

## 食品法典委员会

联合国粮食及  
农业组织

世界卫生组织

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议题 10

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## 粮农组织/世界卫生组织联合食品标准计划

## 食品法典委员会

## 第三十九届会议

2016 年 6 月 27 日 - 7 月 1 日, 意大利罗马, 粮农组织总部

粮农组织与世卫组织政策、战略和准则  
与食品法典工作之间的关系<sup>1</sup>

( 由粮农组织和世卫组织编写 )

## 引言

1. 食典委第三十八届会议在步骤 8 审议通过《食品中必需营养素添加通用原则》时, 注意到一些代表团对第 3.3.2 节表达的保留意见, 他们认为食品法典应支持实施相关的世卫组织准则和全球战略, 以保护公共健康。世卫组织代表向食典委通报, 粮农组织/世卫组织正在审议食品法典如何以最佳方式支持粮农组织/世卫组织政策、战略和准则或与之互动, 并告知相应建议可酌情通过执行委员会提交食典委下届会议<sup>2</sup>。
2. 本文件概述了《章程》和《议事规则》(第 3-5 段) 中针对粮农组织/世卫组织与食品法典委员会之间关系的条款, 回顾了粮农组织/世卫组织与食品法典之间在近年来互动的一些例子(第 6 段), 并简要分析了从这些例子中得到的经验(第 7-13 段), 最后提出推进工作的方式。

## 食典委《章程》和《议事规则》界定的粮农组织/世卫组织与食典委之间的关系

3. 食品法典委员会是通过 1961 年 11 月粮农组织大会第 12/61 号决议及 1963 年 5 月世界卫生大会第 WHA16.42 号决议成立的。作为粮农组织/世卫组织食品标准联合计划的执行机关, 食典委是一个粮农组织和世卫组织的联合机构。对于粮农组织而言, 食典委是粮农组织《章程》第 VI 条规定之下的机构之一。

<sup>1</sup> 本文件还作为 CX/EXEC 16/71/13 号文件纳入食典委执委会第七十一届会议议程。

<sup>2</sup> REP 15/CAC 第 25-26 段。

4. 食品法典委员会《章程》经粮农组织大会及世界卫生大会批准后生效，并由上述机构于 1966 年和 2006 年作出修订。<sup>3</sup>

5. 根据《章程》第 8 条，食典委通过了其《议事规则》，并多次进行了修订。<sup>4</sup>

### 粮农组织/世卫组织与食品法典之间互动的例子

6. 本文附件列出的例子是从食典委过去和现在正在开展的工作中挑选出的，并不完全，但从这些例子中可以看到食品法典工作与粮农组织和/或世卫组织政策、战略及准则之间互动的相关问题。本文附件对这些例子进行了描述，无须在本届会议上进行实质性讨论，也无意提出粮农组织和世卫组织对规范粮农组织、世卫组织或食品法典的现行规则进行任何解读，仅提供需考虑的要点。

### 分析

7. 粮农组织和世卫组织作为联合国专门机构，分别受权在粮食和农业及公共卫生领域制定政策、战略和准则。食典委有权制定国际认可的食品标准，以保护消费者健康和确保食品贸易公平交易。食典委所有成员均为粮农组织和/或世卫组织的成员国或成员组织，从而也同时是食品法典标准、准则及建议的“制定者”和粮农组织及世卫组织政策、战略和准则的“制定者”。粮农组织和世卫组织的一些规范工作与食品法典委员会的标准制定职能相互关联；因此，对于粮农组织和世卫组织成员国来说，有效和高效的沟通对于保证其在标准制定过程中做出知情决策是非常有利的。这包括食典委要了解粮农组织和世卫组织相关政策信息。

8. 在列举的例子之中，食品法典系统与世卫组织/粮农组织之间使用了不同的沟通途径和沟通方式。理想的情况是，食典委通过粮农组织/世卫组织/食品法典秘书处，与粮农组织和世卫组织领导机构保持双向沟通，确保在各自工作中实现协同作用和互补。这几个机构之间沟通不足或缺乏系统性沟通方式，将可能导致食品法典审议粮农组织/世卫组织提出的政策优先重点受到拖延，或导致食品法典制定标准时未充分了解粮农组织和世卫组织的政策、战略或准则。

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<sup>3</sup> 《章程》规定，食典委应（……）就涉及粮农组织/世卫组织食品标准联合计划执行的所有问题，负责向联合国粮农组织总干事及世卫组织总干事提出建议并提供咨询（第 1 条），食典委应通过粮农组织及世卫组织两总干事向粮农组织大会及世卫组织的适当机构提交报告和提出建议（第 5 条），等等。

<sup>4</sup> 食典委《议事规则》规定，食典委会议应由粮农组织和世卫组织两总干事召集，会议举行地点由两总干事确定（规则 VI.4），粮农组织和世卫组织两总干事（……）应为每届食典委会议拟定暂定议程（规则 VII.1），由粮农组织和世卫组织领导机构或总干事列入议程的议题均不得从议程上删除（规则 VII.6），对粮农组织和/或世卫组织相关政策、计划或财务方面有影响的食典委建议应由两总干事提请粮农组织和/或世卫组织领导机构注意，以采取适当行动（规则 X.3），粮农组织和世卫组织两总干事可要求食典委成员向食典委提供根据食典委建议所采取行动的相关资料（规则 X.4）。不仅如此，根据粮农组织和世卫组织两个组织的确认程序规定，《议事规则》及其修订内容需经粮农组织和世卫组织两总干事批准后生效。

9. 有时食典委未被及时告知粮农组织/世卫组织正在制定或最后确定的政策、战略或准则。信息缺口还可能是由于国家食品法典联络人与本国负责粮农组织/世卫组织工作的国际事务部门沟通不充分导致。国家层面在针对相关食品法典问题确定立场方面与利益相关方之间磋商不充分，也可能影响国家一级决策的一致性。这些挑战可以通过在国家和国际层面加强沟通加以克服。最近对抗菌剂耐药性的处理（附件实例 F 概述）说明，粮农组织/世卫组织和食典委之间时机恰当和有针对性的互动能够帮助在食品法典系统中加快审议粮农组织/世卫组织政策优先重点。

10. 食品法典委员会在通过制定国际食品标准支持和帮助实施粮农组织/世卫组织的政策、战略和准则方面具有巨大潜力。事实上，世界卫生大会及粮农组织/世卫组织举办的其他会议<sup>5</sup>已经呼吁食品法典委员会在若干具体领域开展工作，为粮农组织和世卫组织召开的此类政府间全球大会做出贡献。

11. 虽然如此，粮农组织和世卫组织领导机构不应当给食典委过重负担。在邀请食典委开始新的工作以支持粮农组织/世卫组织的政策、战略或准则时，应明确界定范围并提供指导。任何新提出的工作都应当与食典委的六年期战略保持一致，并在合理的时间框架下和可用资源条件下具有可行性。

12. 食典委《章程》和《议事规则》现行条款为粮农组织/世卫组织通过各种途径让食典委及时了解情况开辟了道路。例如，粮农组织/世卫组织可提出议题纳入每一届食品法典会议暂定议程中。粮农组织和世卫组织提出的议题是食典委及一系列综合主题委员会议程上的常设议题<sup>6</sup>。粮农组织/世卫组织可以起草讨论文件或会议室文件，以便在任何会议上引起对特定问题的关注，提出建议并为讨论提供信息。有些上述条款未得到使用，可能有助于改进对相关政策问题的交流。

13. 通过开展严格审查，可进一步审议食品法典委员会执行委员会在确保考虑粮农组织及世卫组织相关政策方面可以发挥的关键作用。

## 结 论

14. 粮农组织和世卫组织在各自领导机构指导之下，在各自职权范围内制定政策、战略和准则。鉴于食品法典成员与粮农组织和世卫组织成员几乎完全一致，提请食典委注意在食品法典工作中适当考虑粮农组织/世卫组织相关政策、战略和准则的重要性。

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<sup>5</sup> 例子包括粮农组织/世卫组织食品标准、食品中的化学物质及食品贸易大会（1991）、国际营养大会（1992）及第二届国际营养大会（2014）。

<sup>6</sup> 食品卫生法典委员会、食品污染物法典委员会、食品添加剂法典委员会、食品中兽药残留物法典委员会、农药残留法典委员会以及营养与特殊膳食用食品委员会

15. 如食典委同意，粮农组织和世卫组织将提出进一步推进工作的可能方式，供执行委员会下一届会议审议。其中可能包括推动食品法典委员会与粮农组织和世卫组织领导机构及/或总干事之间开展对话的“最佳实践方式”草案，以及对《程序手册》进行可能的修订，以便食典委根据粮农组织和世卫组织当前的政策、战略及准则，做出知情决策，特别是在严格审查进程中。

## **Annex. Examples of interaction between FAO/WHO and Codex**

### Example A: WHO Global Strategy on Diet, Physical Activity and Health (DPAS)

A1. The World Health Assembly (WHA) adopted the Global Strategy on Diet, Physical Activity and Health in May 2004 (WHA57.17). The Resolution requested Codex to consider action it could take to improve health standards of foods to support the implementation of DPAS.

A2. WHO informed the 55<sup>th</sup> Session of the Executive Committee (CCEXEC) held in February 2005 of the adoption of DPAS which underlined the importance of Codex standards for member countries, especially as regards nutrition and labelling, in order to provide better information to consumers. The 55<sup>th</sup> CCEXEC then requested WHO, in cooperation with FAO, to prepare a document highlighting the action that could be taken by Codex for consideration at the 28<sup>th</sup> Session of the Commission in July 2005.

A3. Documents highlighting the work and activities that could be undertaken by Codex, in particular by the Committees on Food Labelling (CCFL) and on Nutrition and Foods for Special Dietary Uses (CCNFSDU), to facilitate the implementation of DPAS were prepared and discussed at the 28<sup>th</sup> and 29<sup>th</sup> Sessions of the Commission. The 29<sup>th</sup> Session of the Commission then requested CCFL and CCNFSDU to review the proposed actions at their sessions in 2007 (35<sup>th</sup> CCFL) and in 2006 (28<sup>th</sup> CCNFSDU) respectively.

A4. The 30<sup>th</sup> Session of the Commission reviewed the outcomes of the discussions at the 35<sup>th</sup> CCFL and 28<sup>th</sup> CCNFSDU. In 2008, the 31<sup>st</sup> Session of the Commission approved initiation of new work to revise the Guidelines on Nutrition Labelling (CAC/GL 2-1985) by CCFL (N16-2008) to implement DPAS and in 2010, the 33<sup>rd</sup> Session of the Commission approved initiation of new work to establish Nutrient Reference values (NRVs) for Nutrients Associated with Risk of Diet-related Non-communicable Diseases for the General Population by CCNFSDU (N04-2010) and by CCFL (N12-2010) to implement the DPAS.

A5. CCFL completed work directly triggered by DPAS by its 36<sup>th</sup> Session in May 2013 while the work of CCNFSDU continues. In fact, the work related to support the implementation of DPAS has become one of CCNFSDU's routine areas of work.

### Example B: WHO Guidelines for Drinking-Water Quality

B1. WHO produces international norms on water quality and human health in the form of guidelines that are used as the basis for regulation and standard setting, in developing and developed countries world-wide. The second edition of Guidelines for Drinking-Water Quality was published in 1993. The Codex Standard for Natural Mineral Waters was revised subsequently in order to align with the WHO guidelines.

B2. The third edition of Guidelines for Drinking-Water Quality was published in 2004 and triggered the revision of the Codex standard. The 8<sup>th</sup> Session of the Codex Committee on Natural Mineral Waters (February 2008) adopted the levels of many chemicals at the same level as those in the WHO guidelines (arsenic, barium, cadmium, chromium, cyanide, lead, manganese, nickel, selenium) but adopted for other chemicals the levels that were lower (antimony, copper, mercury, nitrite) or higher than in the WHO guidelines (boron). The Committee did not set any level for fluoride while the WHO guidelines had one.

B3. The fourth edition of Guidelines for Drinking-Water Quality was published in 2011, with a revised guideline values for boron, and some guideline values withdrawn and in some cases, changed to health-based values<sup>7</sup>. No action has however been taken so far in Codex to amend the Codex standard for natural mineral waters. Further the first addendum of the fourth edition is anticipated to be published later in 2016, with one likely amendment to change the guideline value for barium.

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<sup>7</sup> For some chemicals, a health-based value rather than a formal guideline value is proposed. Reasons include when occurrence is only at concentrations well below those that would be of concern for health. For manganese, the guideline value was changed to a health-based value since aesthetic as well as health aspects should be considered in the setting of national standards and regulations and confirming the acceptability of drinking-water.

Example C: WHO's infant and young child feeding recommendations including the International Code of Marketing of Breast-milk Substitutes (1981) and subsequent World Health Assembly resolutions, and the Global Strategy for Infant and Young Child Feeding (2003)

C1. WHO recommends that infants be exclusively breastfed for the first six months of life to achieve optimal growth, development and health, and that mothers should continue to breastfeed their children beyond the age of six months, until they are two years of age or older, at the same time providing them with safe and appropriate complementary foods to meet their evolving nutritional requirements.<sup>8</sup>

C2. In 1986, WHA adopted a resolution (WHA 39.28), which stated that “the practice being introduced in some countries of providing infants with specially formulated milks (so-called ‘follow-up milks’) is not necessary”.

C3. In 1987, the Commission defined follow-up formula – or follow-on milk – as “a food intended for use as a liquid part of the weaning diet for the infant from the 6th month on and for young children.”<sup>9</sup> However, WHO maintains that breast milk remains the most appropriate liquid part of a progressively diversified diet for the vast majority of children between 6 and 24 months of age, once complementary feeding has begun. Moreover, for those children who, for various reasons, are not breastfed, or for whom breastfeeding will stop before the recommended duration of two years or beyond, acceptable milk sources exist. WHO further maintains that as well as being unnecessary, follow-up formula is unsuitable when used as a breast-milk replacement from six months of age onwards.

C4. The Codex Standard for Follow-Up Formula (CODEX STAN 156-1987) was adopted by the Commission at its 17<sup>th</sup> Session in 1987. An amendment to the Labelling Section was adopted in 1989 by the 18<sup>th</sup> Session. In July 2013, the 36<sup>th</sup> Session of the Commission agreed to initiate a further review of the existing Standard for Follow-up Formula.

C5. When the further amendment to the existing Codex Standard for Follow-up Formula was proposed, WHO stated that WHA resolutions should guide and inform the work undertaken by Codex, so as to ensure policy coherence across various intergovernmental bodies of FAO and WHO. In this context, for the revision of the existing Standard, WHO had request the Codex Committee to include some language in the revised standard which adequately reflects the resolution WHA39.28.

C6. In 2010, WHA adopted Resolution WHA63.23 which stated that the promotion of breast-milk substitutes and some commercial foods for infants and young children undermines progress in optimal infant and young child feeding, and called upon the infant food manufacturers and distributors to comply fully with their responsibilities under the International Code of Marketing of Breast-milk Substitutes and subsequent relevant WHA resolutions.

C7. The continuing, inappropriate marketing practices for follow-up formula are undermining both exclusive and continued breastfeeding in many industrialized and developing countries. In 2012, as part of the efforts in putting into practice the comprehensive implementation plan on maternal, infant and young child nutrition, the 65<sup>th</sup> WHA, through Resolution WHA65.6, requested the Director-General of WHO to provide clarification and guidance on the inappropriate promotion of foods for infants and young children cited in Resolution WHA63.23. Accordingly the work was carried out by WHO and the Guidance on ending the inappropriate promotion of foods for infants and young children has been submitted to the 69<sup>th</sup> WHA in May 2016 for consideration as requested by WHA decision WHA67(9).

C8. In the planned revision of the current Codex Standard for Follow-up Formula, WHO would request CCNFSDU to include provisions on necessary regulatory measures to avoid inappropriate marketing of follow-up formula, not only through necessary labelling requirements, but in line with the marketing restrictions on breast-milk substitutes, as reflected in the International Code and also to reflect the recommendations delineated in the Guidance document submitted to the 69<sup>th</sup> WHA.

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<sup>8</sup> WHO/UNICEF. Global Strategy for Infant and Young Child Feeding, Geneva, World Health Organization, 2003.

<sup>9</sup> Codex Standard for Follow-Up Formula, CODEX STAN 156-1987. The Codex Standard for Follow-Up Formula was adopted by the Codex Alimentarius Commission at its 17<sup>th</sup> Session in 1987. An amendment to the Labelling Section was adopted in 1989 by the 18<sup>th</sup> Session. In July 2013, the 36<sup>th</sup> Session of the Codex Alimentarius Commission agreed to initiate a further review of the existing Standard for Follow-up Formula (CODEX STAN 156-1987).

*Example D: WHO Global Strategy to Reduce the Harmful Use of Alcohol*

D1. The global strategy to reduce the harmful use of alcohol<sup>10</sup>, endorsed by the 63<sup>rd</sup> World Health Assembly in 2010, recognizes the close links between the harmful use of alcohol and socioeconomic development. The strategy identified a number of policy options and interventions in the areas of marketing of alcoholic beverages and reducing the negative consequences of drinking and alcohol intoxication, including marketing restrictions, labelling, quality control, warning about contaminants.

D2. The 19<sup>th</sup> Session of the FAO/WHO coordinating Committee for Asia had before it a proposal to develop a regional standard for makgeolli, a fermented beverage containing a small amount of alcohol, but could not reach a conclusion on the proposal (REP15/ASIA paras 104-111). If the Commission decides to develop this standard, it would be the first commodity standard for an alcoholic beverage. A proposal will be discussed at the next session of CCASIA.

*Example E: Assessment of the risk of hepatotoxicity with kava products*

E1. In 2006, the 9<sup>th</sup> Session of CCNASWP considered proposals regarding the development of standards for kava beverages and for dried kava products.

E2. In 2010, at the 10<sup>th</sup> Session of CCNASWP, WHO reported on an assessment of risk of hepatotoxicity associated with several substances in kava products<sup>11</sup>, and drew the attention to the need to apply appropriate measures to prevent adverse health effects. WHO also considered that it was premature to treat kava as a food due to the effects attributed to its pharmacological properties.

E3. In 2012, the 11<sup>th</sup> Session of CCNASWP agreed to focus on the development of a regional standard for kava as a dried product that can be used as a beverage when mixed with water, and agreed to work with FAO and WHO to review existing scientific information and identify data gaps.

E4. In 2014, WHO and FAO prepared a scientific report on Kava when used as recreational beverage which reviews potential toxicity and provides recommendations. The report was presented at the 12<sup>th</sup> CCNASWP and will be used as a basis for further discussions on a regional standard. A proposal will be discussed at the next session of CCNASWP.

*Example F: WHO Global Plan of Action on Antimicrobial Resistance and FAO Resolution on Antimicrobial Resistance*

F1. The WHO Global Action Plan (GAP) on Antimicrobial Resistance was developed between May and December 2014 in consultation with Member States and in collaboration with FAO and OIE, before its final adoption at the 68<sup>th</sup> WHA in May 2015 (WHA68.7)<sup>12</sup>.

F2. In June 2015, the 39<sup>th</sup> Session of the FAO Conference adopted Resolution 4/2015 which was a call to action to both FAO members and the Organization itself to address the multifaceted aspects of mitigating both the impact on, and contribution of the food and agriculture sector to the threat posed by AMR to public health and food safety. The Resolution also called for FAO to support the implementation of the WHO GAP.

F3. To expedite consideration of AMR by Codex, FAO/WHO presented the issue to CCEXEC70 (2015) which provided guidance on follow-up action that could be taken before CAC39 on some relevant items. Based on the recommendation of CCEXEC, the Codex Secretariat, in collaboration with FAO and WHO, issued a circular letter, seeking, among other things, the views of Members on the need to review existing Codex texts dealing with AMR. An analysis of the responses of Codex members and proposals as appropriate will be presented to the Commission in June 2016 for a decision on the need for new work. FAO and WHO have invested much effort in advocacy at global and country levels on the importance of combatting the problem of antimicrobial resistance.

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<sup>10</sup> [http://www.who.int/substance\\_abuse/msbalcstragegy.pdf](http://www.who.int/substance_abuse/msbalcstragegy.pdf)

<sup>11</sup> [http://apps.who.int/iris/bitstream/10665/43630/1/9789241595261\\_eng.pdf](http://apps.who.int/iris/bitstream/10665/43630/1/9789241595261_eng.pdf)

<sup>12</sup> [http://apps.who.int/gb/ebwha/pdf\\_files/WHA68-REC1/A68\\_R1\\_REC1-en.pdf#page=27](http://apps.who.int/gb/ebwha/pdf_files/WHA68-REC1/A68_R1_REC1-en.pdf#page=27)

Example G: Reducing Food Loss and Waste

G1. FAO is spearheading a global Programme on Food Loss and Waste as a key element supporting sustainable food systems, efficiency of markets and food security which are strategic objectives of the Organization. The 2015 FAO Conference endorsed the recommendations of the 41<sup>st</sup> Session of the Committee on World Food Security which underlined the importance of reducing food loss and food waste and called on FAO and CFS members to implement actions aimed at achieving this. Date marking has been identified as an issue contributing significantly to the phenomenon of food waste.

G2. FAO has been participating in Codex discussions on this issue. In consultation with the Codex Secretariat and with the Chair of CCFL, FAO has designed a survey to gather information that would clarify the situation regarding date-marking policies at national level, their implementation and impact which should inform ongoing discussions at international level and decisions at national level. FAO is in the process of implementing assessments of food loss and waste at country level. The Organizations' participation in the discussions of CCFL will enable sharing insights from these assessments as appropriate. The country level work also facilitates informed engagement of Codex member countries in the CCFL work.

Example H: Sustainable Fisheries and "blue growth"

H1. Sustainable Fisheries and the successful engagement of developing countries in international trade in fish and fisheries products are critical aspects of FAO's work. The FAO Committee on Fisheries (COFI) is the Governing Body advising FAO Council and Conference on issues related to the Fisheries Sector. Given the importance of fish trade, FAO has created a COFI Sub-Committee on fish trade, which meets every 2 years and discusses, among other things, seafood safety issues for consumer protection and for market access to ensure that seafood safety requirements provide the level of protection deemed necessary by Codex and do not constitute disguised technical barriers to trade.

H2. FAO routinely reports to COFI on relevant issues under consideration in Codex and FAO has participated consistently in the work of CCFPP and other Committees working on issues relevant to the sector. This has facilitated good three-way communication among Codex, FAO and FAO Member countries and consistency between FAO policies and Codex work.