



JOINT FAO/WHO FOOD STANDARDS PROGRAMME
CODEX COMMITTEE ON FOOD IMPORT AND EXPORT INSPECTION
AND CERTIFICATION SYSTEMS

Twenty-fourth Session

Brisbane, Australia, 22 - 26 October 2018

DISCUSSION PAPER ON CONSIDERATION OF EMERGING ISSUES AND FUTURE DIRECTIONS FOR THE WORK OF THE CODEX COMMITTEE ON FOOD IMPORT AND EXPORT INSPECTION AND CERTIFICATION SYSTEMS

Prepared by Australia and Canada

Introduction

1. At its 20th Session in 2013, the Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS20) recognised that emerging global challenges were impacting approaches and technologies relating to food safety controls, and these trends were likely to continue.
2. As a result, the Committee requested a discussion paper be prepared to enable CCFICS to take a strategic approach to its area of work. At its 21st Session (2014), the Committee considered the discussion paper (CX/FICS 14/21/7) and agreed that the Discussion Paper be retained as a standing item and updated ahead of each CCFICS meeting.
3. At its 22nd Session (2015), the Committee considered the updated discussion paper (CX/FICS 16/22/9). The paper included a Horizon scan of issues that could impact on food control systems and the work of CCFICS as well as a list of potential areas of work. The Committee agreed to further work to develop the discussion paper including development of a framework for the preliminary assessment and identification of priority areas for CCFICS¹.
4. At its 23rd Session (2017), the Committee considered the updated discussion paper (CX/FICS 17/23/9) comprising two distinct components: Appendix A, presenting emerging global issues relevant to the work of CCFICS; and Appendix B, outlining a framework for the preliminary assessment and identification of priority areas for CCFICS. The Committee agreed to further work to update Appendix A to take into account members comments for consideration at CCFICS24. Regarding Appendix B, the Committee agreed to further work to revise the framework for the preliminary assessment and identification of priority areas for CCFICS for consideration at its next session².

Approach

5. The purpose of this agenda item is to facilitate a strategic, outward-looking discussion by the committee, to routinely undertake a global scan, identifying potential future issues, challenges and advancements. This will ensure the Committee is strongly positioned to consider new work or revision of Codex standards and ensure members are well prepared to contribute to these discussions.
6. It is envisaged that this will be an ongoing agenda item for CCFICS. The need to capture a broader international perspective was noted at CCFICS23; this objective could be achieved by members from different parts of the world volunteering, on a rotational basis, to take on the task of updating the paper.
7. In identifying and prioritizing its long-term work strategy, CCFICS will need to take into account the differing needs and capabilities of members and the need for future guidance to encompass the fundamental components of food control systems as well as the inclusion of newer approaches and technologies.

Emerging Global Issues Relevant to CCFICS

8. Appendix A identifies emerging global issues relevant to the work of CCFICS. It is a horizon-scanning tool that allows members to learn comparatively from each other's strategic outlooks, assess to what extent international standards exist to support identified issues, and thereby consider future needs to manage

¹REP16/FICS

²REP17/FICS

emerging issues.

9. Appendix A is not a prescriptive list of proposals; any member or observer can bring a proposal regarding any emerging issue to CCFICS. It is incumbent on Codex members to undertake a self-assessment, analyse issues, and bring discussion papers to CCFICS for consideration.

10. Appendix A takes into account the issues raised and comments submitted at CCFICS23, including:

- Consideration of appeal mechanism for rejections (row A);
- E-commerce included with electronic transactions and ICT capabilities, noting relevant discussions at the Codex Committee on Food Labelling on internet sales / e-commerce (REP18/FL) (row F);
- Merging of three issues: “New food production, processing, transport and distribution technologies”; “Given the rapidly changing technologies and processes supporting food production, globalisation, and the emergence of other risks - there is an ever increasing need to ensure consumers are protected from unsafe foods”; and “Evolving global food production systems” (row B) and updates to related columns;
- The concept of “novel food” captured in “New and evolving food production” (row B);
- Private standards (row E);
- Food waste as related to international trade included (row H);
- Surveillance included in “Improved analytics and testing technologies” (row D).

Prioritisation of new work

11. The Codex Alimentarius Strategic Plan 2014 to 2019 identifies the need for committees to be able to prioritise new work³. In addition, given the potential areas of new work identified through the global environment scan, and the diversity of emerging issues, CCFICS22 agreed to develop a framework for the preliminary assessment and identification of priority areas.

12. Any future work priorities for CCFICS should consider:

- The strategic importance of the issue being considered
- Its relevance to the CCFICS mandate
- Impact with regard to food safety or ensuring fair practices in the food trade
- Is the issue addressed by existing CCFICS texts or where text does exist, does a gap analysis in the text justify more work is required.

13. To assist the Committee give effect to the above elements, a draft prioritisation framework has been prepared at Appendix B. The framework was developed in recognition of the criteria for new work contained in the *Procedural Manual*, along with existing guidance developed by other Codex Committees.

14. It provides a simple criteria for the prioritisation of new work and establishes a subjective self-rating scale to assist the Committee to identify new work proposals in order of merit. New work proposals should undertake a self-assessment against this criteria specific to CCFICS in addition to addressing the requirements for the criteria for the establishment of new work priorities (criteria applicable to general subjects) outlined in the *Procedural Manual*. To assist CCFICS members a template combining the *Procedural Manual* components for the new work and the additional CCFICS criteria has been developed.

15. Recognising that many CCFICS texts were developed a number of years ago, the framework will also be useful with regard to prioritisation of their review and update.

16. As noted in the discussions of CCFICS22, consideration should be given to the work of other intergovernmental bodies, for example the role of the World Customs Organisation and WTO Trade Facilitation Agreement, when developing guidance relating to the interaction between food control authorities and customs/border control agencies.

17. CCFICS22 agreed that the Delegation of Australia should match the issues identified in para. 23 CX/FICS 16/22/9 against the criteria (then yet to be developed). After drafting the Emerging Global Issues Relevant to CCFICS (Appendix A) and the Framework for Preliminary Assessment (Appendix B), the Delegation of Australia did not see it appropriate for a single Member alone to determine the prioritization of possible areas for new work in the absence of the Committee’s agreement to the proposed criteria. It is

³Strategic Goal 1, Objective 1.2, Activities 1.2.1 and 1.2.2

recommended that this exercise is undertaken after the Committee considers the criteria at Appendix B.

Recommendations

18. CCFICS24 is invited to consider the draft discussion paper. Members and Observers are strongly encouraged to critically consider these draft documents given their importance in targeting and prioritising new work areas by the Committee. In this regard, it is important that CCFICS24 consider:

- a) the strategic areas of importance to the committee;
- b) the gaps that may still exist in existing guidance;
- c) the need to update existing guidance; and
- d) new areas for which guidance is needed.

19. It is recommended that the Committee agree that:

- Appendix A become the standing document for consideration under this agenda item for future CCFICS meetings;
- Given the importance of global input in shaping the effectiveness of Appendix A, that its custodianship is rotated through members on a meeting by meeting basis to ensure its ongoing global and membership relevance;
- Appendix B is adopted as the prioritisation tool for CCFICS when appropriate, such as when more than one new work proposal is being considered;
- Appendix C is adopted as a tool to assist members drafting a proposal for new work for consideration by CCFICS committee, it is important to note that the use of the template is optional.

Appendix A**Emerging Global Issues relevant to Codex Committee on Food Import and Export Inspection and Certification Systems****Introduction**

1. There is vast array of global emerging issues that will likely impact on the current global food trade system, including opportunities and challenges for inspection and certification systems.
2. The Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS) is charged with developing texts and providing recommendations relevant to the food import and export inspection and certification systems. Specifically, the CCFICS Terms of Reference¹ are:
 - a) to develop principles and guidelines for food import and export inspection and certification systems with a view to harmonising methods and procedures which protect the health of consumers, ensure fair trading practices and facilitate international trade in foodstuffs;
 - b) to develop principles and guidelines for the application of measures by the competent authorities of exporting and importing countries to provide assurance where necessary that foodstuffs comply with requirements, especially statutory health requirements;
 - c) to develop guidelines for the utilisation, as and when appropriate, of quality assurance systems to ensure that foodstuffs conform with requirements and to promote the recognition of these systems in facilitating trade in food products under bilateral/multilateral arrangements by countries;
 - d) to develop guidelines and criteria with respect to format, declarations and language of such official certificates as countries may require with a view towards international harmonisation;
 - e) to make recommendations for information exchange in relation to food import/export control;
 - f) to consult as necessary with other international groups working on matters related to food inspection and certification systems; and,
 - g) to consider other matters assigned to it by the Commission in relation to food inspection and certification systems.

Global Issues relevant to the Work of CCFICS

3. The below table identifies significant global issues that may impact on the work of CCFICS and recognises any existing texts or new work proposals relevant to each issue. These items have been drawn from previous Discussion Papers on Consideration of Emerging Issues and Future Directions and discussions at CCFICS sessions.
4. It may be the case that the existing text touches on, but does not fully address, the identified global issue. In this case, additional or clarifying guidance may be warranted. This may present an opportunity for the Committee to consider the appropriateness of potential new work. It may also present an opportunity to review existing text in light of new data, or new trading environments.
5. To assist the future development of this agenda item, it is suggested that the lead country should do a global scan of international material. The global scan should make reference to, where appropriate, prominent international discussions or issues of the day that may have been raised by various international organisations from which the challenge, issue or trend is identified. This would include Codex Alimentarius, WHO, FAO, UN, OIE, OECD etc. These potential areas of concern should be listed in order of importance and limited to 5 items where possible. If no new items are identified that is also acceptable. Where new items are included a short rationale should then be developed justifying their inclusion in the following table.
6. Members should refer to this table when considering the development of new work or revision of existing work. It provides useful guidance in linking member issues to broader global themes as well as existing CCFICS standards. As identified in Appendix B, further assessment in this regard will be required in the development of a new work proposal for consideration by CCFICS prior to its recommendation to the CAC.

¹ 25th Edition of the Codex Procedural Manual, Section V

Row ID	Emerging Global Issue (not in priority order)	Related Impact on CCFICS / Codex	Related CCFICS text / new work proposal
A	Appeals mechanism in the context of rejections.	Develop a separate guideline on an appeals mechanism in the context of rejections of imported foods.	<ul style="list-style-type: none"> • CAC/GL 25-1997 • CAC/GL 47-2003
B	New and evolving food production, processing, transport and distribution systems and technologies.	<p>Impacts on the Competent Authority with regard to national food control systems (their effectiveness, traceability, recall, etc.), imported food control systems, and new national production processes.</p> <p>Given the need to advance national standards will also impact on trade through equivalence and systems recognition.</p> <p>Potential to meet the needs of the growing global population through the production of new foods subject to due regulation.</p>	<ul style="list-style-type: none"> • CAC/GL 19-1995 • CAC/GL 20-1995 • CAC/GL 25-1997 • CAC/GL 26-1997 • CAC/GL 34-1999 • CAC/GL 38-2001 • CAC/GL 47-2003 • CAC/GL 53-2003 • CAC/GL 60-2006 • CAC/GL 82-2013 • CAC/GL 89-2016 • CAC/GL 91-2017 • Guidance on the Use of Systems Equivalence
C	Increased focus on food integrity / authenticity	The vulnerability of food systems to intentional manipulation for economic gain, for example.	<ul style="list-style-type: none"> • CAC/GL 20-1995 • CAC/GL 19-1995 • CAC/GL 25-1997 • CAC/GL 26-1997 • CAC/GL 38-2001 • CAC/GL 47-2003 • CAC/GL 60-2006 • CAC/GL 82-2013 • CAC/GL 89-2016

Row ID	Emerging Global Issue (not in priority order)	Related Impact on CCFICS / Codex	Related CCFICS text / new work proposal
			<ul style="list-style-type: none"> • Discussion paper on Food Integrity/Food Authenticity
D	Improved analytics, testing technologies, and surveillance.	The tools and methods used to measure performance of food safety systems and how and when they are applied.	<ul style="list-style-type: none"> • CAC/GL 47-2003 • CAC/GL 53-2003 • CAC/GL 25-1997 • CAC/GL 34-1999 • CAC/GL 82-2013 • CAC/GL 89-2016 • CAC/GL 91-2017
E	Private standards	The application of private standards in the production and standardisation of food, which may be different to those established by a competent authority.	<ul style="list-style-type: none"> • CAC/GL 20-1995 • CAC/GL 26-1997 • CAC/GL 34-1999 • CAC/GL 38-2001 • CAC/GL 60-2003 • CAC/GL 47-2003 • CAC/GL 82-2013 • Discussion paper on Third Party Certification
F	Increasing electronic transactions and Information Communication and Technology (ICT) capabilities	<p>The use of information technology as applied to food control systems including use for data gathering and analysis, and electronic certification.</p> <p>Note: discussion on internet sales / e-commerce underway at the Codex Committee on Food Labelling (REP18/FL)</p>	<ul style="list-style-type: none"> • CAC/GL 19-1995 • CAC/GL 26-1997 • CAC/GL 38-2001 • CAC/GL 82-2013 • CAC/GL 89-2016 • Guidance on Paperless Use of Electronic Certificates
G	Evolving role of competent authority and interactions between various government entities	Interaction among various governmental entities involved in food trade, in particular between food control	<ul style="list-style-type: none"> • CAC/GL 19-1995 • CAC/GL 34-1999

Row ID	Emerging Global Issue (not in priority order)	Related Impact on CCFICS / Codex	Related CCFICS text / new work proposal
		<p>authorities and customs/border protection agencies, and the ability to better leverage information from these interactions.</p>	<ul style="list-style-type: none"> • CAC/GL 47-2003 • CAC/GL 82-2013 • CAC/GL 89-2016 • CAC/GL 91-2017 • Guidance on the Use of Systems Equivalence
H	Food waste	<p>Food waste as related to international trade; not limited to the end of the food chain.</p> <p>In 2015, world leaders committed themselves to addressing this challenge and set out to halve per capita food waste and to reduce food losses by 2030 within the context of the 2030 Agenda on Sustainable Development and as part of Sustainable Development Goal (SDG) 12, which aims to ensure sustainable consumption and production patterns.</p>	
I	Antimicrobial resistance	<p>Impact on certification or inspections / testing arrangements regarding antimicrobial resistance, noting current work underway by the Ad hoc Codex Intergovernmental Task Force on Antimicrobial Resistance (TFAMR).</p>	<ul style="list-style-type: none"> • CAC/GL 20-1995 • CAC/GL 38-2001 • CAC/GL 47-2003 • CAC/GL 82-2013 • CAC/GL 89-2016 • CAC/GL 91-2017 • Guidance on the Use of Systems Equivalence

Row ID	Emerging Global Issue (not in priority order)	Related Impact on CCFICS / Codex	Related CCFICS text / new work proposal
J	New approaches to food safety, including preventative and outcomes-based systems	Current and anticipated changes to the suite of tools used to provide assurances, and how and when they are applied.	<ul style="list-style-type: none"> • CAC/GL 20-1995 • CAC/GL 19-1995 • CAC/GL 25-1997 • CAC/GL 26-1997 • CAC/GL 34-1999 • CAC/GL 38-2001 • CAC/GL 53-2003 • CAC/GL 47-2003 • CAC/GL 60-2006 • CAC/GL 82-2013 • CAC/GL 89-2016 • CAC/GL 91-2017 • Guidance on the Use of Systems Equivalence

Existing CCFICS texts

Reference	Title	Last modified
CAC/GL 19-1995	Principles and Guidelines for the Exchange of Information in Food Safety Emergency Situations	2016
CAC/GL 20-1995	Principles for Food Import and Export Inspection and Certification	1995
CAC/GL 25-1997	Guidelines for the Exchange of Information between Countries on Rejections of Imported Foods	2016
CAC/GL 26-1997	Guidelines for the Design, Operation, Assessment and Accreditation of Food Import and Export Inspection and Certification Systems	2010
CAC/GL 34-1999	Guidelines for the Development of Equivalence Agreements Regarding Food Imports and Export Inspection and Certification Systems	1999

CAC/GL 38-2001	Guidelines for Design, Production, Issuance and Use of Generic Official Certificates	2009
CAC/GL 47-2003	Guidelines for Food Import Control Systems	2006
CAC/GL 53-2003	Guidelines on the Judgement of Equivalence of Sanitary Measures associated with Food Inspection and Certification Systems	2008
CAC/GL 60-2006	Principles for Traceability / Product Tracing as a Tool Within a Food Inspection and Certification System	2006
CAC/GL 82-2013	Principles and Guidelines for National Food Control Systems	2013
CAC/GL 89-2016	Principles and guidelines for the exchange of information between importing and exporting countries to support the trade in food	2016
CAC/GL 91-2017	Principles and Guidelines for Monitoring the Performance of National Food Control Systems	2017

Framework for the preliminary assessment and identification of priority areas for CCFICS

1. The following guidelines are established to assist the Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS) to identify and prioritise its work.

Proposals for New Work

2. Proposals for new work will typically address issues associated with food safety and fair practices in the food trade, within the mandate of CCFICS, including to establish new guidelines or revise existing guidelines.
3. Proposals for new work to be undertaken should follow the process outlined in the Procedural Manual for *Proposals to Undertake New Work or to Revise a Standard*¹, in addition to the criteria below.
4. Members proposing new work should also refer to the document prepared at **Appendix A** that may assist in development of the new work proposal.

Criteria for Evaluating and Prioritising New Work

5. In addition to the provisions applying to new work proposals in the Codex *Procedural Manual*, the following criteria and associated ratings will be used in evaluating and prioritising new work proposals undertaken by CCFICS:
 - a. the justification for new work, including how the area of work may fill a gap in the current CCFICS suite of texts, or provide clarity to them.
 - b. whether the work will amend existing CCFICS texts or develop new CCFICS text
 - c. the scope of the work and the extent to which the issue impacts on CCFICS members and international trade.
6. To assist in quantifying (c) above, the criteria below should be used by the Member(s) proposing the new work. The criteria will be based on self-assessment and include a rationale to justify the rating. These details should be included in the proposal for new work for the consideration and agreement by the Committee.

Criterion	Rating
Immediate Urgency	High Medium Low
Impact of Food Safety	High Medium Low
Impact on fair trade practices	High Medium Low
Impact on Trade Facilitation	High Medium Low

Form of New Work Proposals

7. New Work Proposals should be provided to CCFICS in the format of a project document and address the additional criteria outlined above, alternatively a template combining the project document and the proposed criteria has been developed to assist CCFICS member drafting new work proposals.

¹CAC Procedural Manual, 24th Edition, Section II, Part 2, *Proposals to undertake New Work or to Revise a Standard addition*

Process for considering Proposals for New Work

8. The Committee will, normally, employ the following process with regard to the revision of existing guidelines or development of new guidelines:
 - a. CCFICS host secretariat will prepare a summary document presenting each proposal for new work and associated self-assessment against the above criteria for discussion at the next session of CCFICS.
 - b. The Committee will consider each new work proposal and, if accepted, a recommendation will be provided to CAC that new work commence. Where there is more than one new work proposal recommended for commencement by CCFICS in that session to the CAC, the new work will be listed in order of priority as determined by the above criteria.
 - c. Where two proposals recommended for approval by CCFICS to the CAC have equal scores under the above criteria, CCFICS will further assess their order of priority with reference to the above criteria to ensure a clear order of priority is established for CAC consideration.

Identification of priority areas

9. CCFICS will consider new work proposals and, where necessary, review of existing codes, in priority order based upon decisions made by CCFICS and using the criteria for evaluating and prioritizing work (see above).
10. The Committee may reassess the priority of each item where new data or other information is available relating to an item. Such data may be submitted for consideration and the priority for the new work proposal reconsidered.
11. CCFICS will continue to utilise all available resources, including the Discussion Paper on Emerging Issues, to identify emerging or imminent issues of relevance to the Committee.

CODEX ALIMENTARIUS COMMISSION



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**JOINT FAO/WHO FOOD STANDARDS PROGRAMME
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CCFICS Session

NEW WORK PROPOSAL -insert subject

**ON CONSIDERATION OF EMERGING ISSUES AND FUTURE DIRECTIONS FOR THE WORK OF THE
CODEX COMMITTEE ON FOOD IMPORT AND EXPORT INSPECTION AND CERTIFICATION SYSTEMS**

Prepared by insert member country or countries

Purpose and Scope of the Standard

Relevance and Timeliness

Main aspects to be covered

An assessment against the *Criteria for the Establishment of Work
Priorities*

Relevance to the Codex strategic objectives

Information on the relation between the proposal and other existing
Codex documents as well as other ongoing work

Identification of any requirement for and availability of expert
scientific advice

Identification of any need for technical input to the standard from
external bodies so that this can be planned for

Proposed time-line for completion of the new work, including
the start date, the proposed date for adoption at Step 5, and the
proposed date for adoption by the Commission; *the time frame for
developing a standard should not normally exceed five years.*

CCFICS criteria to assist the Committee prioritise the development of new work.

justification for new work, including how the area of work may fill a gap in the current CCFICS suite of texts,
or provide clarity to them.

whether the work will amend existing CCFICS texts or develop new CCFICS text

the scope of the work and the extent to which the issue impacts on CCFICS members and international
trade.

To assist in quantifying (c) above, the criteria below should be used by the Member(s) proposing the new
work. The criteria will be based on self-assessment and include a rationale to justify the rating. These details
should be included in the proposal for new work for the consideration and agreement by the Committee.

Criterion	Rating
Immediate Urgency	High Medium Low
Impact of Food Safety	High Medium Low
Impact on fair trade practices	High Medium Low
Impact on Trade Facilitation	High Medium Low