Codex Committee on Food Import and Export Inspection and Certification Systems

31.05.2021 - 08.06.2021
Virtual session

#CCFICS25
Codex Committee on Food Import and Export Inspection and Certification Systems

In 1991, the 19th session of the Codex Alimentarius Commission (CAC19) agreed to establish a new committee, the Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS), to deal with the quality and safety control of food in trade including certification.

Food control had been an issue within Codex and for Member Countries, especially developing countries, for at least twenty years before CCFICS was established. Since the 1960s, FAO and WHO programmes have been providing assistance to countries on national level food legislation, quality control, food inspections and certification “not only to provide consumer protection from health hazards and commercial fraud but also to generally assist in the development of the food industry and trade.” (CAC10)

Today, CCFICS provides instruments for the exchange of information between food-trading countries; and harmonization of food import/export systems worldwide, and thus encouraging mutual confidence and reduced cross-boundary barriers within the food trade.

This anniversary publication brings together contributions from some of those involved in managing, following and developing the work of the committee over the years. The Codex Secretariat gratefully acknowledges the invaluable contribution of the hosts Australia to the success of CCFICS in reaching this celebratory milestone and looks forward to witnessing the continued endeavours of the committee in protecting consumer health and facilitating fair trade.
Hon David Littleproud MP, the Minister for Agriculture, Drought and Emergency Management, Member for Maranoa, Queensland

As a nation that exports around 70 per cent of what we grow and produce, Australia knows that trade is an important part of a country’s economy. We pride ourselves on our reliable, safe, nutritious, and quality home-grown agricultural commodities and food products, which, thanks to trade, are enjoyed around the globe.

Australia has been an active member of the Codex Alimentarius Commission (Codex) since its establishment in 1963. Codex provides a framework for a transparent, rules-based, trading environment aimed at streamlining and reducing risks for those operating in an increasingly connected trading system.

Through our membership to Codex, Australia represents the interests of Australian consumers, farmers, agribusiness and the food industry to develop international science-based, standards and guidelines. We seek to ensure that Codex achieves this without imposing unjustified burdens or barriers on those who trade and, consequently, on consumers.

In April 2021, the Australian government provided a voluntary contribution of $300,000 to the FAO/WHO Scientific Advice Program. This contribution will bolster the FAO’s capability to provide timely scientific advice to support the setting of Codex standards.

The pandemic has highlighted more than ever the need for government actions and regulatory activities to be predicated on science. We need to learn from the challenges presented by the COVID-19 pandemic and how it is changing the way we do business. The pandemic has reminded us that access to food is a top priority for Australia and, indeed, the global community. The increase in global food trade and expanding global value chains in turn obliges all countries to appropriately protect human, animal and plant health while facilitating trade.

The Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS) recognises that such challenges are impacting approaches and technologies, particularly in relation to maintaining regulatory controls and trade flows in the face of necessary public health restrictions. The global trading environment is also rapidly shifting with the development of new technology and changing consumer expectations. With these trends likely to continue, we have the opportunity to build on
foundations to deliver improved outcomes for consumers, food traders and governments alike. It is vital that inspection and certification systems can adapt to and keep up with change.

For these reasons, and as a trading nation, Australia places great importance on innovation in its food and agriculture sector, and to modernising our export systems. CCFICS is vital to support this effort of governments around the world.

CCFICS contributes to the global trade framework by providing trusted guidance for efficient and transparent inspection and certification systems. As a global community we have a large, complex and growing task before us. It is imperative that we continue to work together to ensure that our food safety systems protect consumers and deliver fair trade in food. The work of CCFICS, including the voluntary use of third-party assurance programs for food and the critical issue of tackling food fraud, benefits from the collaborative efforts of all member states within the Codex family.

I wish to congratulate CCFICS on the work it has done over many years and wish you all the best for deliberations on the challenging issues that the committee is facing now and will undoubtedly continue to face into the future.
Every time you chair this committee it is something new, last time the first time, this time

This will be my second time hosting CCFICS, the first time was around 2.5 years ago. This one will be a first for me and many others, chairing a virtual Codex meeting. While the subject matter is not new to us, we haven’t been able to meet physically for quite a while, so how to get the most of our virtual meeting will be a challenge for all of us.

Having participated in quite a few virtual codex meetings, I have hopefully picked up some good tips.

I would also say that the Codex family are a remarkably friendly and constructive one, so I am optimistic we can make progress.

While we can’t do all the quiet, behind the scenes meetings and discussions we would normally do before a plenary, we are trying to have as many conversations with Chairs and Co-chairs to maximise our chance of success ahead of plenary. I have also offered to meet regional coordinators or indeed any interested member in the lead up to the plenary session.

What have been the challenges for you and your team in preparing?

I think not being able to meet physically is a real challenge and we have worked hard in conjunction with the Codex Secretariat to keep learning from the lessons of other virtual meetings to maximise our chances of success.

It would be naive to not comment on the challenges of time zones. It’s a very real issue. For the past year, we have experienced first-hand participating in Codex meetings in the middle of the night. CCFICS will mean others will be participating under these circumstances, including the Codex Secretariat.

I am very mindful of this and we know how hard it is. What does help we know, is managing the meeting and working through the agenda as well as we can.

Similarly, we have much less time in a virtual plenary than we would normally have so we have to keep the meeting moving through the agenda but also allowing members to deliberate.

Making sure the technology is up to the task is also important and that our systems are working, particularly in tandem with the Codex Secretariat. There is a lot of work going on behind the scenes to make sure we have the equipment and backup during the meeting.
What outcomes are you looking for on the main topics?

Well obviously, we are looking to make what progress we can on each topic on the agenda. Each of our items are at different stages, and to be honest, I think some issues lend themselves to a more interactive setting – such as a physical working group, where you can put the text up on the screen and work through it progressively, but we think we can kick some goals this meeting.

Given our virtual setting this time around, I have asked all the Chairs and Co-chairs to be clear on our objectives and likely outcomes. So many members have worked really hard behind the scenes under such difficult circumstances associated with managing the impact of the Covid pandemic both at home and at work. Another observation I would make having been to many a Codex meeting is that there are always surprises about what meetings can get bogged down on sail through. Never assume is my motto – as always, I am sure members will work together to progress our important work.

What potential obstacles to consensus are you aware of?

We certainly have a few to deal with. Some are largely getting the drafting of text right. Some have some substantive issues around both policy and scope that we will need to tackle. Other work, such as food fraud is still evolving. Covid has definitely impacted on our ability to progress our work. That is a reality. That said, the CCFICS electronic working groups have put in a lot of work prior to the session, so I’m hopeful our discussions at plenary will be constructive and make progress against each item.
This session marks the 25th anniversary of the committee, what have been the major achievements and where should we aim to be at the 50th session (which I presume you will not be chairing)?

I think there are a few standout achievements of CCFICS. In my experience, this covers both the breadth and depth of the many texts that have been developed and agreed but also, importantly, how this work has been developed.

CCFICS is characterised by committed professionals from all over the world who come together to consider, debate, collaborate and agree many complex matters that affect how food is traded.

I suspect this is how CCFICS has always operated, and it should be our goal to do the same for the next 25 years, regardless of whatever technology or circumstances we find ourselves in.

What advice can you offer new delegates and virtual delegates?

Enjoy yourself! It's a great opportunity to learn from the many smart and experienced members from all over the world.

Time is short in our virtual plenary – so please try and do your homework well in advance – previous committee reports and associated documents provide the history and background to how we have got to where we are on each agenda item.

We won't be re-opening debates on matters already agreed at previous meetings. We will be focusing our discussions on where we can make progress on outstanding substantive issues against each item.

I will be looking to manage interventions. The time clock will be set and I will hold members to it. Equally, we will be operating on the principle of silence being taken for acceptance.

What will you be doing when it is over?

A bit of a break for everyone is in order. As for the team, CCFICS26 is never as far away as it seems! Hopefully we will be planning a physical meeting, quite possibly in Hobart or somewhere else in Australia.

Covid thrust international trade and food safety concerns into the spotlight. How have we (international standards) done?

The pandemic has had such widespread and ongoing impacts and I would like to firstly extend my sincere condolences and support to those who have had to and are currently living through such challenges personally and professionally.

As with so many things in this world, there are silver linings – there are lessons to learn from how we have had to operate during the pandemic and we should be proactive in looking at how we trade and the Codex guidance we have or what we should think about working on;

COVID-19 is impacting approaches and technologies relating to food safety controls, with these trends likely to continue. A clear example has been the impact on trade due to COVID-19 restrictions. Paperless trading and our work on electronic certification is only growing in relevance and importance.
Official and officially recognized inspection and certification systems are essential and widely used in food control systems.

Consumer confidence in the safety and quality aspects of the food supply depends in part on their perception of the effectiveness of these systems as food control measures. A substantial amount of worldwide food trade relies on the use of inspection and certification systems.

As an inspector and auditor for many years in my country and working in capacity building on these areas in different parts of the world, I know how important the work developed by CCFICS is. Disciplines as those recommended in documents like the Principles for Food Import and Export Inspection and Certification and the Guidelines for Food Import Control Systems, to mention a few, give an efficient basis to develop inspection and certification activities for Codex Members.

I am proud of the work of the committee and would like to congratulate the Government of Australia on the occasion of the 25th Session of the Committee.
In March 1991, 383 participants from 79 countries and 28 international organizations met in Rome for the FAO/WHO Conference on Food Standards, Chemicals in Food and Food Trade. It was the first global food standards conference since the birth of Codex in 1962. One of its many recommendations to Codex was to set up a committee to deal with import/export food control problems, including certification.

Just one and a half years later in September 1992, CCFICS1 met in Canberra and since then 23 more times in beautiful places across the country — supervisors did get suspicious when delegates asked to travel to a place called “Surfers Paradise” for the second time — and around the world: Mexico City, Chiang Mai, Cebu and Mar del Plata. Wherever we went with CCFICS, Australia organized and chaired with outstanding professionalism offering participants the best possible working conditions to find a consensus on complex new guidelines.

Codex standards can only fully show their potential when inspection and certification systems in different countries work well together. This became even more evident when Codex texts were referenced in the World Trade Organization Agreement on the Application of Sanitary and Phytosanitary Measures (the “SPS Agreement”) in 1995.

**My first CC ‘fix’**

CCFICS14 in Melbourne was the first technical Codex committee I attended as a member of the Codex team. It took me some time to memorize its name and get into the complex topics on the agenda — one of them dealing with equivalence and another with traceability.

Over the years, teams have changed both in our Secretariat and on the Australian side but the professionalism, dedication to Codex core values and the preparedness to innovate and chart new grounds remain as prominent as in that first meeting I attended in 2005. CCFICS for example was the first ever Codex committee to experiment with having virtual participants in physical working groups.

I am extremely grateful to Australia for their commitment to the work of CCFICS and even though we would all prefer to be in Hobart celebrating this 25th birthday session, I am sure that the first virtual session, with its extensive and forward-looking agenda will be a success.

CCFICS beats with the pulse of international food trade and with all the recent changes in the world affecting this trade it will surely have work for another 25 sessions.
CCFICS AND FAO WORK: INTIMATELY INTERTWINED AND COMPLEMENTARY

FAO’s involvement into CCFICS discussions intensified significantly when the Committee initiated its work on national food control systems, which eventually resulted into “Principles and Guidelines for national food control systems” - CXG 82-2013. FAO contributions stemmed from our long standing work alongside with developing countries from all continents, which allowed us to be familiar with very different legal and administrative traditions with regard to food control systems.

A milestone in this work is the FAO/WHO 2003 publication “Guidelines for strengthening national food control systems”, complemented by the 2006 FAO guidelines to assess capacity development needs, which informed the Committee's initial discussions. While participating actively in the development of CXG 82-2013, FAO, subsequently joined by WHO, initiated the development of an assessment tool to allow countries to evaluate their food control systems, based on the principles and guidelines under development.

This was a long journey, involving creative pilot testing over different regions, questioning ourselves, re-thinking our models, passionate discussions over peer reviews cycles…. The English version of the FAO/WHO food control system assessment was released at CAC 2019; it is now available in FR and SP as well, and the AR and RU version are coming soon. The complexity of that work lay in the fact that while Codex texts are at “principle” level (therefore phrased at a high level, which is applicable for all members) for evaluation purposes, it needs to be “unfolded” into practical steps to be analysed and reviewed.

Assessment criteria had to be developed, as well as guidance supporting the consistent interpretation by different assessors in extremely diversified contexts, and illustrated through examples of possible indicators. All this needs to be expressed with an outcome focus, to remain applicable for all member countries, whatever the level of maturity of their food control system.

In the meantime, CCFICS started the discussion on performance monitoring as a complementary guidance to CXG 82-2013. This was also very complementary to the work on the assessment tool by FAO and WHO and the Committee was regularly kept informed of the progress, as it was useful to reflect on the notion of indicators, objectives and outcomes, that are the backbone of the CXG 91-2017. In the same vein, FAO has actively participated in the discussions framing the work on equivalence of systems that the Committee has initiated in 2016, at its 22nd session. The practical experience of FAO, deeply rooted in its field work with countries, be them developing or in transition, brings in a variety of perspectives that we hope has helped, as the sometime limited attendance by developing countries to the Committee discussions could not necessarily represent the diversity of situations.
As the same time, we worked hard through our projects to improve the understanding of developing countries of the potential impact of CCFICS discussions for them, and the importance to join their voices into these. This happened through CTF project but also through other projects introducing the assessment tool as a way to align countries understanding of their national food control systems on a regional basis, facilitating dialogue to improve trade (for example the pillars dedicated to the assessment of food control systems and Codex, of the SAFE project, implemented in collaboration with UNIDO, funded by Sweden). The ongoing discussions on the regulatory approaches to third party assurance schemes in food safety and fair practices in the food trade are another good example of topics of discussions and reflections brought to the attention of developing countries not necessarily participating into CCFICS discussions. Given the increasing engagement of developing countries into global trade, including for small and sometimes landlocked, or island states, from an exporter's (for many of them) or an importer's (for all of them) perspective, CCFICS is more than ever a highly relevant committee to engage more meaningfully and dynamically into. FAO is doing is share to allow this to happen.

A message from WHO

We would like to express our warm congratulations to the Codex Committee on Food Import and Export Inspection and Certification Systems on its 25th anniversary.

International trade of foods is an issue of huge food security and economic importance. CCFICS has produced principles and guidelines for harmonising methods and procedures regarding food import and export inspection system to facilitate international food trade. Codex standards, guidelines and codes of practice form the basis for WHO’s food safety work. Together with FAO and other partners, WHO supports countries in strengthening national food safety systems. This includes technical assistance, training and education and, provision of guidance material covering various aspects of food control and inspection. We look forward to a continued collaboration with our Member States in improving food safety throughout the world.

Peter Hoejskov and Haruka Igarashi
COVID-19 has increased the significance of CCFICS work

From a food standards perspective, the COVID-19 pandemic and the global response to it are presenting unprecedented challenges to the way we work and the mechanisms by which we regulate for food safety. Looking forward, we need to learn from COVID-19 as it is unlikely, we will ever go back to quite how things were before.

CCFICS recognises that the current pandemic is impacting approaches and technologies relating to food safety controls and these trends are likely to continue. The necessity to minimise human to human interaction as a measure to prevent the spread of COVID-19 has increased the significance of the paperless use of electronic certificates, a key piece of work on the current CCFICS agenda. It is anticipated that this guidance could promote greater uptake of more modern, electronic documentation-based trade, which will be more efficient and secure. Additionally, COVID-19 has resulted in the accelerated development and utilisation of alternative verification measures in supporting the continuity of a safe and efficient food supply chain. Such measures are equally critical to regulators and food businesses in the post-pandemic world as it has the potential to introduce many efficiencies to future regulatory and processing systems. Australia intends raising the issue of alternative verification, including remote auditing, at CCFICS25. We want to canvas whether other countries would support further discussion to consider and identify best practice approaches to alternate verification activities for facilitating international trade in safe food.
Australia’s Codex Contact Point (Codex Australia) fulfils a myriad of roles from supporting the Australian chair of the Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS) to organising meetings (25 meetings in the past 29 years); and being Australia’s primary liaison point with the Codex Secretariat in Rome, other Codex Contact Points, host countries, Australian delegation leaders and Australian stakeholders.

Our team is made up of Australian Government officials with a range of secretariat, project management and policy skills. Recent changes in the team provided a great opportunity to revisit roles, responsibilities and expectations of all those involved in Australia’s Codex work to improve efficiency and effectiveness. This included developing an internal Australian government handbook, Procedures and Guidelines for Australia’s Participation in the Codex Alimentarius Commission. This was instrumental in bringing on board our new team members effectively.

A big thanks goes out to the Office of the Codex Contact Point for Canada for sharing their processes and expertise with us. We were pleased to return the favour and share with them our experience of organising a virtual meeting. This work was supported by the Codex Secretariat in Rome, whose wealth of knowledge, expertise and advice was, and continues to be, invaluable.

As we approach CCFICS25, the Codex Australia team continues to work closely with the CCFICS Chair, Codex Secretariat and EWG leads to ensure we are ready to host our first virtual plenary session. We look forward to meeting you, virtually, and to continue progressing the CCFICS agenda.
How did the work begin?

It was back in 2016 during CCFICS22 that the Delegation of Canada proposed developing a discussion paper on third party certification and how it could play a role in informing competent authorities’ risk-based oversight. The Delegation of the United Kingdom (UK) offered to help since the UK had significant experience in this area and was already making use of third party certification information to support its official controls in the feed sector through its “Earned Recognition Programme”. The following year, CCFICS23 endorsed the project document on the development of draft guidance on regulatory approaches to third party assurance schemes in food safety and fair practices in the food trade and established an EWG chaired by the United Kingdom and co-chaired by Canada and Mexico. The Committee also endorsed an experimental approach, to hold two hybrid intersessional working groups (WG), i.e., physical working groups with virtual participation, to advance the work.

How well has the work progressed?

The Draft Principles and Guidelines for the Assessment and use of Voluntary Third-Party Assurance (vTPA) Programmes prepared by the two experimental physical/virtual working group (WG) meetings (Santiago, Chile, 8-11 December 2017 and Edinburgh, UK, 28-31 May, 2018) were advanced at CCFICS24 and adopted at Step 5 by CAC42. Some key principles emerged during the discussions and elaboration of the document: the guidelines provide flexibility to reflect the diverse needs, motivations and capabilities among Codex Member countries but do not obligate Competent Authorities to take this approach; information/data from vTPA programmes can inform and complement NFCS but does not replace regulatory oversight; and the importance of transparency, confidentiality, integrity and credibility of different parts of the vTPA programmes.

Further progress was made to resolve outstanding issues via an electronic working group (EWG) established by CCFICS24.

Recognizing that it has been almost 2.5 years between CCFICS24 and CCFICS25, a virtual webinar was held on 25 March 2021, to update Codex members and observers on the progress of this work and to remind participants of the key items discussed in the EWGs since CCFICS24.

Were there any particular challenges and how did you overcome them?

The concept of using information from 3rd party assurance programmes was new to many Codex members and significant concerns were raised during the initial discussion that the approach could replace official inspection carried out by competent authorities. Recognising these concerns, the co-chairs decided to organise a series of presentations at the beginning of each of the hybrid WGs sessions in Santiago and Edinburgh, and at a lunchtime side-event during CCFICS24 to provide information on practical experiences with voluntary third party assurance programmes and how they were used to support, not replace, the role of competent authorities.
What would be a good outcome at CCFICS25?

Based on the comments received during the various rounds of consultation and the excellent participation in the virtual webinar of March 25, 2021, the co-chairs are hopeful that the continued broad support for the guidelines means we are able to reach a consensus on the outstanding issues and agree to recommend the draft guidelines to the CAC for adoption at Step 8.

What has been the most satisfying element of the work?

To see the growing interest in the approach worldwide, not least from the WTO STDF which is using the vTPA Step 5 text as the basis for pilot projects in two Codex regions (see below).

Any regrets?

That we didn’t get to see Hobart in 2020.

What is happening elsewhere on vTPA?

WTO SPS Committee Thematic Session on Voluntary Third-Party Assurance as part of National SPS control systems: 📐

UNIDO survey of countries’ use of vTPA: 📐

UNIDO & STDF
Webinar - Partnering to improve food safety outcomes - accreditation and the role of vTPA programmes: 📐

STDF pilot projects in Central America and West Africa - Piloting the Use of vTPA Programmes to Improve Food Safety Outcomes: 📐 and 📐
National food control systems (NFCS) play an important role in protecting the health of consumers and ensuring fair practices in food trade. Based on Codex Alimentarius Principles and Guidelines for NFCS (CAC/GL 82-2013), FAO and WHO have developed a tool to assist countries with self-assessment of their national food control systems.


The assessments are based on evidence collection, review and validation, and build consensus. The assessments offer an opportunity to develop a common vision among competent authorities and other stakeholders (private sector, consumers, academia), of the current status of the national food control system, the priorities for progress, and the improvement process. They also serve as a support to facilitate the dialogue with external stakeholders.

Indonesia and FAO/WHO had been working on assessing of Indonesia food control systems for strengthening its systems. The Assessment result shows that the Indonesian government has an extensive legal framework that establishes the food control system and which is managed, overseen and delivered by competent authorities at the national, subnational level and national institutions. In line with the assessment result, the recommendations are focused on the overarching need to improve the coherence of the national system.

Currently emphasis is at national and global level and not at the level of individual Competent Authority (CAs). Nevertheless, these global recommendations will need to be implemented by all CAs, individually and collectively and are therefore valid for them, although at varying degrees depending on their mandates. As Indonesia has established institutions that should enable coordination, when possible and appropriate, the lead for these recommendations is with these institutions, as a means to strengthen their role.

Moving to a truly national risk-based system requires: developing a consistent risk based national approach, supporting the risk basis of the food control system - including risk analysis; and assessment and continual improvement at the national system level.
To implement this recommendation, there are five strategic outcomes: (i). a national risk basis for the food control system is developed for CA’s to use in implementing their risk-based activities; (ii). national guidance documents are developed for inspections, monitoring programs; (iii). data gathering and information technology systems are established to support the risk-based food control system and in particular the risk analysis and performance measures; (iv). pilot project is used to test the challenges and opportunities of implementing above outcomes; (v). national system-based evaluation framework to support continuous improvement and review is implemented.

The challenge is that Indonesia should be able to coordinate competent authorities at the national and subnational level (i.e., Ministries and Agencies at the national level; provinces, cities and districts at the sub national level) and national institutions (i.e., the Coordinating Committee for Food Safety Network, the Indonesian Risk Assessment Centre, the Public Health Operational Centre, the Indonesian Rapid Alert System for Food and Feed, and the Indonesian Food Testing Laboratory Network). Through the integrated coordination approach as recommended, it is expected Indonesia will be moving forward to have a strong and effective national risk-based food control system.

The WTO SPS Committee:
Facilitating dialogue on food safety issues

The Committee on Sanitary and Phytosanitary Measures (SPS Committee) of the World Trade Organization (WTO) continues to play an integral role in providing a forum to facilitate international dialogue on the trade effect of measures related to food safety, as well as animal and plant health. As part of this approach, the SPS Committee facilitates the peer review of SPS measures, where WTO Members can raise questions about existing or draft measures and seek to find solutions. Critical to these discussions is the recognition of the role of science – food safety measures must be science-based. The SPS Agreement also encourages governments to base their food safety measures on international standards, such as those developed by Codex.

For more information on food safety and trade, see #LetsTalkFoodSafety.
**Provisional Schedule**

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SAFE FOOD NOW FOR A HEALTHY TOMORROW

Food safety is everyone’s business