, e.g. Food Safety Bulletin (For Consumers), Food Safety Express (For Food Trade), GM Food Newsletter

The CFS is running a major campaign in 2007 to promote the concept of tripartite collaboration, which includes the Food Safety Day held in August 2007.

中心位於旺角的傳達資源小組為市民提供各種簡便易明的食物安全資訊

The CFS' Communication Resource Unit located in Mongkok provides the public with varieties of friendly information on food safety



增加 對食物的認識

協助消費者對所購買的食物有更多認識，從而作出知情的選擇以保障自己，食物標籤是一個重要的方法。食物標籤的規定同時也可使食物業界必須向買家負責。中心每年檢驗超過5萬個在零售點出售的預先包裝食物，確保它們符合標籤法例的規定。

中心明白市民希望得到更多與食物有關的資料，亦認為有需要向消費者提供更廣泛的資料。因此，法例增加了食物標籤的涵蓋範圍，並不斷努力建立一個更全面的標籤制度：

- 規定詳細標示食物添加劑和致敏物質的法例於二零零七年七月生效
- 草擬法例為預先包裝食物引入營養資料標籤制度，向消費者提供有用的營養資料，以及規管與營養素相關的聲稱
- 就公眾關注的食物擬備標籤指引，例如二零零六年七月發布有關標示基因改造食物的指引；二零零七年八月發布有關導致排油腹瀉魚類標籤的指引

為使消費者對食物標籤和營養素有更深入的認識，中心亦已展開下列工作：

- 舉辦工作坊和設計教材
- 於二零零七年五月出版《食物添加劑消費者指南》
- 於二零零七年六月提升網上“食物營養計算器”的功能，讓市民估計營養素攝入量

法例規定的食物標籤可協助消費者作出知情的選擇和促使食物業界必須向消費者負責

Legal requirements on food labelling facilitate consumers to make informed choices and bring the food trade accountable to consumers



衛生督察檢查出售食品的有效日期和標籤

Health Inspector checking expiry dates and labels of food products on sale



Knowing the Food Better

Food labelling is an important means to assist consumers to understand more about the food they purchase and to make informed choices to protect themselves. It is also a major way to bring the food industry accountable to the buyers. The CFS inspects over 50,000 pre-packaged food items on sale at retail outlets each year to ensure compliance with legal requirements on labelling.

The CFS is aware that public demand on food information has been growing, and believes that it is necessary to provide a wider range of information to consumers. Legislation on food labelling has been expanded and is continuously moving towards a more comprehensive system:

- **Legislation requiring the detailed labelling of food additives and allergenic substances came into effect in July 2007**

- **Work on legislation to introduce a Labelling Scheme on Nutrition Information for pre-packaged foods, which provides useful nutrient information to consumers and regulates nutrient-related claims**
- **Prepare guidelines on labelling of food items of public concern, e.g. on genetically-modified food in July 2006; on the labelling of fish species causing oily diarrhoea in August 2007**

To facilitate consumers' understanding of food labels and nutrients, the CFS has also taken the following initiatives:

- **Organise workshops and devise teaching kits**
- **Publish The Consumer Guide to Food Additives in May 2007**
- **Enhance the online "Food Nutrient Calculator" in June 2007 for the public to estimate nutrient intakes**

消費者指南提供快捷的參考資料，讓消費者更了解食物添加劑的標籤

The Consumer Guide provides a quick reference for consumers to better understand the food labels on food additives



中心的食物生物科技學主任準備有關基因改造食物的教材

Food biotechnologist from the CFS preparing teaching kits on GM food



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第八章

與內地及海外伙伴建立 聯繫網絡

- 全球化世界下的食物安全當局
- 與國家和國際伙伴建立更緊密的關係
- 在全球層面協作
- 建立國際交流平台

Chapter 8

Building Networks with Mainland and Overseas Partners

- Food Safety Authority in a Globalised World
- Towards Closer Relationships with National and International Partners
- Collaboration at the Global Level
- Creating Platforms for International Exchanges



International Symposium on Food Safety
Opening of the Centre for Food Safety
食物安全國際研討會
暨 食物安全中心成立典禮
1.2007



全球化世界下的 食物安全當局

正如我們生活的其他方面，食物安全問題也面對全球化的衝擊。世界各地的食品監管機構、食物業界和市民大眾同樣面對着食物安全環境中前所未有的轉變。許多食物安全問題必須通過各有關當局的跨境合作才能解決。此外，食物依然是主要的國際貿易議題。世界貿易組織(世貿)的成員與其他成員在食品貿易方面須受世貿某些協定所規限。

中心知道，任何食物安全規管當局要有效鑑別和回應可能影響本地公眾衛生的食物危害和事故，全球聯繫至為重要。中心一直與國際機構緊密合作，如食品法典委員會、世界衛生組織(世衛)、世界動物衛生組織，以及海外和國內的多個國家機構。這些聯繫對中心可即時取得世界各地最新的資訊和科技的能力，以及互相合作和協調，是不可缺少的。

與國家和國際伙伴 建立更緊密的關係

由於香港的食物大多進口，因此大部分在本港發生的食物事故都涉及境外的食物，而海外的食物事故也可能影響本港的公眾健康。為確保盡早得知最新的消息和快速回應，中心一直制定各種機制，以加強本港與內地和海外食品監管當局合作：

- 設立通報安排，例如與內地的食品安全當局、美國食品及藥物管理局的警報系統、歐洲聯盟的快速通報系統
- 與主要食物供應國的領事團及食物當局舉行簡介會和會議
- 把與內地當局的會議和交流會制度化，如與內地地方食品安全當局舉行周年會議



於二零零七年六月與歐洲食物安全局代表會面
Meeting representatives of the European Food Safety Authority in June 2007

在全球層面 協作

食品法典委員會由聯合國糧食及農業組織和世衛共同創立，是國際食物安全方面最重要的食品標準制定機構，其目的是保障消費者的健康和確保食品公平貿易。世貿在排解食品貿易糾紛時，會參照食品法典委員會所訂定的食品安全標準，確保食品安全標準沒有被濫用作貿易壁壘。中心十分重視與這些主要國際食品安全當局的聯繫，並一直積極參與全球的協作計劃：



香港特別行政區與廣東、澳門、深圳、珠海五地負責食物安全的官員舉行周年會議
The Hong Kong Special Administrative Region Government holding annual meeting with food safety officials from Guangdong, Macau, Shenzhen and Zhuhai

Food Safety Authority in a Globalised World

As in many other aspects in life, the issue of food safety is in no way free from the forces of globalisation, and across the world, food agencies, the food trade and the public alike are facing unprecedented changes in the food safety environment. Resolution of many food safety issues call for cross-border collaborations of different authorities. Moreover, food continues to be a major international trade issue, and Members of the World Trade Organization (WTO) are bound by certain WTO agreements in their food trade with other Members.

The CFS recognizes that global linkages are vital to any effective food safety regulators to enhance its capacity to identify and respond to hazards and food incidents, that may have implications on local public health. The CFS has been working closely with international authorities, such as the Codex Alimentarius Commission, the World Health Organization (WHO), the World Organization for Animal Health, and various national agencies overseas and in the Mainland. These linkages are essential for the CFS to have prompt access to latest information and technology worldwide, and for collaboration and coordination.

Towards Closer Relationships with National and International Partners

Given the market share taken up by imported food, most of the food incidents taking place

in Hong Kong concern food from outside the territory and food incidents overseas may well have implications on local public health. To secure prompt access to updates and to build up its capacity to respond swiftly, the CFS has been putting in place various mechanisms to promote cooperation with food authorities in the Mainland and overseas:

- **Establish notification arrangements, e.g. with Mainland food safety authorities, an alert system with Food and Drugs Administration of the USA, the Rapid Alert System with the European Union**
- **Conduct briefings and meetings with consular corps and representatives from food agencies of major food supplying countries**
- **Institutionalize meetings and forums of exchange with Mainland authorities, e.g. annual meeting with provincial food safety authorities**

Collaboration at the Global Level

The Codex Alimentarius Commission, set up jointly by the Food and Agriculture Organization and the WHO of the United Nations, is the single most important standard setting body in the international food safety arena, for protecting health of consumers and to ensure fair practices in the food trade. In settling food trade disputes, the WTO makes reference to standards set by the Codex Alimentarius Commission on food safety, to ensure that food safety standards have not been used unjustifiably as trade barriers. The CFS highly values its linkages with these major international food safety authorities, and has been engaging actively in collaborative initiatives at the global level:

- 透過世衛所建立的國際食品安全當局網絡，促進全球各地食物安全資訊的交流
- 向世衛的全球環境監測系統—食品污染監測和評估計劃網絡，提供亞洲區獨有的研究資料，例如本地食物含丙烯酰胺的情況
- 積極參與食品法典委員會和屬下的委員會的會議，以及國際培訓計劃

建立國際交流平台

為了確立在國際食物安全方面積極的伙伴地位，中心一直積極安排世界各地的專家來港會面和增進聯繫：

- 邀請內地、澳洲及新加坡的專家出任食物安全專家委員會的成員
- 邀請海外專家來港舉辦培訓課程和研討會，例如獸醫公共衛生周年工作坊，讓本地和海外的食品規管當局代表交流意見
- 邀請世界傑出的專家和食品規管當局代表出席二零零七年年初在香港舉行的食物安全國際研討會，促進國際交流



獸醫公共衛生的國際專家於中心的周年工作坊演講
International expert in veterinary public health speaking at the CFS' annual workshop



麥倩屏醫生於二零零七年七月與世界各地的專家分享食物安全監控的經驗，為北京奧運作出準備
Dr SP Mak shared experiences in food safety control with experts from around the world in July 2007, in preparation of the Beijing Olympic

中心的食物研究化驗所的化驗師一直與世界衛生組織合作研究食物中的化學污染物

Chemists from the Food Research Laboratory of the CFS have been collaborating with the WHO to research on chemical contaminants in food



- Facilitation of global exchanges of food safety information through the International Food Safety Authorities Network (INFOSAN) established by the WHO
- Contribution of **research data unique to our region** to the WHO's Global Environmental Monitoring System – Food Contamination Monitoring and Assessment Programme (GEMS/Food) network, e.g. Acrylamide in our local food
- Active participation in committees and meetings of the Codex Alimentarius Commission and international training programmes

Creating Platforms for International Exchanges

In order to establish itself as an active partner in the international food safety arena, the CFS has been proactively establishing channels for experts from around the world to meet and foster linkages in Hong Kong:

- Engage experts from the Mainland, Australia and Singapore as members of the Expert Committee on Food Safety
- Create opportunities for local and overseas regulators to share their perspectives by inviting overseas experts to conduct training and seminars in Hong Kong, e.g. the annual workshop on veterinary public health
- Brought together distinguished experts and regulators around the world at the **International Symposium on Food Safety**, held in Hong Kong in early 2007, to foster international exchanges

新南威爾士州食品衛生監督管理局的專業人員獲邀與食物安全中心的人員分享溝通食物安全問題的經驗和專業知識

Professional communicators from the New South Wales Food Authority invited to share with CFS staff their experience and expertise in communicating food safety issues



食物環境衛生署署長陳育德先生感謝食品法典委員會主席Claude Mosha博士支持研討會

Mr Eddy Chan, the Director of Food and Environmental Hygiene, thanking Dr Claude Mosha, the Chairperson of the Codex Alimentarius Commission, for his support to the Symposium



9

第九章

實現理想

- 人手和架構
- 制訂新的食物安全規管框架
- 改善邊境管制站
- 加強警報系統
- 未來發展

Chapter 9

From Vision to Reality

- Manpower and Structure
- Developing a New Food Safety Regulatory Framework
- Upgrading Border Control Points
- Enhancing Information Alert System
- The Future





中心自二零零六年五月成立以來，透過政府、食物業界和消費者三方通力合作，一直在食物鏈中各個重要環節，推行有效的機制，由養殖場審核以至與業界和消費者的溝通，藉以提高香港的食物安全水準。

源頭監控和法定規管架構

從源頭開始，中心加強了審核養殖場，並與各主要食品供應地區的有關當局（特別是內地當局）建立更緊密的伙伴關係。除了現有的進口法例外，香港已實施禽蛋進口商自願登記計劃和其他行政措施，包括登記養殖場、檢查衛生證明文件，以監控內地供港蔬菜、禽蛋和淡水魚。為了採用嶄新的方法處理食物安全問題，當務之急是盡快改革法例，好能設立有效的食物追查制度和使食物業須向消費者負責。除了改革食物規管機制外，政府亦繼續檢討現行的食物標準，包括關於防腐劑及獸藥殘餘的標準，以確保這些標準在急劇轉變的環境中仍能切合時宜。在首個全港市民食物消費量調查和總膳食研究完成後，中心以科學方法評估食物風險以制訂食物安全標準和處理食物事故的能力，將可大大提升。

食品監察和處理食物事故

食品監察計劃經修訂後，中心抽取食物樣本的目標已從查核是否符合法定要求和以數量為本變為更專項、積極和以消費者為本。在建立食物追查制度後，經修訂的食品監察計劃將更加有效，因為中心可迅速採取適當行動對付有問題的食物，以及在

源頭處理。食物安全事故廣為公眾關注，中心不斷改善回應策略，包括與業界和公眾溝通的方法。中心已採納預防原則，當初步評估顯示食物或會危害健康時便發出公告。擬議的立法追查制度和下令回收食物的權力，將可讓中心有更多方法有效處理食物安全事故。

溝通和協作

全球的食物安全機構和專家都認同食物安全是政府、食物業界和消費者共同承擔的責任。中心透過經常交流和協作，與所有持分者建立有建設性和互惠的關係。中心十分注重和所有持分者，包括市民、業界和傳媒的溝通和合作，並採取相關措施，包括設立消費者聯繫小組和業界諮詢論壇，從而建立信任和信心。作為全球化世界下的食物安全機構，中心一直致力拓展國際網絡，以謀求合作機會及盡快得到其他國家和地區的最新資訊。

人手 和架構

中心採取各種措施，以致力達成推廣食物安全的使命，人力資源亦須相應增加以配合工作。中心在成立初期有400多名人員。中心經常檢討人手和架構，以確保能配合就所定的目標、使命和承諾而進行的主要工作。中心亦需要完善的配套，以達到目標和體現其價值標準。此外，除了處理現有的工作外，中心還須面對日後發展上的挑戰，以及不斷轉變和出現的食物安全問題。

From farm audits to exchanges with the trade and the consumers, the CFS has since its establishment in May 2006 been building up important components along the food chain to promote food safety standard in Hong Kong through active tripartite collaboration among the Government, the food trade and the consumers.

Control at Source and Legislative Regulatory Framework

Beginning at the source, the CFS has been enhancing its farm audit work and its partnership with relevant authorities of our major food suppliers, in particular those of the Mainland. In addition to the existing legislative import controls, the CFS has put in place a voluntary enrolment scheme for egg importers and various administrative measures. The latter include registered farms system and inspection of health documents for controlling vegetables, eggs and freshwater fish from the Mainland. To realize a new approach in handling food safety issues, high priority has been set to urgently bring about a fundamental change in the legislative regime, to put in place an effective food tracing system and to facilitate the building up of a responsible and accountable food industry. Apart from an overhaul of the food regulatory regime, continuous review of existing food standards are taking place to ensure that they are able to deal with the rapidly changing environment, including standards on preservatives, veterinary drug residues. The capacity of the CFS to scientifically assess food risks in setting food standards and managing food incidents is going to improve significantly

with the completion of the first population-based Food Consumption Survey and the Total Diet Studies.

Food Surveillance and Food Incidents Response

Under our revised food surveillance strategy, our sampling goals have shifted from being quantity and compliance-focused to being more proactive, targeted and client-oriented. With a food tracing system in place, the improved food surveillance strategy will become even more effective, for the CFS will be able to take quick and appropriate action with regard to the implicated food, and to manage the problem at source. Food incidents have been catching major public attention and the CFS has been refining its response plan, including its communications with the trade and the public. Precautionary principle has been adopted and public announcements are made when initial assessment reveals possible health risk. The proposed legislation-backed tracing system and the power of ordering food recall will also provide more options for effective management of food incidents.

Communication and Collaboration

Food safety as a joint responsibility of the Government, the food trade and the consumers is now a concept recognised by food safety agencies and experts worldwide. The CFS has been building up a constructive and mutually beneficial relationship among all stakeholders through regular exchanges and collaborations. The CFS values very highly its communications and partnerships with all stakeholders, including the public, the trade, the media, and relevant measures



為此，中心增聘人員擔任多方面的工作，包括加強進口管制、食用動物疾病監察，以至增加對養殖場和加工場的視察次數。中心有由多個界別的專業人員組成的隊伍，包括公共衛生醫生和護士、獸醫、食物化驗師、食物科學主任和其他食物專家，例如營養師、食物生物科技學主任、食物毒理學主任，以及衛生督察職系人員。他們不同的專業知識十分重要，而中心亦會參考其他食物安全當局的做法，確保能掌握所需的專家意見。我們計劃於二零零八年首季把中心的人數增至約560名。此外，為應付日益增加的食物安全工作，政府將認真檢討人手調配的可能性，並在有需要時為所有負責食物安全工作的部門爭取額外的人手和資源。

增聘人員只是為實現目標邁出的其中一步。中心會根據以下目標，以期進一步發展中心的架構和善用資源：

- 為中心制訂可預見和長遠的策略與目標；
- 推行改善效益和效率的措施，即“更精明地管理和執行工作”，務求利用最新科技以最少資源收到最大成效；及
- 經常檢討中心的架構，好能更有效運用現有資源。

為進一步實現目標，政府近月已展開多項重要的計劃。

制訂新的 食物安全規管框架

為改善現行規管架構不足的地方，政府已着手制訂法例，以建立一個新的框架。新框架的目的是保障在本港供應的食物可安全食用、授權政府禁止不安全的食物在市場出售，並確保在監察、查找、評估和處理食物安全問題方面，備有奏效和有效率的制度，以保障公眾健康。新框架的其他

have been adopted, including the setting up of the Consumer Liaison Group and the Trade Consultation Forum, for trust and confidence building. As a food safety authority in a globalised world, the CFS has also been cultivating extensive international network, for cooperation opportunities and for prompt access to international updates.

Manpower and Structure

With the range of initiatives that the CFS has been pursuing to fulfil its mission of promoting food safety, corresponding upgrading of its human resources is essential. The CFS started with some 400 staff and the manpower and structure of the CFS is under constant review to ensure that they are appropriate for the stated goals, mission and key tasks to which the CFS is committed. The CFS must also remain fully equipped to meet its objectives and to fulfil the organisational values it represents. Furthermore, the CFS must not only address existing operational tasks but must face an important development task in the years to come, as food safety problems evolve and emerge.

With this in mind, the CFS has been recruiting new staff to undertake work as varied as strengthening import control, enhancing food animal disease surveillance, and increasing farm and processing plant inspection. Its multi-disciplinary team consists of public health physicians and nurses, veterinarians, food chemists, food scientists and other food experts such as nutritionists, food biotechnologists, food toxicologists, as well as health inspectorate grade officers.

Such cross-disciplinary team is essential and references are made to other food safety authorities to ensure that appropriate expert advice is available. Our plan is to build up a 560-man strong team by the first quarter of 2008. Furthermore, to cope with further increase of work in food safety, the Government will also critically review the redeployment opportunities of resources and, if need be, proceed to solicit additional headcounts and resources for food safety related departments.

However, recruitment of more staff is not an end in itself, but represents just one means to achieve our objectives. Accordingly, the CFS will consider the following objectives in further developing its structure and using its resources:

- **Formulation of foreseeable and long-term strategies and goals for the CFS;**
- **Implementation of measures to enhance effectiveness and efficiency, i.e. “smarter management and enforcement”, utilising the latest technology to allow us to achieve more with less; and**
- **Constant reviews of the CFS structure to better direct available resources.**

To further realise our objectives and goals, the Administration has started a number of major projects in recent months.

Developing a New Food Safety Regulatory Framework

In order to address the deficiencies of the existing regulatory regime, the Administration has begun work on a new legislation to

目的，是加強追查食物的能力，以及由食物業人士承擔供應安全食物的責任。

我們亦打算在新框架下訂立新規定，強制所有食物進口商和分銷商須向中心登記。最近發生的食物安全事故顯示，供應的食物通常經過不同層面的分銷商，除非中心事先知道食物分銷鏈上所牽涉的有關各方，否則一旦發生食物事故，要有效追查和阻止有問題的食物流入市面有一定困難。

與食物進口商和分銷商登記工作同時推行的，還有為所有高危食物實施食物進口證制度。現時進口的肉類、家禽和野味已設有進口證制度，當局很快亦會立法規管進口禽蛋。我們計劃把進口證制度的適用範圍，伸延至包括其他風險較高的食物，例如海鮮及其他水產、蔬果。我們希望藉着全面的登記和進口證制度，當發生食物事故時，例如發現食物含有違禁物質或過量的准許物質、食物標籤不正確、或當中心從國際新聞機構或食物安全當局方面得悉

食物不安全時，可以迅速、有效率和主動回應，在食物流入市面前回收及禁止其進一步入口。

由於制訂新框架的工作十分繁複需時，我們已就規管進口禽蛋、推行預先包裝食品營養標籤制度、制定食物內的農藥殘留上限等另行立法，這些立法工作相對較為簡單。

改善 邊境管制站

在規管、監測和監察進口食物方面，邊境管制站扮演“守門人”的角色。我們一直增加陸路、海路及機場各管制站的人手。目前，從內地運送食物的車輛，可經文錦渡、落馬洲或沙頭角到達香港。活生食用動物和其他新鮮食物，例如蔬菜、活魚、肉、家禽和禽蛋，則只可使用文錦渡邊境管制站。為加強對活生及新鮮食品的監察，我們正計劃於陸路管制站加強硬件及基建設施，特別是正積極計劃改善文錦渡的設施。



bring about a different framework. The new regulatory framework aims at guaranteeing the supply of safe food in Hong Kong, empowering the Administration to prohibit the sale of unsafe food in the market, and ensuring that effective and efficient systems are in place to monitor, identify, assess and respond to food safety problems for the protection of public health. The new regulatory framework also aims at enhancing food traceability and placing the responsibility of the supply of safe food back onto the food traders.

As part of the new regulatory framework, we also intend to impose a new requirement mandating that all food importers and distributors register with the CFS. The experience of recent food safety incidents has shown that the supply of food can often go through different layers of distributors and unless all those involved in the food distribution chain are identified in advance by the CFS, its effectiveness in tracing and containing the spread of problem food in a food incident is hampered.

Going hand in hand with the food importer and distributor registration will be the implementation of a food import permit system for high-risk foods. The import permit system is already in place for meat, poultry and game imports, and legislation will be in place very soon for egg imports. We intend to expand the scope of the permit system to cover other relatively high risk food products such as seafood and other aquatic products, vegetables and fruit. With a comprehensive registration and permit system, we hope to be able to respond quickly, efficiently and proactively

to incidents where, for example, food is found to contain prohibited substances or excessive permitted substances, or where food is labelled incorrectly, or even when the CFS receives information from international news agencies or food safety authorities regarding unsafe food, so that food can be recalled before it reaches the consumers and marketplaces, and further import is not permitted.

As the development of the new regulatory framework is a highly complex task requiring considerable time to complete, the Administration has also embarked on a number of comparatively less complex legislative works, which include regulation on imported poultry eggs, Labelling Scheme on Nutrition Information for pre-packaged foods, standards on pesticide residues in food, etc.

Upgrading Border Control Points

Our border control points are important “gatekeepers” in the regulation, monitoring and surveillance of imported food. We are strengthening manpower support at various control points via land, sea and air. Presently, vehicles carrying food may enter Hong Kong from the Mainland via Man Kam To (MKT), Lok Ma Chau (LMC) or Sha Tau Kok (STK). Live food animals and other fresh foods like vegetables, live fish, meat, poultry and eggs are restricted to the MKT border control point. To increase emphasis on live and fresh produce, we are planning for major enhancement in the hardware and infrastructure at the land border, in particular, the CFS is actively planning to upgrade the facilities at MKT.

加強 警報系統

中心一向致力完善轄下的資訊發放系統，這在發生食物事故或危機時尤為重要。中心正計劃在現有電子資料傳送系統的基礎上，增設一個加強警報系統，以期快速傳送資料。中心會邀請食物業人士和其他有關人士登記為新系統的用戶，接收各種食物安全資訊，例如食物回收、食物事故、食物風險評估報告和食品監察結果等。

未來 發展

為應付日趨繁重的工作，中心已加強人手，並且確切檢討是否可以重新分配資源。在未來數年，中心必須不斷檢討人手和架構，才能適應轉變和推行新計劃。所有新發展將會順暢地融入日常工作，而我們在日常工作所得的知識也會用於構思創新的服務。根據在首年所建立的基礎和在運作上所得經驗，中心將會不斷發展和改進，以達致社會的期望，為香港市民提供更好的服務。



Enhancing Information Alert System

The CFS is constantly looking into means to perfect its information dissemination system. This is particularly important in the event of food incidents or crises. Building upon the existing electronic information delivery platform, the CFS is planning to launch an enhanced alert system for prompt delivery of relevant information. Food traders and other interested parties will be invited to subscribe to the new system for receiving different types of food safety information such as food recalls, food incidents, food risk assessment reports and food surveillance programme results, etc.

The Future

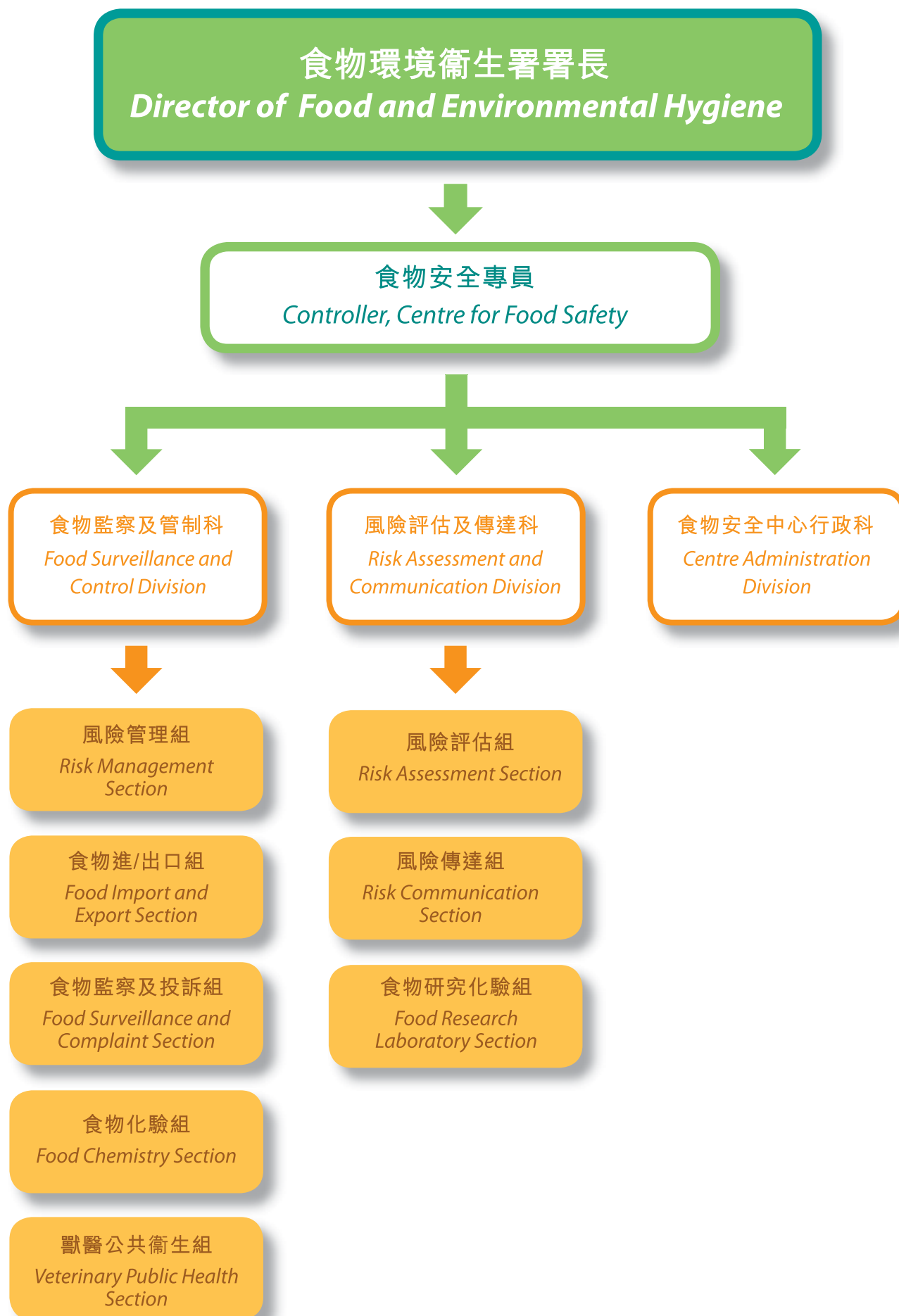
To cope with the increasing amount of work, the CFS has been strengthening its manpower and critically reviewing any opportunity for redeployment of resources. In the years to come, on-going reviews of the manpower and structure is necessary to allow the CFS to adapt to changing circumstances and to implement new initiatives. Any new developments will be integrated seamlessly into our day-to-day work practices while the knowledge gained in our regular work will be utilized in coming up with innovative ideas. Building on its foundation and experience gained from its first year, the CFS will continue to grow and improve, to live up to the expectations of the community and to better serve the people of Hong Kong.



The background of the page is a blurred photograph of laboratory glassware, including several Erlenmeyer flasks and test tubes, some containing liquids, set against a dark background.

附錄

Appendix





食物安全專家委員會委員名單 (2006-2008)

主席：

關海山教授

成員：

陳培光醫生

陳恩強教授

鄭景翔先生

馮馬潔嫻女士

張思定先生

劉燕卿女士

劉飛龍醫生

梁志清教授

勞敬信獸醫

奧磐石博士

黃煥忠教授

王仕中博士

黃家和先生

邱霜梅博士

關學貴醫生

蔡新民獸醫

Marion Joy Healy 博士

漁農自然護理署代表(當然成員)

衛生署代表(當然成員)

Membership of Expert Committee on Food Safety (2006-2008)

Chairman:

Professor Kwan Hoi-shan

Members:

Dr Chan Pui-kwong

Professor Thomas Chan Yan-keung

Mr Colin KC Cheng

Mrs Jenny Fung Ma Kit-han

Mr Peter Johnston

Ms Connie Lau Yin-hing

Dr Lau Fei-lung

Professor Frederick Leung Chi-ching

Dr Lo King-shun

Dr Desmond K O'Toole

Professor Jonathan Wong Woon-chung

Dr Raymond Wong Sze-chung

Mr Simon Wong Ka-wo

Dr Carrie Willis

Dr Kan Xuegui

Dr Chua Sin-bin

Dr Marion Joy Healy

Representative of the Agriculture, Fisheries
and Conservation Department (ex-officio)

Representative of the Department of Health
(ex-officio)



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食物安全中心
Centre for Food Safety
www.cfs.gov.hk

香港金鐘道政府合署
Queensway Government Offices, Hong Kong

電話 Tel: 2868 0000 (24小時熱線 / 24-hour Hotline)

傳真 Fax: 2893 3547



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