

# 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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Viale delle Terme di Caracalla, 00153, 意大利罗马-电话: (+39) 06 57051-电子邮件: [codex@fao.org](mailto:codex@fao.org)-[www.codexalimentarius.org](http://www.codexalimentarius.org)

议题 4

CX/EXEC 26/90/4

CX/CAC 26/49/15

2026 年 6 月

## 粮农组织/世卫组织联合食品标准计划

### 食品法典委员会执行委员会

第九十届会议

2026 年 6 月 29 日-7 月 3 日

### 《2020-2025 年食典战略计划》：2020-2025 年最终实施报告

（食典委秘书处与粮农组织和世卫组织联合编写）

#### 1. 《2020-2025 年食典战略计划》制定和通过进程

1. 《2020-2025 年食典战略计划》制定进程由食品法典委员会执行委员会（执委会）依据食品法典委员会（食典委）《议事规则》规则V第2条主持，该条授权执委会“就……战略规划……向食典委提出建议”。执委会第七十四届会议注意到“最终敲定[《2020-2025 年食典战略计划》]的过程将涉及与食典委全体成员进行广泛磋商，包括通过粮农组织/世卫组织各协调委员会和食典委进行磋商”<sup>1</sup>。磋商进程为《战略计划》制定工作贡献宝贵意见，其中成员和观察员就三份通函<sup>2</sup>所涉《战略计划》草案提交评议意见，各协调员就食典委六个区域中五个区域举行的非正式会议情况进行口头报告，以及通用原则法典委员会第三十一届会议期间举行非正式会议，最终促使各代表团在通过《战略计划》时，“对……透明、包容的示范性进程表示赞赏，这符合食典委的核心价值”。

2. 食典委第四十二届会议通过执委会第七十七届会议提交的拟议《2020-2025 年食典战略计划》<sup>3</sup>。在《战略计划》中，食典委重申一贯坚守始终如一的食典价值，并以其前身《2014-2019 年食典委战略规划》<sup>4</sup>为基础框架，沿用四项长期战略目标，同时新增“通过认可并使用食典标准增强影响”（战略目标3）这一重点方向。此外，《战略计划》包含

<sup>1</sup> REP18/EXEC1，第7段

<sup>2</sup> CL 2017/50/OCS-EXEC；CL 2018/67/OCS-CAC和CL 2019/21/OCS-CAC

<sup>3</sup> REP19/CAC

<sup>4</sup> <https://openknowledge.fao.org/handle/20.500.14283/i3826c>

多项重要新内容，包括新的食典愿景和使命表述，并将食典委工作与联合国可持续发展目标相衔接<sup>5</sup>。

3. 为向成员提供完整、客观、可靠的信息，制定并后续修订《2020-2025年食典战略计划》监测框架，最终框架已获食典委第四十六届会议批准<sup>6</sup>。食典委秘书处每两年提交一份《战略计划》实施状况报告<sup>7</sup>。本报告概述整个六年实施周期的总体情况。正文部分采用叙述方式，对照五项战略目标，逐一介绍进展、挑战和成就方面的要点与亮点，附录I对照《2020-2025年食典战略计划》监测框架进行相应报告<sup>8</sup>。

## 2. 《2020-2025年食典战略计划》实施工作亮点

### 2.1 聚焦标准：实现战略目标1“及时应对当前、新发和重要问题”

4. 本部分概述2020-2025年食典委明确并予以优先关注的部分需求和新兴议题，彰显食典委在不断变化的全球形势中应对多重挑战的能力，包括2019冠状病毒病（COVID-19）疫情、抗微生物药物耐药性、天气模式与气候变化、技术创新、贸易与消费趋势转变以及发展中国家和弱势群体持续性需求。这一时期制定和通过的食典文本，不仅反映出食典委议题覆盖面的广泛性，也突显出食典委有能力响应新出现的风险和新兴优先议题，及时提供科学依据充分、顺应全球形势的指导意见。

5. 2020-2025年，食典委通过约3500项新制定或经修订的标准（包括数值标准）、准则、操作规范以及其他规定，其中平均80%于5年内获得通过（附录I表2）。过去4年，各轮成员调查显示，平均88%的食典委成员认为，食典文本“基本有用”或“极为有用”，能够满足自身在食品安全和质量方面的重点需求（见附录I表1）。

6. 下文着重介绍过去6年食典委响应的部分关键和新兴议题。

#### 2.1.1 食典委响应全球公共卫生优先议题

6. 对食典委而言，抗微生物药物耐药性并非新议题，但鉴于2015年《抗微生物药物耐药性全球行动计划》呼吁定期审查并更新食典抗微生物药物耐药性文本，食典委第三十九届会议商定开展新工作，修订《降低和遏制食源性抗微生物药物耐药性操作规范》（CXC 61-2005），同时制定新版抗微生物药物耐药性综合监测指南，并设立抗微生物药物耐药性政府间特设工作组负责此项工作。此项工作历经工作组四次会议（2017年、2018年、2019年和2021年），最终圆满完成，期间克服COVID-19疫情挑战，以线上会议方式就一系列关键且偶有争议的技术议题完成文本制定。食典委第四十四届

<sup>5</sup> <https://openknowledge.fao.org/handle/20.500.14283/cb0222en>

<sup>6</sup> CX/EXEC 23/84/4，附件；REP23/CAC，第16段

<sup>7</sup> CX/CAC 22/45/14；CX/CAC 24/47/20

<sup>8</sup> CX/EXEC 23/84/4，附件

会议（2021年）通过经修订的《降低和遏制食源性抗微生物药物耐药性操作规范》（CXC 61-2005）和新制定的《食源性抗微生物药物耐药性综合监测和监督准则》（CXG 94-2021）。2023年，两项文本合编成册<sup>9</sup>。

7. 此项工作具有重要意义，继2022年获47个国家通过的《抗微生物药物耐药性问题马斯喀特部长级宣言》认可后，2024年再获联合国大会《政治宣言》肯定，其中全球领导人“承诺确保按照《食品法典》抗微生物药物耐药性标准……以审慎和负责任的方式在动物和农业领域使用抗微生物药物”<sup>10</sup>。随后，食典抗微生物药物耐药性文本的重要性也获得2025年粮农组织大会第四十四届会议通过的农业粮食体系抗微生物药物耐药性问题决议的认可。

8. 实地层面，同样努力推动落实食典抗微生物药物耐药性文本，例如在大韩民国资助下，开展为期五年的粮农组织“支持落实食典抗微生物药物耐药性文本行动”项目，直接面向亚洲和拉丁美洲六个国家提供支持，协助提升遏制和降低食源性抗微生物药物耐药性的水平<sup>11</sup>。项目还推动粮农组织抗微生物药物耐药性国际监测系统<sup>12</sup>建设，依托这一全球平台，协助各国围绕动物和食品中抗微生物药物耐药性以及植物生产和保护中抗微生物药物使用问题，生成、分析和共享可靠数据。此项工作再次表明，食典文本唯有得到切实落实，方能达成预期成效。

### 2.1.2 食典委应对气候变化构成的食品安全风险

9. 粮农组织2020年的一份报告强调，天气模式与气候变化可能导致食品安全危害的发生规律和分布发生变化，并影响防控措施的效能<sup>13</sup>。实现有效适应，需要构筑有利环境，包括制定适当的国际标准。

10. 雪卡毒素中毒是因食用雪卡毒素含量达到有害水平的海洋生物引发的病症。在全球范围内，由于海洋水温升高等因素，雪卡毒素中毒事件日益增多。沿海社区依靠当地捕捞活动获取食物和收入，面临的风险尤为突出。食典委作出紧急响应，制定并通过《预防和减少雪卡毒素中毒操作规范》（CXC 83-2024）。2024年，在通过此项《操作规范》之际，食典委第四十七届会议“祝贺食品污染物法典委员会就该文本迅速开展工作，注意到这项工作……提前完成”。至此，《操作规范》也成为食典委批准新工作后仅一年即获通过的少数六项食典文本之一。

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<sup>9</sup> 粮农组织和世卫组织。2023。《食源性抗微生物药物耐药性 — 食典标准汇编》。第一版修订。食品法典委员会。罗马。<https://doi.org/10.4060/cb8554en>

<sup>10</sup> [digitallibrary.un.org/record/4064023](https://digitallibrary.un.org/record/4064023)

<sup>11</sup> 玻利维亚、柬埔寨、哥伦比亚、蒙古、尼泊尔和巴基斯坦

<sup>12</sup> [抗微生物药物耐药性国际监测系统 | 抗微生物药物耐药性 | 联合国粮食及农业组织](#)

<sup>13</sup> 粮农组织。2020。《气候变化：剖析食品安全负担》。食品安全与质量系列第8号。罗马。<https://doi.org/10.4060/ca8185en>

11. 水是贯穿食品生产各阶段的关键要素，但正日益变得稀缺。水的可获得性与微生物质量因国家、区域、环境、场合和食品场所而异，但水始终应满足特定用途的适用要求，并在管理中保障食品安全，同时避免不必要的消耗和浪费。鉴于这一复杂因素，食典委制定并通过《食品生产和加工中水的安全使用和再利用准则》（CXG 100-2023）。《准则》倡导在水的使用和再利用过程中采用基于风险的方法，确保水满足特定用途要求，即在使用过程中不损害食品安全。

### 2.1.3 食典委顺应技术创新

12. 食品电子商务使消费者能够通过网络浏览和订购食品并配送到家，这一领域发展势头强劲。2026年，全球食品电子商务市场规模高达4670亿美元，预计到2035年将稳步扩大至2.228万亿美元<sup>14</sup>。鉴于消费者通过电子商务渠道购买食品时应获得与传统食品销售渠道同等的保障，食典委制定并通过《通过电子商务方式出售的预包装食品信息提供准则》（CXG 104-2024）。

13. 技术手段的运用，例如标签或购买场所使用二维码，让消费者能够获得所购食品的更多信息，而不仅限于预包装食品标签的规定标注内容。食典委制定并通过《利用技术手段在食品标签中提供食品信息准则》（CXG 105-2024），重申利用技术手段向消费者提供食品信息时应适用的原则，同时为消费者提供保障，特别是确保免费获取利用技术手段提供的信息。

14. 技术也有望提供新型赋能方案，提升官方监管执行效能，完善国家食品监管计划。在COVID-19疫情期间各国监管部门积累并共享的普遍经验启发下，后续制定《监管框架内使用远程审计和检查的原则和指南》（CXG 102-2023），并获食典委第四十六届会议通过<sup>15</sup>。食典委通过经修订的《设计、制作、颁发和使用通用官方证书指南》（CXG 38-2001），解决电子认证和证书无纸化交换问题，这也是推动数字化进程的重要一步。

### 2.1.4 食典委回应发展中国家需求

15. 传统食品市场是专供食品批发商、零售商与消费者买卖食品的场所。世界上大部分人口均在此类场所大量采购食品。食典委制定并通过《传统食品市场食品卫生控制措施准则》（CXG 103-2024），为主管部门、食品经营单位和消费者提供必要知识，强化此类市场的食品卫生能力。成员高度认可《准则》，指出“在改善全球食品安全成效方面具有巨大潜力”<sup>16</sup>。此项工作的另一亮点在于，这是首项完全由低收入及中等收入国家（肯尼亚、玻利维亚和尼日利亚）牵头制定的食典文本。

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<sup>14</sup> [www.businessresearchinsights.com/market-reports/food-e-commerce-market-100031](http://www.businessresearchinsights.com/market-reports/food-e-commerce-market-100031)

<sup>15</sup> REP23/CAC，第78-79段

<sup>16</sup> REP 24/FH，第135段

16. 全球有1200种农药用于农作物和粮食商品有害生物防治。落实农药残留官方监管，需对食物链中农药残留进行分析。精确测定残留的前提是使用化学纯度已知的特定标准物质。然而，标准物质有效期短、纯度逐渐降低和复购成本高昂，都是制约定期开展农药残留分析的主要因素。食典委第四十八届会议通过的《长期贮存期间农药标准物质和相关农药原液稳定性和纯度的监测准则》<sup>17</sup>，堪称一项重要成果，指导实验室协调一致地监测长期贮存期间农药标准物质及其原液的稳定性和纯度，为官方监管提供有力的科学支撑。

17. 食典委还认识到，全球食品贸易格局正在悄然重塑，因此积极响应层出不穷的新兴机制，推动低收入及中等收入国家间区域内贸易，并为此类国家经济发展提供助力。非洲各国政府积极推动并提振农产品区域内贸易。针对这一目标，为推动食品安全政策、标准和立法协调统一，非洲协调委制定《为非洲协调委员会区域制定统一食品安全立法的准则》（CXG 98-2022），并获食典委第四十五届会议通过。

18. 土著人民仅占全球总人口的6.2%<sup>18</sup>，却守护着世界上现存大部分生物多样性。土著人民的粮食体系与知识体系属于地球上最古老、最具韧性、最可持续的体系。世界各地的土著人民正在探索融入市场的新途径，其中标签和认证制度正是提升市场准入跨文化包容性与系统性的代表性举措。同样，区域及国际标准便利市场准入的作用不容忽视。北美及西南太平洋协调委制定《与水混合后作为饮料使用的卡瓦产品区域标准（北美及西南太平洋）》（CXS 336R-2020）并获食典委第四十三届会议（2020年）通过，有效促进卡瓦这种土著食品在区域内的标准协调统一与贸易便利化。

#### 2.1.5 食典标准守护弱势群体

19. 食典委一贯认识到，“婴儿喂养问题至关重要，母乳作为6个月龄以内婴儿理想食物的价值，再强调也不为过”<sup>19</sup>。较大婴儿配方食品属于母乳代用品，在逐步添加多样化辅食期间，构成较大婴儿膳食中的液态组分。营养和特殊膳食用食品法典委员会历经十余年技术讨论，修订的《较大婴儿配方食品和幼儿产品标准》（CXS 156-1987）已获食典委第四十六届会议通过。此外，《食品和饲料中污染物和毒素通用标准》（CXS 193-1995）规定污染物最大限量，保障婴幼儿健康。例如，2022-2023年，食典委针对一系列面向弱势群体的食品，制定并通过铅的最大限量。为加强婴儿配方食品所用食品添加剂管理，运用营养和特殊膳食用食品法典委员会第四十一届会议（2019年）确立的技术需求评估框架，评价2020-2025年用于婴儿配方食品的11种食品添加剂：确认6种具备技术合理性，认定5种不具备技术合理性。

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<sup>17</sup> REP25/CAC，第57（i）段

<sup>18</sup> 劳工组织。《实施劳工组织〈土著和部落人民公约〉（第169号）：迈向包容、可持续和公正的未来》。日内瓦，2019。第14页。

<sup>19</sup> 《婴儿喂养声明》。CAC/MISC 2-1976

20. 充足食物权，包括免于饥饿的权利，早已庄严载入国际法。全世界每天有千百万人（包括儿童）依靠人道主义粮食援助维持生活。严重急性营养不良患儿需要实施及时有效的营养干预，包括设计周密的方案，提供既安全又可口，并富含能量与维生素、矿物质及其他营养素的食品，同时提倡坚持母乳喂养，适当过渡到营养丰富的家庭膳食，并辅以心理社会支持，促进恢复健康。人道主义粮食援助物资发放机构依据食典标准实施食品安全和质量方案。为进一步补充完善上述标准，食典委第四十五届会议（2022年）通过《即食治疗性食品准则》（CXG 95-2022），针对此类面向6-59个月龄严重急性营养不良患儿的食品生产问题，提供技术和营养方面的指导。食典委第四十五届会议还针对粮食援助计划发放的谷基类婴幼儿食品，通过黄曲霉毒素最大限量<sup>20</sup>。

21. 食物过敏属于免疫介导的食物超敏反应，已逐渐成为国际社会关注的食品安全议题。面对这一日益突出的健康负担，各界期望食品经营单位采取措施，准确标注致敏成分，防止或降低非有意添加的过敏原造成的风险。食典委第四十三届会议（2020年）通过《食品企业经营者食品过敏原管理操作规范》（CXC 80-2020），就食品生产过程中过敏原管理提供指导，包括防控交叉接触，避免过敏原不慎从含过敏原的食品传入不含过敏原的食品。食典委第四十八届会议（2025年）通过经修订的《预包装食品标签通用标准》（CXS 1-1985），修订版更新应始终标注为致敏食物的食物或成分清单。交叉接触问题仍是食品标签法典委员会关注的议题，委员会正推进预防性过敏原标签准则的制定工作。

## 2.2 基于科学的标准：贯彻战略目标2“根据科学和食典风险分析原则制定标准”

### 2.2.1 “根据科学……制定标准”

22. 2020-2025年，食典委通过3500项新制定或经修订的标准，其中绝大部分为数值标准，并以食品添加剂规定（约1450项）和农药最大残留限量（约1900项）为主。此外，2020-2025年还通过食品和饲料中污染物最大限量以及食品中兽药最大残留限量，同样纳入上述总数统计。上述每项限量和规定均基于食典风险分析原则制定，包括由相关粮农组织/世卫组织联合专家咨询委员会评估相关科学依据，并制定基于健康的参考值，其中食品添加剂联合专家委员会负责添加剂工作，农药残留联席会议负责农药残留工作。

23. 获得通过的食品添加剂规定涵盖Jagua（京尼平甘氨酸蓝）（INS 183）。引人注目之处在于，Jagua是首个酸性稳定的天然蓝色素，被誉为食品化学领域的“圣杯”，相关规定已获食典委第四十七届会议（2024年）通过。Jagua是一种天然着色剂，由原产于中美洲和南美洲的靛榄树未成熟果实提取而成。

24. 在考虑纳入《食品添加剂通用标准》（CXS 192-1995）之前，需由粮农组织/世卫组织食品添加剂联合专家委员会优先评价Jagua（京尼平甘氨酸蓝）作为食品添加剂的安全性，同时必须提交这一添加剂的技术合理性依据，并且《食品添加剂通用标准》所列各

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<sup>20</sup> REP22/CAC，第71（vii）段

项标准必须全部符合。数据于2015年提交，评估于2021年完成。粮农组织/世卫组织食品添加剂联合专家委员会秘书处指出：“Jagua蓝是各利益相关方集体行动的范例，表明通过共同努力，能够保证所有必要数据到位，确保食品添加剂联合专家委员会能够顺利评价成分复杂但对食品生产者意义重大的食品添加剂安全性。”这一过程还凸显出，制定基于科学的标准，需要各方广泛参与并付出巨大努力。

25. 此项工作取得积极成效。哥伦比亚强调，随着Jagua（京尼平甘氨酸蓝）纳入《食品添加剂通用标准》，国内及拉丁美洲地区土著社区受益匪浅，符合《生物多样性公约的名古屋议定书》生产规范的Jagua果实产品由此迎来崭新的市场空间与商业机遇。

### 2.2.2 “根据……食典风险分析原则制定标准”

26. 《战略计划》战略目标2不仅注重科学在食典标准中的基础性地位，还强调遵循风险分析原则。

27. 风险评估与风险管理之间清晰的职能划分，作为食典风险分析原则的关键要素，在食典委第四十五届和第四十六届会议就牛组织中盐酸齐帕特罗拟议最大残留限量的讨论中得到集中体现。在这两届会议上，成员一致认为，食品添加剂联合专家委员会的风险评估工作作为制定最大残留限量奠定了坚实基础<sup>21</sup>。尽管风险评估作为制定最大残留限量的基础这一问题上长期保持共识，但在这两届会议上，食典委成员未能就是否制定盐酸齐帕特罗最大残留限量达成共识，不得不以投票表决方式推进并通过这一最大残留限量。

### 2.2.3 支持专家机构提供科学建议：需求与能力

28. 管理科学评价流程，支持制定并/或修订食典标准及相关文本，是一项重要任务。无论是各法典委员会，还是为其提供支持和咨询的粮农组织/世卫组织联合专家委员会，各类会议都需统筹协调，确保及时开展风险评估，同时公布评估成果，并推动广泛运用。这种细致的协调安排被COVID-19疫情严重打乱，例如农药残留联席会议2019年例会商定的风险评估，直到2021年7月才由农药残留法典委员会予以审议。为避免工作流程进一步受阻，采用线上程序提交优先开展的新工作清单，经执委会严格审查后，提交食典委批准<sup>22</sup>。

29. 必要科学建议的获取滞后，会拖慢标准制定的进度。滞后可能由多种原因造成，包括报告发布延迟，数据或数据来源缺乏，或满足科学建议需求的资源或必要能力不足。食典委第四十八届会议（2025年）围绕上述问题展开广泛讨论，强调应保证科学建议计划获得充足资源并保持可持续性。尽管粮农组织和世卫组织持续提供高质量的科学建议，但仍需进一步展开讨论并推进工作，确保食典标准依托的科学建议制定计划具备可持续性和高效率，并能持续及时提供高质量的建议。

<sup>21</sup> REP22/CAC，第110段；REP23/CAC，第122段

<sup>22</sup> REP21/PR，第9段



30. 农药评估的长期积压问题已引发特别关注，成员和观察员已就此提出补充措施建议供审议<sup>23</sup>。为此，专门设立一个电子工作组，负责审议农药残留法典委员会和农药残留联席会议的运作程序，并提出改进建议<sup>24</sup>。电子工作组明确改进现行政程序的短期与长期措施，并特别着重优化农药残留联席会议工作流程。农药残留法典委员会第五十六届会议（2025年）指出，已注意到农药残留联席会议的评估积压情况有所改善，但需求依然居高不下，并呈增长态势，同时农药残留联席会议的能力和运作程序几乎未作调整，就此商定采取行动，提高效率并最大限度利用现有资源，同时指出尚未确立任何机制，为落实进一步提高效率的短期措施提供资金或人力资源<sup>25</sup>。食典委第四十八届会议（2025年）要求为农药残留联席会议制定一份附有费用核算的工作计划，以便更好掌握有待补齐的缺口短板。

31. 鉴于挑战并不仅限于农药残留联席会议，食典委一再强调，应为所有科学建议机构保障可持续资源，并要求成员就此提请粮农组织和世卫组织治理机构予以注意。类似农药残留法典委员会的做法，也可适用于其他科学机构，例如食品添加剂联合专家委员会，定期向三个法典委员会提供科学建议，并不定期向其他法典委员会提供建议，从而有力推动食典委当前标准制定工作。这一现状表明，战略目标2引言部分的表述仍具现实意义：“成员和采用食典标准的食品贸易参与方重视食典坚实的科学基础，而目前这个基础正受到不可持续供资的威胁。”

#### 2.2.4 数据代表性：挑战犹存，前景可期

32. 尽管粮农组织和世卫组织持续努力支持各国开展能力建设，协助生成并提交数据，推进食典委标准制定工作（附录I指标2.2.1），但在获取支撑食典标准的代表性数据方面，仍然面临挑战。例如，在围绕香料中污染物或谷物中真菌毒素最大限量的讨论中，成员表达关切，但无论是延长数据征集期限，还是开展多轮征集，关切均未得到有效回应<sup>26</sup>。因此，在某些情形下，最大限量虽获通过，但各方同时商定，随着更多数据的积累，将在3-5年内进行审查，从而制定更具地域代表性的限量。围绕国际援助所用谷基类产品最大限量的讨论，同样突显出数据的重要性，以及收集更多本地数据以重新审议相关议题的必要性<sup>27</sup>。然而，获取此类数据并非易事。制定操作规范，既着眼于推动良好规范在不同情形下的实施，也服务于监测数据的收集。此类数据至关重要，有助于在充

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<sup>23</sup> 提交农药残留法典委员会第五十二届会议的第11号会议厅文件；CX/PR 22/53/20

<sup>24</sup> REP22/PR53，第257-259段

<sup>25</sup> REP25/PR，第287、291、292段

<sup>26</sup> REP25/CAC，第47-51段

<sup>27</sup> REP22/CAC，第66-70段



分知情的基础上展开讨论，推动就下调污染物最大限量达成共识，特别是针对主食、弱势群体消费食品或国际贸易规模较大的食品。

33. 这一问题并非食典委所能直接解决，须以统筹协同的方式予以解决。不过，数据收集方面仍取得一定积极进展，例如各机构支持持续开展秋葵（一种小宗作物，相关数据不易获取）农药残留数据收集工作<sup>28</sup>，以及拉丁美洲等地区采取区域性举措，解决兽药残留相关数据需求<sup>29</sup>。此外，食品中兽药残留法典委员会持续研究基于风险的新方法，例如运用外推法，制定组织中兽药最大残留限量（此前，由于数据不足，无法进行全面风险评估）。同时，食典委第四十七届会议就此通过新程序，并纳入《食典委程序手册》<sup>30</sup>。

34. 由此可见，解决数据代表性问题，需要多管齐下，同时离不开成员和观察员以及各国际组织给予有力支持。在数据不完备的情况下，创新标准制定方式，也可作为满足标准制定需求的一种途径。

### 2.3. 聚焦影响：战略目标3“通过认可并使用食典标准增强影响”

35. 《战略计划》新增一项关于影响的战略目标，认识到唯有使用和落实食典标准，方能实现食典愿景：“全球齐心协力制定食品安全与质量标准，保护所有地点的所有人”。

#### 2.3.1 提升认识

36. 提升各方对食典及其标准的认识、理解和认可，是食典委秘书处与成员和观察员共同肩负的责任。2020-2025年，各国对食典传播活动的贡献大幅提升，食典委各区域成员积极宣传国家和区域层面食典相关工作最新动态。在此期间，食典委秘书处通过线上渠道共计发布1300余篇新闻稿，内容涵盖食典委会议和标准制定工作，以及世界各地举办的能力建设、培训、网络研讨会等活动。

37. 在成员向利益相关方宣传食典标准方面，成员调查反馈显示，这方面表现存在差异（附录I表4），但就成员对从食典文本中所获知识的评价而言，似乎略有向好趋势。这是食典标准得以使用并发挥影响的重要前提，其中低收入及中等收入国家对从食典标准中所获知识的总体反馈普遍更为积极（附录I表5）。不过，这方面仍有提升空间。例如，根据“支持落实食典抗微生物药物耐药性文本行动”项目参与国的反馈编制一份文件，直观展示如何使用食典文本应对抗微生物药物耐药性问题<sup>31</sup>，并被普遍认为在提升高层政策制定者认识方面具有重要价值。此类产品也对其他食典文本具有借鉴意义。

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<sup>28</sup> REP25/PR，第224段

<sup>29</sup> REP24/RVDF27，第141-145段

<sup>30</sup> 《食典委程序手册》，第三十一版，第4.7节“食品中兽药残留风险评估政策”，“附件C：兽药MRLs向一个或多个物种的外推方法（食品中兽药残留法典委员会适用的风险分析原则）”

<sup>31</sup> 《食典标准如何助力应对食源性抗微生物药物耐药性问题？》。参见：[《食典标准如何助力应对食源性抗微生物药物耐药性问题？》](#)

38. 食典委秘书处运营着强大的多元化、多渠道传播矩阵。食典委官方X账号（@FAOWHOCodex）关注人数已突破3.05万（截至2026年3月），成为与成员、利益相关方和全球食品安全从业群体保持实时互动的重要平台。年度《食典》杂志仍是一份重要刊物，同时每年6月7日世界食品安全日庆祝活动在《战略计划》实施期间显著发展壮大，如今已成为提高食品安全意识和深化对食典标准作用认识的重要平台。全新食典线上学习材料已通过“有效参与食典工作”课程的形式推出，可访问粮农组织网络学院获取。

39. 尽管食典网页、社交媒体和《食典》杂志等渠道一直是提升食典可见度的基石，但拓展传统渠道之外的传播方式，对于提升食典认知度也同样重要。正如第7段所述，高级别宣言和承诺提及食典抗微生物药物耐药性文本，是在推动各方积极使用食典文本方面取得的一项里程碑式成果。为将食典工作纳入更广阔的全球视野，2020年发布出版物《食典与可持续发展目标》<sup>32</sup>。此外，食典委秘书处还向可持续发展高级别政治论坛提交年度最新进展报告<sup>33</sup>。

40. 提升认识的方面一项重要启示是，食典文本的使用实例具有重要价值，对于政策制定者更具有特殊参考价值。此类实例有助于说明食典标准在食品监管体系、贸易和健康领域的支撑作用。在部分成员支持下，“食典在行动”系列刊载国家和区域层面食典标准及相关文本的具体实施案例，彰显在食品安全、食品质量、营养和贸易领域取得的积极成效<sup>34</sup>、<sup>35</sup>。

41. 《战略计划》实施期间，重点开展食典委成立60周年（Codex@60）庆祝活动，围绕“六十载初心不改”“食典未来”“食典人”这三个相互关联的关键主题，推出一系列活动和数字资源<sup>36</sup>。2023年召开的各法典委员会会议均举办这一具有里程碑意义的周年纪念活动，从2023年1月30日开幕的北美及西南太平洋协调委第十六届会议，一直延续至2023年11月27日开幕的食典委第四十六届会议，后者还以特别仪式纪念这一里程碑时刻<sup>37</sup>。

### 2.3.2 推动使用食典文本

42. 监测这一具体目标的一个难点在于缺少衡量食典标准使用情况的工具。因此，第2.3.3节所述使用和影响衡量工作，既反映成员对食典文本的应用实践，同时还揭示食典文本对便利市场准入的重要价值。

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<sup>32</sup> 粮农组织和世卫组织。2020。《食典与可持续发展目标：如何参与〈食品法典〉工作，助力落实〈2030年可持续发展议程〉？》。罗马。<https://doi.org/10.4060/cb0222en>

<sup>33</sup> 提交的材料参见：[提交可持续发展高级别政治论坛的材料 | 高级别政治论坛](#)

<sup>34</sup> 粮农组织和世卫组织。2022。《卫生食品与安全销售：落实“危害分析和关键控制点”体系》。[openknowledge.fao.org/handle/20.500.14283/cb8770en](https://openknowledge.fao.org/handle/20.500.14283/cb8770en)

<sup>35</sup> 粮农组织和世卫组织。2024。《洪都拉斯如何应对突发状况》。[openknowledge.fao.org/handle/20.500.14283/cd1005en](https://openknowledge.fao.org/handle/20.500.14283/cd1005en)

<sup>36</sup> CX/EXEC 22/82/9

<sup>37</sup> REP23/CAC，第3段

43. 《食典战略计划》监测框架并未专门监测能力建设举措。不过，每年提交食典委的参考文件包含粮农组织和世卫组织牵头的各项举措，着重介绍能力发展活动的广度与层次。各协调委员会也为区域层面分享能力建设举措信息提供平台（见附录I成果3.1），同时食典委第四十八届会议还商定在各协调委员会会议议程中增设一项新议题，允许观察员同样借助此类平台分享信息，并可纳入能力建设举措。各法典委员会会议期间举办的边会活动一直是共享信息与资源、推进落实标准的重要契机。鉴于难以获得更加充裕的资源，把握食典委会议、线上与数字化工具带来的契机，并尽可能合作开展能力建设举措，具有重要意义。

### 2.3.3 衡量食典文本的使用和影响

44. 为推动实现目标3，成员责成食典委秘书处建立机制，监测食典文本的使用和影响（具体目标3.3）。就此建立一个逻辑模型，明确食典文本在覆盖、成效和使用方面的潜在近期成果，同时建立一个监测机制（已获执委会第八十二届会议批准），包括进行年度调查，开展案例研究，并与世贸组织合作，收集和分析食典文本的使用和影响数据<sup>38</sup>。上述调查于2022年试行，作为食典委重要工具的潜在价值随后得到食典委第四十五届会议肯定<sup>39</sup>。

45. 迄今已开展四轮食典文本使用和影响调查，广泛征集成员对《食品法典》整体框架与15项特定食典标准、准则和操作规程以及4项区域食典文本的看法。调查报告反映食典文本的覆盖面、相关性、认可度和使用情况，并最终体现产生的影响。答复率从2022年的52%升至2023年的69%，2024年达71%。2025年答复率为61%，依然高于2022年首轮调查水平，持续呈现食典文本影响的代表性概况，同时贡献宝贵的纵向数据序列<sup>40</sup>。

46. 调查结果一致表明，食典文本对于低收入及中等收入国家尤为重要。此类国家反馈对食典文本满意度较高，并在很大程度上以食典文本为指引，推动食品安全和质量立法、国家食品监管体系建设、培训、利益相关方认识提升和贸易便利化进程。尽管高收入国家对食典文本的直接依赖较少，但也反馈很高满意度。

47. 调查结果具有特殊价值，可在国际论坛和双边交流中，向政策制定者和决策者提供关键性概要信息。重新审视此前调查涵盖的标准，例如抗微生物药物耐药性标准和《食品

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<sup>38</sup> CX/EXEC 22/82/8

<sup>39</sup> REP22/CAC，第184、187（iii）段；CX/CAC 22/45/14

<sup>40</sup> 粮农组织和世卫组织。2023。《食品法典文本的使用和影响：2022年食品法典调查报告》。罗马。<https://doi.org/10.4060/cc8056zh>；粮农组织和世卫组织。2024。《食品法典文本的使用和影响：2023年食品法典调查报告》。罗马。<https://doi.org/10.4060/cd2618zh>；粮农组织和世卫组织。2025。《法典文本的使用和影响 — 2024年调查报告》。罗马。<https://doi.org/10.4060/cd6677zh>；粮农组织和世卫组织。2026。《食品法典文本的使用和影响：2025年食品法典调查报告》。罗马。（编制中）

卫生通用原则》，有助于更深入认识《食品法典》的持续相关性与价值，特别是在已有更多信息和资源支撑使用食典文本的当下。

48. 这一机制的第二个组成部分是开展案例研究。2025年发表一份案例研究报告，阐述《预防与降低谷物中真菌毒素污染操作规范》（CXC 51-2003）在巴西多管齐下减少玉米中伏马毒素污染方面发挥的作用。过去30年，这一方针成功降低巴西玉米中伏马毒素含量，有效提升巴西民众食品安全保障，并有力提振出口增长<sup>41</sup>。尽管此类案例研究需要投入时间和资源，但可提供宝贵启示，了解成员如何成功使用食典文本应对重大关切问题。

49. 2024年，食典委秘书处与世贸组织卫生与植物卫生措施委员会合作，着手通过其通报系统收集和分析食典文本在贸易便利化方面的使用和影响数据，这是既定监测机制的第三个组成部分。此项分析正在持续开展。与此同时，食典委秘书处正与《国际植保公约》秘书处和世界动物卫生组织秘书处共同参与世贸组织关于透明度的讨论，旨在研究能否进一步优化通报系统，提供更完善的国际标准使用信息。2026年，此项工作继续推进。

## **2.4. 建设包容食典：实现战略目标4“支持所有食典成员全程参与标准制定进程”**

### **2.4.1 包容与参与**

50. 食典委成员数量维持不变，包括188个成员国和1个成员组织（欧洲联盟）。执委会建议粮农组织总干事和世卫组织总干事批准15个国际非政府组织提交的食典委观察员地位申请。这一数字远超粮农组织总干事和世卫组织总干事根据执委会建议，在2022年完成对具有观察员地位的国际非政府组织定期审查后撤销观察员地位的9个组织<sup>42</sup>。新加入的观察员可贡献多领域的专业见解，包括但不限于食典委在此期间讨论的议题，例如新食物来源和生产体系。

51. 参与趋势概览见附录I（目标4）。总体而言，以线上或线上线下相结合方式举行的会议出席率高于现场会议。

### **2.4.2 COVID-19疫情对参与的影响**

52. COVID-19疫情造成食典委正常工作中断，秘书处随即采用全新工作模式。经成员同意，食典委第四十三届会议于2020年10月通过Zoom平台以线上方式举行，共有来自133个成员国、1个成员组织以及54个观察员组织和联合国机构的905名代表注册参会。反馈显示，线上参会方式能够扩大与会规模，促进更具包容性的讨论，并拓展会议进程覆

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<sup>41</sup> Liliana de Oliveira Rocha、Marta Hiromi Taniwaki、Michael Ennis、Ligia Lindner Schreiner和Farid El Haffar。2024。《减少巴西玉米中伏马毒素污染：食典标准与监管框架的影响》。《国际食品研究》，197（2）：115280。  
<https://doi.org/10.1016/j.foodres.2024.115280>；粮农组织和世卫组织。2025。《〈预防与降低谷物中真菌毒素污染操作规范〉（CXC 51-2003）在巴西的使用和影响：案例研究报告》。罗马。  
<https://doi.org/10.4060/cd5586en>

<sup>42</sup> CX/EXEC 22/82/7；REP22/EXEC1，第107-113段

盖面，从而推动实现具体目标4.2和5.1（见附录I表9）。食典委第四十三届和第四十四届会议以线上方式举行，既提高成员注册率，也提升包容性，同时后续食典委会议虽以线下方式举行，仍保留线上参会选项。

53. 食典委第四十三届会议认为，2021年不能延续2020年推迟附属机构现场会议的做法，支持食典委附属机构遵循食典核心价值，利用现代工具和方法，确保食典工作及时有效推进<sup>43</sup>。据此，在食典委第四十三届会议闭幕后的12个月内，全部19个法典委员会和工作组悉数举行会议（包括六个食典委区域中五个区域的粮农组织/世卫组织区域协调委员会会议），并且均以线上方式举行。随后，食典委第四十四届会议对食典委《议事规则》作出相应解释，允许附属机构举行线上会议，从而为附属机构继续举行线上会议铺平道路<sup>44</sup>。此后，这一做法多次付诸实践，既应对无法召开现场会议的情形，例如分析和采样方法法典委员会，也用于确保所有关注相关议题的成员能够出席特定委员会会议，例如食品进出口检验及认证系统法典委员会、食品添加剂法典委员会、食品卫生法典委员会，从而有效推动减少阻碍积极参与法典委员会会议的壁垒，这对低收入及中等收入国家意义尤为重大。

54. 不过，食典大家庭也认识到，并非所有工作都能通过线上会议推进。鉴于选举主席团成员需要进行现场无记名投票，食典委第四十四届会议作出相应安排，指定人员前往日内瓦进行现场投票，选举食典委主席和副主席，同时主席团成员在罗马举行现场会议，各代表则再次线上与会<sup>45</sup>。

55. 尽管粮农组织理事会尚未商定线上举手表决或唱名表决机制，然而一旦所有争取达成共识的努力均不成功，食典委可能仍需借助这两种表决方式化解僵局。食典委第四十四届会议期间，尽管各方展开深入讨论，同时主席付出巨大努力，但在围绕兽药盐酸齐帕特罗最大残留限量的讨论中，仍无法达成共识<sup>46</sup>。食典委《议事规则》规则XII规定，可以通过投票方式决定是否通过或修正标准，但因食典委第四十四届会议以线上方式举行，暂不执行该条。食典委第四十四届会议认识到，即使采用非正式磋商机制，也可能无法达成共识，因此要求食典委秘书处确保包括投票表决在内的所有手段可供食典委第四十五届会议采用，从而妥善解决盐酸齐帕特罗最大残留限量问题。

56. 2020年2月，执委会第七十八届会议<sup>47</sup>已着手考虑如何应对食典委会议面临的严峻冲击，因此即使2020-2025年遭遇始料未及的冲击影响，食典委仍通过上述调整措施，在

<sup>43</sup> REP20/CAC，第10-14段、第20（i）和（ii）段；CAC/43 CRD37

<sup>44</sup> REP21/CAC，第12（iii）段

<sup>45</sup> REP21/CAC，第130-131段

<sup>46</sup> REP21/CAC，第15-29段

<sup>47</sup> CX/EXEC 20/78/9；REP20/EXEC1



较短时间内恢复正常运转。这不仅使工作得以持续推进，还帮助与会者熟悉一套新的工具，并且相关工具至今仍在发挥作用。

### 2.4.3 食典信托基金

57. 在《战略计划》实施周期内，食典信托基金在发展伙伴关系框架下持续运作，得到为数不多但积极投入的捐助方支持，协助发展中国家和经济转型国家更有效参与食典委及其各委员会工作（见附录I指标4.1.2）。

58. 成功申报食典信托基金项目<sup>48</sup>的国家报告表明，相关项目取得多方面成效，包括重振国家食典基础设施，提高政治和技术领域利益相关方对食典的认识，以及完善国家食品监管体系。食典信托基金协助参与国构建长期性食典能力，突显出标准、能力和治理领域的投入，能够直接转化为贸易增长、食品安全保障和社会经济发展，其中妇女等边缘化群体受益匪浅。

59. 因此，食典委第四十八届会议获悉并深表遗憾，由于长期面临资金困难，粮农组织和世卫组织拟于2026年逐步停止食典信托基金运作<sup>49</sup>。食典委第四十八届会议强调，各方在食典信托基金下取得卓越进展，鼓励粮农组织和世卫组织寻求替代机制，持续推进亟需的能力建设工作，同时指出食典信托基金对推进实现战略目标4下各项具体目标贡献卓著。

### 2.4.4 可持续与积极参与

60. 尽管线上方式有助于扩大食典委会议与会规模，但随之产生的问题是，这是否也能转化为各方积极的投入。各电子工作组参会注册数据显示，疫情期间有所波动，但随后稳定在50%的区间（附录I表10）。2020年以来，通函答复率也较为平稳，介于36%至43%之间（附录I表11）。但应指出，各电子工作组的领导职责集中于约5%的成员，因此食典委工作方式的可持续性引发关切<sup>50</sup>。基于推动更多成员承担领导职责的建议，食典委秘书处编写一份手册，为电子工作组领导力建设和参与度提升提供支持<sup>51</sup>。此外，食典委秘书处持续根据需求开展食典工作基本内容线上培训，涵盖标准制定工作步骤程序、电子工作组参与机制和网上评议系统操作。此类培训一般在区域或次区域层面开展，并经常与各区域协调员或粮农组织和世卫组织联合举办。参训者参与热情持续高涨，对于此类培训的兴趣始终浓厚。食典委秘书处还在条件允许的前提下，为成员组织的培训活动提供支持。各国特别是低收入及中等收入国家的反馈普遍指出，无论是作为进修课程，还是作为国家食典联络点新员工岗前培训，此类培训机会都起到了不可或缺的作用。持续把握伙伴关系机遇，开发更多线上资源，同时配合现有培训，对于满足这一需求并推动可持续积极参与十分关键。

<sup>48</sup> 见[www.who.int/initiatives/codex-trust-fund/projects-and-impact](http://www.who.int/initiatives/codex-trust-fund/projects-and-impact)

<sup>49</sup> REP25/CAC，第166-168段和第174（iii）段

<sup>50</sup> EXEC86/CRD01

<sup>51</sup> 粮农组织和世卫组织。2024。《食品法典电子工作组手册》。食品法典委员会。罗马。<https://doi.org/10.4060/cd3481zh>



## 2.5. 不断学习改进，切实落实战略目标5“提升工作管理系统和做法，支持高效和有效地实现战略计划各项目标”

### 2.5.1 工作管理方式和体系：线上工具的作用

61. 2020-2025年，食典委工作方法经历重大变革，几乎一夜之间推行线上工作方式。执委会第七十九届至第八十四届会议和食典委第四十三届至第四十六届会议期间，各方讨论确认，线上会议与允许线上与会的线下会议形式已成为食典委开展工作的重要手段，并且相关做法仍在不断改进完善。目前，食典委所有会议均以收听模式进行网络直播，进一步提升透明度与包容性。执委会还开发一个动态模型，展示食典委及各法典委员会实践经验的积累与发展过程。相关讨论突显出，仍可通过更多途径协助成员开展会议筹备工作，包括举行网络研讨会，介绍会议礼仪和各法典委员会关键议题。

62. 食典委会议安排被COVID-19疫情严重打乱，目前正逐步回归常态。这种不确定性已影响到工作管理体系和方式的效率与成效。尽管会议安排恢复常态的努力取得一定进展，但随着多个商品委员会重启工作，本已密集的日程面临进一步压力。这不仅加重了食典委秘书处的负担，同时也制约了成员及其有效参与的能力。

63. 监测显示，工作文件的及时发布仍不达标，其中翻译滞后问题尤为突出（附录I表14）。2025年对口笔译工作进行深入审查，为明确面临的挑战与潜在的解决方案提供有益参考<sup>52</sup>。尽管技术手段可为今后的改进提供助力，但目前尚不足以解决问题。工作文件发布及时与否，涉及多种因素（详见提交执委会第七十八届会议的文件），而COVID-19疫情造成的突发干扰则令系统性解决此类问题变得更加困难<sup>53</sup>。不过，通过逐步调整严格审查结构，包括推行文件篇幅限制，并通过每周“食典周报”更新加强成员沟通，已取得一定进展。

### 2.5.2 建设数字食典

64. 执委会指出，技术手段赋能食典委在工作中发扬“包容”“透明”的核心价值，并提升成员和观察员参与的便利性。此外，执委会还就食典委在考虑采用新兴数字技术时应把握的尺度展开讨论，强调应与核心价值相契合<sup>54</sup>。

65. 食典工作依托的核心数字化基础设施日趋薄弱，这一现状愈发明显。根据粮农组织相关政策，食典委秘书处开展初步工作，增强食典数字化基础设施韧性，有效应对网络安全威胁。食典数据库背后的技术升级已被列为当务之急：近几个两年度，已着手利用食典委《正常计划》节余和预算外资金，开展《食品添加剂通用标准》（CXS 192-1995）

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<sup>52</sup> CX/EXEC 25/88/4

<sup>53</sup> CX/EXEC 20/78/8；REP20/EXEC1，第102-109段

<sup>54</sup> CX/EXEC 23/85/3

的奠基性工作。2026-2027两年度的后续工作资金保障已经到位。作为食典数字化系统升级的一部分，目前正开展一个项目，将食典标准悉数迁移至粮农组织知识库。尽管这一时期暴露出了不足之处，但应对此类短板的工作将主要在《2026-2031年食典战略计划》实施周期内开展。

### 2.5.3 食典领导力建设

66. 整个实施周期持续开展会后调查。总体而言，食典委各类会议普遍收到非常积极的反馈。主席、协调员或主持国秘书处的专项培训机会或配套资源并不充裕。食典委员会期间与各委员会主席和协调员举行的会议强调，需投入更多资源，以支持其履职尽责。尽管这一时期发布了新版电子工作组手册，并提供所有语种版本，但今后还将持续推进配套材料编制工作，同时拟从修订《主席手册》和完成新工作提案准则入手。此外，主席非正式会议还建议开发更多数字化资源。

## 3. 结论

67. 《2020-2025年食典战略计划》实施情况监测结果表明，各项战略目标取得扎实进展，并再次确认食典委在应对全球食品安全和质量领域不断演变的挑战方面仍具有重要作用。食典委制定并通过大量标准，其中大部分均在既定时限内按期完成，同时成员予以广泛认可，表示相关标准能够有效满足其重点需求。调查及其他渠道的实证表明，食典文本仍在各国食品安全体系、监管框架和国际贸易中持续发挥着基础性作用，低收入及中等收入国家对食典文本的依赖尤为显著。

68. 这一时期，食典委还展现出高度的适应性。面对COVID-19疫情等空前严峻的挑战形势，食典委迅速采用线上或线上线下相结合的工作方式，确保标准制定工作持续推进。此类安排有效推动各方广泛参，随后纳入常态工作方式，进而推动包容性、透明度与灵活性提升。同时，食典委持续展现响应新兴议题的能力，从而不断增强自身响应性与相关性。

69. 实施期间，总结出若干经验教训。第一，产生影响的前提不仅在于标准的制定，更日益取决于标准的有效宣传、采纳和使用，这突出表明应加大力度推进实施工作，并开展影响衡量工作。第二，支撑食典标准的科学建议可持续性至关重要，当下资源、数据可获性和能力方面的压力需要粮农组织、世卫组织和成员持续予以关注。第三，尽管参与度有所提升，特别是通过线上方式，但在积极投入和落实方面，始终面临障碍，低收入及中等收入国家面临的问题尤为严峻，这突出表明需持续协调开展能力建设。第四，对食典委秘书处而言，这一时期经历了前所未有的变革，这凸显出在应对结构性挑战的同时，还需以全新的工作方式巩固既有成果。特别需要持续优化文件管理流程，提升文件及时性，强化数字化工具与基础设施建设，并在日益繁重和复杂的工作环境下，加大对成员参与和投入的支持力度。

70. 总体而言，《2020-2025年食典战略计划》的实施既有承继延续，也有革新突破。食典委持续发挥自身核心优势，立足科学支撑、成员主导的标准制定机构定位，同时积极调整工作方法，并将关注焦点延伸至影响力与包容性。上述发展成果为实施《2026-2031年食典战略计划》奠定坚实基础，即依托相关领域成就，力求进一步强化食典对保障全球食品安全、促进贸易便利化和建设可持续粮食体系的贡献。

#### 4. 后记：《2026-2031年食典战略计划》

71. 食典委第四十七届会议通过《2026-2031年食典战略计划》<sup>55</sup>，延续新千年以来《食典战略计划》稳步演进的进程。最新版具有鲜明的传承性，以上一版为依托，沿承食典愿景、使命和核心价值。

72. 此外，还有迹象表明，食典正在经历变革。《2026-2031年食典战略计划》展望的未来食典更加外向开放、更具探索精神。更加外向开放，是指食典委秉持合作精神，积极发掘在保护消费者健康和确保食品贸易公平这一核心职责范围内能够展现的作为担当，进而采取行动，有效应对更广泛的全球挑战，包括推动粮食体系实现韧性转型。更具探索精神，是指食典委更积极运用科学前瞻和态势预判，精准确立优先重点，甚至预判可能造成贸易阻断的问题，而非等到问题阻断贸易后再被动反应。

73. 在这些更广泛的粮食体系挑战中，很多并不属于食典委保障食品安全和促进贸易便利化的职能范畴。因此，联合国粮食体系峰会及其两年一届的阶段成果总结推进大会，将继续引领更广泛的全球议程，推动转型变革。

#### 5. 建议

74. 提请食典委第四十九届会议：

- i. 注意文中提供的信息；
- ii. 审议《2020-2025年食典战略计划》实施工作取得的全方位和深层次成果，以及相关成果如何为实施《2026-2031年食典战略计划》提供借鉴。

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<sup>55</sup> REP24/CAC，第213-216段

## 附录I

## IMPLEMENTATION OF THE CODEX STRATEGIC PLAN 2020-2025

**Goal 1. Address current, emerging and critical issues in a timely manner****Objective 1.1 Identify needs and emerging issues****Outcome 1.1.1 Improved ability of Codex to develop standards relevant to the needs of its Members****Indicator 1.1.1 Extent that Codex Members recognize Codex texts as meeting Members' priority food safety and quality needs**

1. CCEXEC84 agreed to draw the information on indicator 1.1.1 (Extent that Codex Members recognize Codex texts as meeting Members' priority food safety and quality needs) from the related questions in the Codex survey on the use and impact of Codex texts. As shown in Table 1, between 2022 and 2025, the share of Members which considered Codex texts “extremely” or “mostly” useful in meeting their priority food safety and quality needs remained consistently over 85 percent. The indicator was introduced in 2022.

**Table 1: Extent that Codex Members recognize Codex texts as meeting Members' priority food safety and quality needs**

	2022-2023 biennium		2024-2025 biennium	
	2022 survey	2023 survey	2024 survey	2025 survey
Extremely useful	21.2%	14.3%	18.3%	18.6%
Mostly useful	67.1%	71.4%	69.0%	71.7%
Somewhat useful	8.2%	12.5%	11.1%	9.7%
Marginally useful	3.5%	1.8%	1.6%	0%
Grand Total	100.0%	100.0%	100.0%	100.0%

**Objective 1.2 Prioritize needs and emerging issues****Outcome 1.2.1 Timely Codex response to emerging issues and the needs of Members****Indicator 1.2.1 Time taken from the identification of new issues to the submission of proposals for new work to CCEXEC**

2. Table 2 shows the percentage of new work approved within 2 years from identification of new issue:
  - All new work proposals met the target for CAC43 (2020) and CAC45 (2022);
  - CAC44 (2021) was held virtually, and time dedicated to new work was limited.
  - The three new work proposals that were approved at CAC46 (2023) took more than 2 years after their identification because they were delayed due to the COVID-19 pandemic.
  - CAC47 (2024) and CAC48 (2025) approved the highest number of new work proposals during the 2020-2025 period.
  - Considering the entire period covered by the Codex strategic Plan 2020-2025, seven out of ten new work proposals were approved within 2 years from identification of new issue.
3. It is important to note the valuable role of discussion papers in scoping work from the point of first identification to presentation of a project proposal, particularly on complex issues, which facilitates the following work on developing or revising the proposed Codex text.

**Table 2: Time taken from the identification of new issues to the submission of proposals for new work to CCEXEC**

Year	CAC Session	Number of new work approved within 1 year from identification of new issue	Number of new work approved within 2 years from identification of new issue	Number of new work approved in more than 2 years from identification of new issue	% of new work approved within 2 years from identification of new issue
2020	CAC43	1	1	0	100%
2021	CAC44	1	0	3	25%
2022	CAC45	2	0	0	100%
2023	CAC46	2	2	3	57%
2024	CAC47	13	1	4	78%
2025	CAC48	3	4	3	70%

**Indicator 1.2.2 Time taken for prioritized emerging issues to result in revised or new Codex texts**

4. Table 3 below shows the percentage of non-numerical standards and revisions adopted between 2020 and 2025 within 5 years' time.<sup>56</sup> On average, 80 percent of final texts were adopted within 5 years during this period.

**Table 3: Time taken for prioritized emerging issues to result in revised or new Codex texts**

Year	CAC session adopting new texts	Percentage of Codex texts adopted within 5 years
2020	CAC43	76%
2021	CAC44	94%
2022	CAC45	79%
2023	CAC46	70%
2024	CAC47	87%
2025	CAC48	75%

5. Table 3 does not capture extensive work ongoing in some committees to revise and/or restructure existing standards e.g. Codex Committee on Methods of Analysis and Sampling (CCMAS) and Codex Committee on Food Additives (CCFA). Given the differences in the standard setting mechanism, the numbers of standards set and their complexity, it is therefore not possible to give a complete picture of the rate of standards development with a single methodology.

**Goal 2. Develop standards based on science and Codex risk-analysis principles****Objective 2.1 Use scientific advice consistently in line with Codex risk analysis principles**

**Outcome 2.1.1 Scientific advice is taken into account consistently and in line with Codex risk analysis principles by all relevant committees during the standard setting process**

**Indicator 2.1.1 Proportion of texts considered by CCEXEC, as part of its work to monitor the progress of standards development, for which reports by subsidiary body Chairs indicate how scientific advice was used and any other legitimate factors were considered in developing Codex texts**

6. The critical review process includes comments by the Codex Secretariat and the Committee Chairpersons on the use of or need for scientific advice for the different topics under consideration by the various committees. For the CCFA and the Codex Committee on Contaminants in Foods (CCCF) there is a well-defined and well-established mechanism in place for obtaining scientific advice, as need be, from the Joint FAO/WHO Expert Committee on Food Additives (JECFA); for the Codex Committee on Pesticide Residues (CCPR) from the Joint FAO/WHO Meeting on Pesticide Residues (JMPR); for the Codex Committee on Food Hygiene (CCFH) from the Joint FAO/WHO Expert Meetings on

<sup>56</sup> This is based on Codex texts that were adopted following submission and approval of new work proposals. Standards without a job number such as ongoing work and amendments were excluded from the scope of this study. Numerical standards such as maximum residue limits (MRLs), food additive provisions and maximum levels for contaminants that are developed following approval of priority lists for scientific advice were also excluded.

Microbiological Risk (JEMRA); and for the Codex Committee on Nutrition and Foods for Special Dietary Uses (CCNFSDU) from the Joint FAO/WHO Expert Meetings on Nutrition (JEMNU).

7. In CCFH, a dynamic communication mechanism with JEMRA has been established, and new Codex food hygiene texts were developed, and existing texts were updated, as appropriate, based on the latest scientific advice provided by JEMRA. CCFH54 (March 2024) concluded the development of the Guidelines for the control of Shiga Toxin-Producing *Escherichia coli* (STEC). CCFH55 (December 2025) completed the development or revision of several texts, including the Guidelines for the safe use and re-use of water in food production and processing; the Guidelines for the control of *Campylobacter* and *Salmonella* in chicken meat; and the Guidelines on the application of general principles of food hygiene to the control of *Listeria monocytogenes* in foods. CCFH55 also requested FAO and WHO to provide scientific advice through JEMRA, including undertaking a risk assessment on spore-forming pathogens such as *Clostridium botulinum* and *Bacillus cereus* in powdered infant formula, and developing a risk assessment tool to support the revision of the Guidelines on the application of general principles of food hygiene to the control of viruses in food, as well as advice on the holding frozen temperature threshold to guarantee food safety across a range of different food commodities.

8. CCPR establishes maximum residue limits (MRLs) for pesticides in food and feed based on the scientific advice provided by JMPR. This work relies on the reports provided annually by the regular meetings of JMPR, based on the priority list of pesticides for evaluation agreed by CCPR and approved by the Codex Alimentarius Commission (CAC). The importance of the timely provision of JMPR advice was illustrated by the delay in the publication of the JMPR 2024 report, which affected the scheduling of CCPR56 (September 2025 as opposed to the first half of the year). Subject to the availability of resources, JMPR has organized extraordinary meetings to consider additional MRLs for existing compounds. Although no such meetings were held in 2024 nor 2025, they are intended to help reduce the JMPR backlog of pesticide evaluations and increase the availability of Codex MRLs for international trade. Codex MRLs adopted by CAC are available in the database for residues of pesticides in food and feed.

9. CCRVDF establishes maximum residue limits (MRLs) for veterinary drugs in foods and other risk management recommendations based on the scientific advice provided by JECFA. This work relies on the report provided by JECFA meetings dedicated to veterinary drugs based on the priority list of veterinary drugs for evaluation agreed by CCRVDF and approved by the Codex Alimentarius Commission (CAC). In addition, CCRVDF conducts extrapolation of existing MRLs for veterinary drugs in foods to one or more species. Although these MRLs are recommended by CCRVDF, this can only be done on the basis of the outcomes of JECFA evaluations. The criteria and procedure for CCRVDF to extrapolate MRLs is described in Annex C to the Risk Analysis Principles applied by CCRVDF in the *Procedural Manual*, and it does not allow extrapolation of MRLs for veterinary drugs to one or more species if the compound has not been previously assessed by JECFA. CCRVDF also establishes action levels for veterinary drugs due to unavoidable and unintentional carryover in feed in accordance with the criteria and procedures established in Annex D of the Risk Analysis Principles applied by CCRVDF. CCRVDF also recommends risk management recommendations provided by JECFA as a risk management option when it is not possible to establish MRLs. All these risk management outputs are available in the database for residues of veterinary drugs in foods.

10. In CCFA, the priority list of substances proposed for evaluation by JECFA is an important pillar of its work and JECFA's advice constituted the primary scientific basis for CCFA's deliberations and related risk management decisions. An increasing number of substances have been included in the priority list, reflecting the evolving needs of the Committee's work. While only a limited proportion of these substances can be evaluated by JECFA, the establishment and regular endorsement of the priority lists continue to provide a transparent and structured framework to support the progressive development of Codex standard for food additives. In this regard, CAC47 (November 2024) and CAC48 (November 2025) approved the priority lists of substances proposed for evaluation by JECFA as forwarded by CCFA54 (April 2024) and CCFA55 (March 2025), respectively.

11. CCCF establishes maximum levels for contaminants in food and feed based on the scientific advice provided by JECFA. This work relies on the report provided by JECFA meetings dedicated to contaminants based on the priority list of veterinary drugs for evaluation agreed by CCCF. In addition, FAO and WHO may provide scientific advice through ad hoc expert meetings or consultations that can assist CCCF in the establishment of MLs or the development of further other complementary guidance such as codes of practice. For the period 2024 – 2025, CAC47 (November 2024), among others, adopted MLs for lead in several food categories based on JECFA risk assessments. CAC47 also adopted the Code of practice for the prevention or reduction of ciguatera poisoning, based on scientific advice provided through the FAO/WHO Report of the Expert Meeting on Ciguatera Poisoning published in 2020. CAC48 (November 2025) adopted the revised Code of practice for the prevention and reduction of aflatoxin contamination in peanuts based on JECFA evaluations of aflatoxins.

12. CCNFSDU44 (October 2024) completed the work on the General principles for establishing nutrient reference values – requirement (NRVs-R) for persons aged 6 to 36 months as well as some NRVs for older infants and products for young children. Work on additional NRVs will continue in 2025/2026. This work took into account and will continue

to consider the FAO scientific report on Review of derivation methods for dietary intake reference values for older infants and young children as well as the more recent Joint FAO/WHO scientific advice on the update of nutrient intake values (NIVs) for infants and young children from birth through three years of age. CCNFSDU44 also agreed to request FAO and WHO to conduct a review of the documents “Health and Nutrition Properties of Probiotics in Food including Powder Milk with Live Lactic Acid Bacteria” (2001) and “Guidelines for the Evaluation of Probiotics in Food” (2002), incorporating a literature review of scientific evidence on probiotics.

13. CCFL, at its 45th session in 2019, requested scientific advice from FAO and WHO to support its work on the development of allergen labelling provisions. However, the COVID-19 pandemic resulted in delays in convening expert meetings and in the publication of the final reports of the ad hoc Joint FAO/WHO Expert Consultation on Risk Assessment of Food Allergens, which impacted the progress of the work on food allergen labelling. Following the gradual completion of this work, the ad hoc Joint FAO/WHO Expert Consultation issued a series of reports, with a total of five reports published by February 2024. The availability of these reports enabled the Committee to take into account the full set of scientific advice from the Expert Consultation in advancing its work. CAC47 (November 2024) adopted the revision of allergen provisions in the *General standard for the labelling of pre-packaged foods* (CXS 1-1985) forwarded by CCFL48 (October 2024). In addition, the proposed draft annex to CXS 1-1985 — Guidelines on the use of precautionary allergen labelling — was advanced to Step 5.

## **Objective 2.2 Promote the submission and use of globally representative data in developing and reviewing Codex standards**

### **Outcome 2.2.1 Codex standards are developed with reference to globally representative data**

#### **Indicator 2.2.1 Proportion and regional distribution of Codex Members who contribute to calls for data from working groups and Joint FAO/WHO Expert Committees/Meetings**

14. FAO continues to develop Members’ capacity to participate in and submit data to FAO/WHO Expert Committees. In 2025 FAO has finalized and launched the JECFA Toolbox for Veterinary Drug Residues Risk Assessment (<https://www.fao.org/jefca-toolbox-veterinary-drugs-assessment>). The Toolbox provides a step-by-step overview of the process used by the Joint FAO/WHO Expert Committee on Food Additives (JECFA) to assess the risks of veterinary drug residues in animal-derived foods. It also explains how these assessments lead to the derivation of maximum residue limits (MRLs), which JECFA recommends to CCRVDF to protect consumers’ health and support fair international trade. Structured into six interactive sections and available in three languages (EN, FR and SP), the Toolbox covers key concepts of the risk assessment process, data requirements, real-world case studies and practical guidance. Short quiz questions help reinforce learning, while tips throughout the modules direct users to further reading for deeper exploration of specific topics. The JECFA Toolbox is designed for use by prospective JECFA experts, national or regional regulatory agencies responsible for veterinary drug approval or food quality standards, the pharmaceutical industry, producers in animal agriculture or veterinary associations. The Toolbox aims to support capacity building worldwide, helping stakeholders strengthen food safety systems, enhance engagement in Codex processes, and reaffirming FAO’s commitment to evidence-based food safety and global harmonization of residue standards.

15. FAO continued to support countries on the use of individual-level quantitative dietary data shared through the FAO/WHO Global Individual Food Consumption Data Tool (FAO/WHO GIFT) to improve the consistency and reliability of dietary exposure assessments, a critical step in establishing suitably protective limits for microbiological or chemical agents in food. Promoting dietary data and its importance for food safety continued as a part of regular capacity building and advocacy activities carried out by FAO. For example, technical inputs and capacity development are being provided for dietary data collection in Azerbaijan which lacks food consumption data to perform accurate dietary intake and exposure assessments. A capacity development training composed of two sessions was delivered in November 2025 for staff of the Azerbaijan Food Safety Agency (AFSA) and Azerbaijan Food Safety Institute (AFSI), to support design, choice of data collection tools and design/planning of a pilot survey. Following this, support is being provided on the preparation, development of materials, and implementation of the survey through online and in person trainings in 2026.

16. A series of Codex e-learning courses, comprising of 18 lessons of self-paced learning, is available on the FAO e-Learning academy, in English, French and Spanish. The courses offer an introduction to Codex, functioning of national Codex programmes, explaining the role of science and risk analysis in Codex and providing guidance on how to engage effectively in Codex at regional and international levels. A fifth course offering a deep dive into Risk Assessment in the framework of Codex was developed in 2025 in English. The new course explains how Codex Members can request, contribute to and use the outcomes of FAO/WHO risk assessment activities with thematic sub lessons on food additives, contaminants and toxins, residues of veterinary drugs, pesticide residues, and microbiological hazards. All courses are offered free of charge as a public good. A digital badge certificate is issued upon successful completion of a final test at the end of each course.



17. WHO facilitated submissions received by the Global Environment Monitoring System - Food Contamination Monitoring and Assessment Programme (GEMS/Food) in response to calls for data by CCCF to support the setting of MLs. WHO conducted a series of training workshops on generating and submitting data for Codex work, including exposure assessments for JECFA and the establishment of maximum limits (MLs). This included a regional workshop in the African region, held together with the African Union Interafrican Bureau for Animal Resources (AU-IBAR) in Morocco in 2024. WHO also jointly conducted with the Korean Ministry of Food and Drug Safety the First regional Asia Pacific Workshop on Total Diet Studies in 2025, including an online tutorial on different aspects of the data generation process, as well as a hybrid experience sharing conference. Additional training sessions on exposure assessment for chemical hazards is scheduled for 2026 to specifically support India.

### **Objective 2.3 Promote sufficient and sustainable funding for expert bodies that deliver scientific advice**

#### **Outcome 2.3.1 FAO and WHO expert bodies are providing scientific advice within timeframes agreed between committees and FAO/WHO, and these timeframes allow standard development to progress in a timely manner**

##### **Indicator 2.3.1 Extent of and any changes in core funding for scientific advice within FAO and WHO**

18. FAO and WHO continued to assign high importance to the scientific advice programme, providing a strong scientific foundation for all Codex standards.

19. While Codex remained the primary beneficiary of the joint FAO/WHO scientific advice programme, other UN agencies (for example, the World Food Programme) also requested scientific advice, and outputs of the programme were also used directly by FAO and WHO members to strengthen their science-based decision making on food safety and nutrition issues at national and regional levels.

20. In FAO, the funds supporting activities and staff costs related to the provision of scientific advice originated from FAOs regular budget and through extra-budgetary resources. Key scientific advice meetings and consultations that supported the standard setting work of Codex (such as JECFA, JEMRA, JMPR) were recognized as Corporate Technical Activities in FAOs Programme of Work and Budget which has ensured budgetary security for these activities in the 2022-2023 biennium. The delivery of scientific advice was made possible through the highly appreciated contributions of Canada, the European Union, France, Ireland, Japan, New Zealand and the United States of America.

21. In WHO, the programme for Scientific Advice to the Codex Alimentarius Commission through the expert committees of JECFA, JMPR, JEMRA, and JEMNU was mainly funded by voluntary contributions from European Union; Canada; Japan; Republic of Korea.

##### **Indicator 2.3.2 Proportion of scientific advice provided within established timeframes**

22. For several general subject committees, there are well-defined and well-established mechanisms in place for obtaining scientific advice from FAO/WHO expert bodies: for CCFA, CCCF, and CCRVDF from JECFA; for CCPR from JMPR; for CCFH from JEMRA; and for CCNFSU from JEMNU.

23. The collaboration between the expert bodies and the relevant Codex committees is well coordinated, and the respective meetings are scheduled to take into account the workflow between them. However, in some cases, requests for scientific advice may be beyond the scope of the established scientific bodies and these are addressed through ad hoc expert consultations, for example on allergens for CCFL.

24. The delivery of scientific advice is impacted by a number of factors including the number of requests, the availability of resource, expertise and relevant data. Other aspects such as review and update of methodology can also impact progress. Scientific advice was delivered to CCFA, CCCF, CCFH, CCFL, CCPR. This has contributed to great progress in the GFS, food hygiene, precautionary allergen labelling and more. However, challenges in areas such as methodology for the assessment of pesticide residues, led to a delay in the availability of scientific advice and disrupted the Codex meeting's schedule. While CCPR was still able to meet before CAC in 2025, it will take a couple of years to be fully back on track. A backlog also remains but it is gradually decreasing. The lack of data from certain geographic areas on contaminants, despite multiple data calls, has made progress more challenging, even though eventually most of the issues were resolved.

25. Organizational changes in WHO impacted their work in 2025. Their commitment to the scientific advice to Codex remained intact but the impact of some related delays to JECFA work will continue to be felt in 2026, such as the postponement of the JECFA session on residues of veterinary drugs in food and the reduction in the agenda of the JECFA meeting on contaminants.

26. The challenges encountered highlight the delicate balance between scientific advice and standard setting, and shone a spotlight on this relationship during discussions in several Codex meetings. These discussions emphasized the importance of timely scientific advice to ensure timely development and adoption of science-based Codex standards; the importance of adequate resources for all scientific advice bodies; and the need adequate information on priorities and

related costs to support Members in their efforts to secure resources for scientific advice. The efforts that took place in CCPR to try and find means of addressing the backlog of requests is also noteworthy. While challenges cannot be resolved overnight, and new technologies and more resources can facilitate progress, engagement from Members, Observers, FAO and WHO together with the Codex Secretariat indicate a concerted and critical commitment which is necessary to address delays and other challenges that can impact standard setting.

27. Despite the challenges encountered for the delivery of scientific advice from FAO/WHO expert bodies during 2024-2025, it did not cause a major disruption to the work of the respective committees which overall progressed well.

28. Additional and more detailed information on the provision of scientific advice can be found in the documents for CCEXEC's critical review during 2024-2025.<sup>57</sup>

### **Goal 3. Increase impact through the recognition and use of Codex standards**

#### **Objective 3.1 Raise the awareness of Codex standards**

##### **Outcome 3.1 Codex Members are proactively promoting the use of Codex standards**

29. Coordinators report regularly on the implementation of regional work plans. All related performance indicators are therefore presented in the dedicated progress reports on regional work plans and regional communication plans. Reports from the six Codex regions demonstrate the strong commitment of Members to sharing news and events at national and regional level, under the coordination of the respective Coordinators, thereby meeting or, in some cases like CCAFRICA, exceeding the contribution targets set for each region.

30. Between 2020 and 2025, the number of country contributions to Codex communication activities rose significantly. This growth was driven primarily by Members from all Codex regions actively sharing news on national and regional Codex-related work, as well as by the annual celebration of World Food Safety Day (7 June), which has become a powerful platform for simultaneously raising awareness of food safety and the role of Codex standards. Codex work on raising awareness is strategically assessed across three interconnected pillars:

- Enhancing the visibility of Codex;
- Improving the accessibility and visibility of Codex texts; and
- Measuring and demonstrating the use and impact of Codex texts.

31. Several high-profile publications released during the period have further strengthened Codex visibility. These include new case studies on the practical application and benefits of Codex texts, notably:

- Use and impact of the *Code of practice for the prevention and reduction of mycotoxin contamination in cereals* (CXC 51-2003) in Brazil (published 2025). This study documents how Brazil's adoption of the Codex code reduced fumonisin levels in maize over the past 15+ years, leading to major improvements in public health, export quality, and market value.
- The new flagship series Codex in Action, which presents concrete examples of how Codex standards and related texts are implemented at national and regional levels, highlighting tangible benefits for food safety, trade, and consumer protection.

32. The Codex Secretariat has maintained a strong multi-channel presence through its annual magazine, website news, videos, podcasts, and social media:

- The Codex Secretariat published more than 1 300 web news stories covering Codex meetings and standard-setting work, as well as capacity-building activities, trainings, webinars, and events held worldwide.
- The Codex podcasts feature in-depth conversations with international experts on the science, trade, and policy dimensions of food safety and quality standard setting.
- The official Codex X account (@FAOWHOCodex) has grown its audience to over 30 500 followers (as of March 2026), serving as a key platform for real-time engagement with Members, stakeholders, and the global food-safety community.
- In addition, the annual CODEX magazine continues to be a flagship publication, with a new digital version set to be published as the annual report of the work of the Codex Alimentarius Commission as of December 2026.

<sup>57</sup> <https://www.fao.org/fao-who-codexalimentarius/committees/executive-committee/meetings/en/>

**Indicator 3.1.1 Extent that Codex texts are disseminated to stakeholders by Members**

33. As shown in Table 4, the share of Members which responded that Codex texts are disseminated to stakeholders by Members in a “fair” to “very well” way follows an increasing trend, exceeding 90 percent. The indicator was introduced in 2022.

**Table 4: Extent that Codex texts are disseminated to stakeholders by Members**

	2022 survey	2023 survey	2024 survey	2025 survey
Very well	6%	7%	10%	14%
Well	33%	29%	28%	35%
Fair	50%	55%	56%	44%
Poor	10%	7%	6%	7%
Very poor	1%	2%	0%	0%
Grand Total	100%	100%	100%	100%

**Indicator 3.1.2 Degree that new knowledge from Codex texts has been gained by Members**

34. The share of Members responding that they had gained “somewhat” to “a great deal” of knowledge from Codex texts, followed an increasing trend from 2022 to 2025, exceeding 90 percent. On the other hand, the share of Members responding that they had gained “very little” knowledge from Codex texts decreased from 8 percent in 2022 to none in 2025.

35. More detailed responses show that LMICs gained more knowledge from Codex texts than HICs. For instance, in 2025, more than 85 percent of LMICs respondents found that they gained “a great deal” of knowledge or “quite a bit” of knowledge from Codex texts. This may be due to the additional reliance of LMICs on Codex texts, compared to HICs that may have more capacities to carry-out their own risk assessment and standard setting work. The indicator was introduced in 2022.

**Table 5: Degree that new knowledge from Codex texts has been gained by Members**

	2022 survey	2023 survey	2024 survey	2025 survey
A great deal	18%	30%	11%	11%
Quite a bit	33%	28%	53%	50%
Somewhat	41%	38%	33%	39%
Very little	8%	4%	2%	0%
Not at all	0%	0%	1%	0%
Grand Total	100%	100%	100%	100%

**Objective 3.2 Support initiatives to enable the understanding and implementation/application of Codex standards****Outcome 3.2.1 Increased use of Codex standards in the development of national food standards and regulations****Indicator 3.2.1 Extent that Codex texts have been used as a baseline to inform Members' newly developed or revised food legislation, policies, regulations, programs and/or practices**

36. As shown in Table 6, from 2022 to 2025, over 90 percent of Members relied on Codex texts to inform newly developed legislation, policies and/or regulations.

37. Further analysis of HICs and LMICs responses, clearly indicated that LMICs used Codex texts as a baseline more than HICs. In 2025, approximately 83 percent of LMICs respondents expressed that they use Codex texts, “mostly” to “completely”, as a baseline to inform food legislation, policies and/or regulations. This was in line with evidence and experience of the Codex Secretariat, where due to the available capacity and resources in LMICs, it is more efficient to directly adopt or adapt Codex texts to build their own food safety legislation and policies. The indicator was introduced in 2022.

**Table 6: The extent to which Codex texts have been used as a baseline to inform Member's newly developed or revised food legislation, policies, regulations, programs and/or practices**

	2022 survey	2023 survey	2024 survey	2025 survey
A great deal	24%	35%	14%	13%
Quite a bit	31%	23%	46%	51%
Somewhat	41%	34%	33%	35%
Very little	5%	6%	6%	0%
Not at all	0%	1%	2%	0%
Grand total	100%	100%	100%	100%

**Outcome 3.2.2 Increased use of Codex standards by the food trade**

**Indicator 3.2.2 Degree that Codex texts are used by Members: i) to strengthen national food control systems; ii) increase stakeholder awareness of food safety and quality issues and evidence-based interventions and recommendations; iii) inform and to update food safety and quality training and educational programmes and related tools; and iv) help improve member state commodity trade**

38. Responses on the extent to which Codex texts are used to support the first three dimensions have broadly consistent from 2022 to 2025. Further analysis shows that LMICs reported a higher use of Codex texts than HICs. In 2022, around 75 percent of LMICs respondents expressed that they used Codex texts “completely” or “mostly”, increasing to around 85 percent in 2025.<sup>58</sup> This difference may reflect the greater availability of resources and technical expertise in HICs, while LMICs rely more directly on Codex texts. The indicator was introduced in 2022.

**Table 7: Degree that Codex texts are used by Members**

	Degree that Codex texts are used by Members to strengthen national food control systems				Degree that Codex texts are used by Members to increase stakeholder awareness of food safety and quality issues and evidence-based interventions and recommendations				Degree that Codex texts are used by Members to inform and to update food safety and quality training and educational programmes and related tools			
	2022	2023	2024	2025	2022	2023	2024	2025	2022	2023	2024	2025
Completely	22%	24%	16%	21%	18%	20%	13%	16%	18%	19%	14%	18%
Mostly	40%	36%	49%	46%	39%	37%	48%	40%	33%	39%	42%	39%
Somewhat	32%	34%	29%	32%	32%	41%	34%	41%	38%	37%	37%	38%
To a minor extent	5%	3%	6%	1%	9%	2%	5%	3%	7%	4%	6%	5%
Not at all	1%	2%	0%	0%	1%	1%	0%	0%	1%	1%	1%	0%
Do not know	1%	1%	0%	0%	1%	1%	0%	0%	2%	0%	0%	0%
<b>Grand Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

39. Following comments from Members on the 2022 survey, the trade dimension (iv. help improve member state commodity trade) was separated from the previous indicator and asked as a separate question from the 2023 survey. The new and more specific question, which substituted the previous question on trade dimension, aimed to assess in greater depth the extent that Codex texts in general are used to improve Member State commodity trade and covered five areas as indicated in Table 8a and Table 8b.

40. Replies in Table 8a and Table 8b show that from 2023 to 2025, most Members considered Codex texts supportive of food trade efforts across all surveyed dimensions, with particularly strong support in the last three. The share of Members reporting that they used Codex texts “mostly” to “completely” increased across all the dimensions considered. A corresponding decline was found for “to a minor extent” and “not at all” responses, except for the first two dimensions.

<sup>58</sup> <https://openknowledge.fao.org/handle/20.500.14283/cd2618en> and 2025 survey data (to be published)



### Objective 3.3 Recognise and promote the impact of Codex standards

#### Outcome 3.3.1 Having a mechanism/tool to measure the impact of Codex standards developed and piloted

##### Indicator 3.3.1 Progress on the development of a mechanism to measure impact of Codex standards

43. The survey on the use and impact of Codex texts was carried out from 2022 to 2025 and the related reports were published.<sup>59</sup>

44. A first case study was carried out in 2024 to showcase a successful use and impact of the *Code of practice for the prevention and reduction of mycotoxin contamination in cereals* (CXC 51-2003) in Brazil. Brazil was particularly successful in leading the revision of the CoP in CCCF and later on using the updated CoP to support the adoption of MLs on aflatoxins in maize and consequentially increase its exports. This case study yielded several lessons learned and good practices on the application of the CoP and of Codex texts in general that can be replicated by other countries.<sup>60</sup>

45. Collaboration among the three sisters (the Codex Alimentarius Commission, the International Plant Protection Convention and the World Organisation for Animal Health) is ongoing. An article was published in 2025, which highlighted the synergies of the three sisters in monitoring the impact of their work, with more than 2 000 downloads (as of March 2026).<sup>61</sup> The three sisters are also collaborating as Observers for the SPS Committee,<sup>62</sup> providing their expertise and inputs during the meetings.

46. In 2025, the Codex Secretariat began preparatory work with the WTO to revise the platforms for SPS notifications and Specific Trade Concerns, with the aim of gathering more meaningful information and data on the use and impact of Codex texts on the international trade of safe food.

### **Goal 4. All Codex Members have the capacity to participate at all stages of the Standard setting process**

#### Objective 4.1 Enable sustainable national Codex structures in all Codex Member countries

##### Outcome 4.1.1 Participation by all Codex Member countries in the work of Codex Committees and working groups

##### Indicator 4.1.1 Number of Members registering to CAC and the active general subject committees

47. The Codex Secretariat is monitoring trends in Member Countries' registration in Codex meetings, comparing data over the last two biennia. Registration to Codex meetings must be done by the Codex Contact Point, hence such registration reflects the presence of an active contact point and a degree of management of Codex work at the national level. As shown in the table below, the majority of Members attend CAC, while a smaller part attends general subject committees. Meetings organized in a virtual modality have higher attendance rates. Hybrid meetings seem to marginally affect registration rates.

**Table 9: Number of Members registering to CAC and the active general subject committees**

Codex Committee	Place	Year	Number of Members registered	% of total Membership (189)
CAC43	Virtual	2020	131	69%
CAC44	Virtual	2021	160	85%
CAC45	Rome/hybrid	2022	164	87%
CAC46	Rome/hybrid	2023	160	85%
CAC48	Rome/hybrid	2025	132	70%
CCCF18	Bangkok/hybrid	2025	73	39%
CCCF14	Virtual	2021	90	48%
CCCF15	Virtual	2022	84	44%
CCCF16	Utrecht	2023	53	28%
CCFA55	Seoul	2025	54	29%
CCFH55	Nashville/hybrid	2025	61	32%

<sup>59</sup> <https://www.fao.org/fao-who-codexalimentarius/resources/monitoring/en/>

<sup>60</sup> <https://openknowledge.fao.org/handle/20.500.14283/CD5586EN>

<sup>61</sup> <https://openknowledge.fao.org/items/d93faf09-2ecd-4ee5-89e7-d39412baaf7c>

<sup>62</sup> Committee on Sanitary and Phytosanitary Measures

CCFA52	Virtual	2021	88	47%
CCFA53	Hong Kong	2023	37	20%
CCGP34	Lille	2025	77	41%
CCMAS44	Virtual	2025	87	46%
CCFH52	Virtual	2022	99	52%
CCFH53	San Diego	2022	52	28%
CCPR56	Santiago	2025	63	33%
CAC47	Rome/hybrid	2024	160	85%
CCFICS25	Virtual	2021	87	46%
CCFICS26	Hobart/hybrid	2023	70	37%
CCCF17	Panama City	2024	71	38%
CCFL46	Virtual	2021	91	48%
CCFL47	Gatineau	2023	50	26%
CCFA54	Chengdu	2024	53	28%
CCGP32	Virtual	2021	88	47%
CCGP33	Bordeaux	2023	51	27%
CCFH54	Nairobi	2024	59	31%
CCMAS41	Virtual	2021	83	44%
CCMAS42	Budapest/hybrid	2022	50	26%
CCFICS27	Cairns/hybrid	2024	83	44%
CCFL48	Quebec City	2024	68	36%
CCNFSDU42	Virtual	2021	99	52%
CCNFSDU43	Duesseldorf	2023	61	32%
CCMAS43	Budapest/hybrid	2024	61	32%
CCPR52	Virtual	2021	81	43%
CCPR53	Virtual	2022	75	40%
CCPR54	Beijing	2023	46	24%
CCNFSDU44	Dresden	2024	62	33%
CCPR55	Chengdu	2024	60	32%
CCRVDF25	Virtual	2021	80	42%
CCRVDF26	Portland	2023	49	26%
CCRVDF27	Omaha	2024	51	27%
<b>Average</b>			<b>80</b>	<b>43%</b>
<b>Average CAC</b>			<b>149</b>	<b>79%</b>
<b>Average general subject committees</b>			<b>71</b>	<b>38%</b>
<b>Average virtual</b>			<b>95</b>	<b>50%</b>
<b>Average physical</b>			<b>58</b>	<b>31%</b>
<b>Average physical/hybrid</b>			<b>101</b>	<b>54%</b>



**Indicator 4.1.2 Additional indicator for CTF recipient countries: Proportion of CTF2 recipient countries sustaining national Codex systems and related activities once the funding ends**

48. The FAO/WHO Codex Trust Fund-2 (CTF2) has been supporting countries in building strong, solid, and sustainable national capacity to engage in Codex work since 2016. By the end of 2024, eight rounds of applications and selections had been completed, resulting in 69 CTF2 beneficiary countries and those approved for CTF2 support. Of these 69 countries, 20 have completed their projects, 31 are in various stages of implementation, and eight are awaiting implementation. A further 10 countries received technical approval but insufficient funding prohibited full approval and progress to an implementation phase. Between 2020 and 2025, the FAO/WHO Codex Trust Fund 2 (CTF2) enabled developing and transition-economy countries to significantly strengthen their national Codex systems despite global disruptions, political instability, and, towards the end of the period, a severe funding contraction.

49. By the end of 2025, the portfolio comprised 33 active countries (including two group projects), 17 completed (including one group), nine fully approved and awaiting a start to activities, and 10 technically approved in 2024, pending funding.

- **Strengthened national Codex structures across regions**

CTF2 investments supported countries to establish or revitalize Codex Contact Points (CCPs), National Codex Committees (NCCs), consultation mechanisms, and procedures for managing Codex work. These institutional foundations—reflected in country stories from Azerbaijan, Benin, Burkina Faso, Ghana, Guyana, Honduras, Kazakhstan, Maldives, Samoa, Senegal, and the Bhutan – India – Nepal group—demonstrate clear improvements in governance, coordination, and participation. Examples include:

- Azerbaijan – established a sustainable and well-organized National Codex System.<sup>63</sup>
- Bhutan – India – Nepal (Group Project) – used mock-drill simulations to train national delegations; strengthened Codex procedures and intercountry coordination.<sup>64</sup>
- Burkina Faso – developed draft national standards aligned with Codex; strengthened CCP/NCC procedures and stakeholder outreach.<sup>65</sup>
- Ghana – strengthened data generation systems for methylmercury and arsenic, supporting evidence-based contributions to standards.<sup>66</sup>
- Honduras – strengthened NCC governance, updated food safety policy, delivered Codex training, and built expert databases.<sup>67</sup>
- Maldives – developed capacity to advocate for food safety at a policy level, including the development of a Food Safety Act; strengthened Codex structures and participation.<sup>68</sup>
- Senegal – institutionalized a national budget line for Codex; strengthened engagement in priority committees.<sup>69</sup>

- **Deepened technical capacity and participation**

Beneficiary countries undertook over 150 activities under Rounds 1 – 4 and continued expanding technical capacities through national workshops, risk analysis training, mock drills, and twinning mechanisms.

From 2022 to 2024, global “Good Codex Practices” trainings—organized with the Ministry of Food and Drug Safety of the Republic of Korea—equipped experts from beneficiary countries with hands-on skills in preparing country positions, using the Online Commenting System, and navigating Codex procedures. These were complemented by CCASIA subregional workshops led by India, emphasizing sustained skill transfer.

<sup>63</sup> Azerbaijan Country story: [https://youtu.be/T\\_1w5VhTooQ?si=6dlO52qPI38GpBwh](https://youtu.be/T_1w5VhTooQ?si=6dlO52qPI38GpBwh)

<sup>64</sup> Bhutan – India – Nepal Country story: <https://openknowledge.fao.org/handle/20.500.14283/cd8704en> and <https://youtu.be/TE1u2JfcmwY?si=JYuFsBy2Wc1ema6T>

<sup>65</sup> Burkina Faso Country story: <https://openknowledge.fao.org/handle/20.500.14283/cd4752en>

<sup>66</sup> Ghana Country story: <https://openknowledge.fao.org/handle/20.500.14283/cd8703en>

<sup>67</sup> Honduras Country story: <https://youtu.be/7p3koOemQVc?si=Za4JRP4G3TOB356V>

<sup>68</sup> Maldives Country story: <https://openknowledge.fao.org/handle/20.500.14283/cd8582en>

<sup>69</sup> Senegal Country story: <https://openknowledge.fao.org/handle/20.500.14283/cd8706en>

## Policy and regulatory impacts

Countries increasingly used Codex texts in national food standards, updated legislation, and improved their risk-based decision-making.

Examples include:

- Kazakhstan – established national Codex coordination unit, trained experts in risk analysis, published Codex communication policy.
- Mauritius – harmonized more than 20 priority standards with Codex; created a national Codex web platform.
- Côte d’Ivoire – introduced Codex aligned standards for fruits and spices and secured a national budget line to support Codex participation.

- **Sustained gains and long-term ownership**

The Repository of Project Outputs demonstrates the lasting institutionalization of Codex work: countries have developed procedural manuals, standard operating procedures (SOPs), risk analysis guidelines, strategic plans, and awareness materials, now publicly available for reuse by other Members.<sup>70</sup>

Many countries continue activities independently after project closure, including Benin, Ghana, Mauritius, Samoa and Senegal—indicating strong national ownership and sustainability.

- **Challenges and transition (2023 – 2025)**

From 2023 onward, the CTF2 faced increasing financial pressure as donor contributions declined and implementation costs rose; by 2024 – 2025, expenditures exceeded contributions for multiple consecutive years, forcing:

- Suspension of the 2024 Round 9 call for applications,
- Prioritization of late-stage projects,
- Postponement of Round 8 activities.

In 2025, after communication with donors, the CTF Steering Committee agreed to close CTF activities. The communication was made to CAC49.

## Objective 4.2 Increase sustainable and active participation of all Codex Members

### Outcome 4.2.1 Sustained, active participation in the work of Codex Committees and working groups

#### 4.2.1 – Number of Member countries who participated in EWGs during the biennium (participation is defined as registration to at least in one EWG during the biennium).

50. The average number of Members participating in EWGs remained consistent between 2020 and 2025, at around 40 percent. The only exception was the 2020 – 21 biennium, when the disruption caused by the pandemic in 2020 and subsequent efforts to catch up in 2021 affected participation levels.<sup>71</sup>

**Table 10: Number of Member countries who participated in EWGs (2020-2025)**

Year	2020	2021	2022	2023	2024	2025
N.º of Member Countries	0	113	77	86	94	91
% of total Membership (189)	0% <sup>72</sup>	60%	41%	46%	50%	48%

#### 4.2.2 - Number of Member countries that replied to CLs in the biennium (a member will be counted if they replied to at least two CLs during the biennium)

51. As shown in Table 11, the proportion of Members submitting comments to at least two circular letters (CLs) either via the Online Commenting System (OCS) or via email directly to the Codex Secretariat and/or to the Chairpersons of Codex Committees, remained stable at around 40 percent from 2021 to 2025. The year 2020 stands as an exception due to disruptions caused by the COVID-19 pandemic.

<sup>70</sup> Repository: <https://www.who.int/initiatives/codex-trust-fund/repository-of-project-outputs>

<sup>71</sup> Indicators 4.2.1 and 4.2.2 make reference to biennial measurements, for the purpose of this report which covers the whole Codex Strategic Plan 2020-2025 period, the data is presented by year.

<sup>72</sup> No Member registered to an EWG during 2020 due to the Covid Pandemic.

**Table 11: Number of Member countries that replied to CLs (2020-2025)**

Year	2020	2021	2022	2023	2024	2025
N.º of Member Countries	41	68	71	70	81	72
% of total Membership (189)	22%	36%	38%	37%	43%	38%

**Objective 4.3 Reduce barriers to active participation by developing countries****Outcome 4.3.1 Capacity building, partnering, and knowledge sharing activities are effective in building active participation by developing countries**

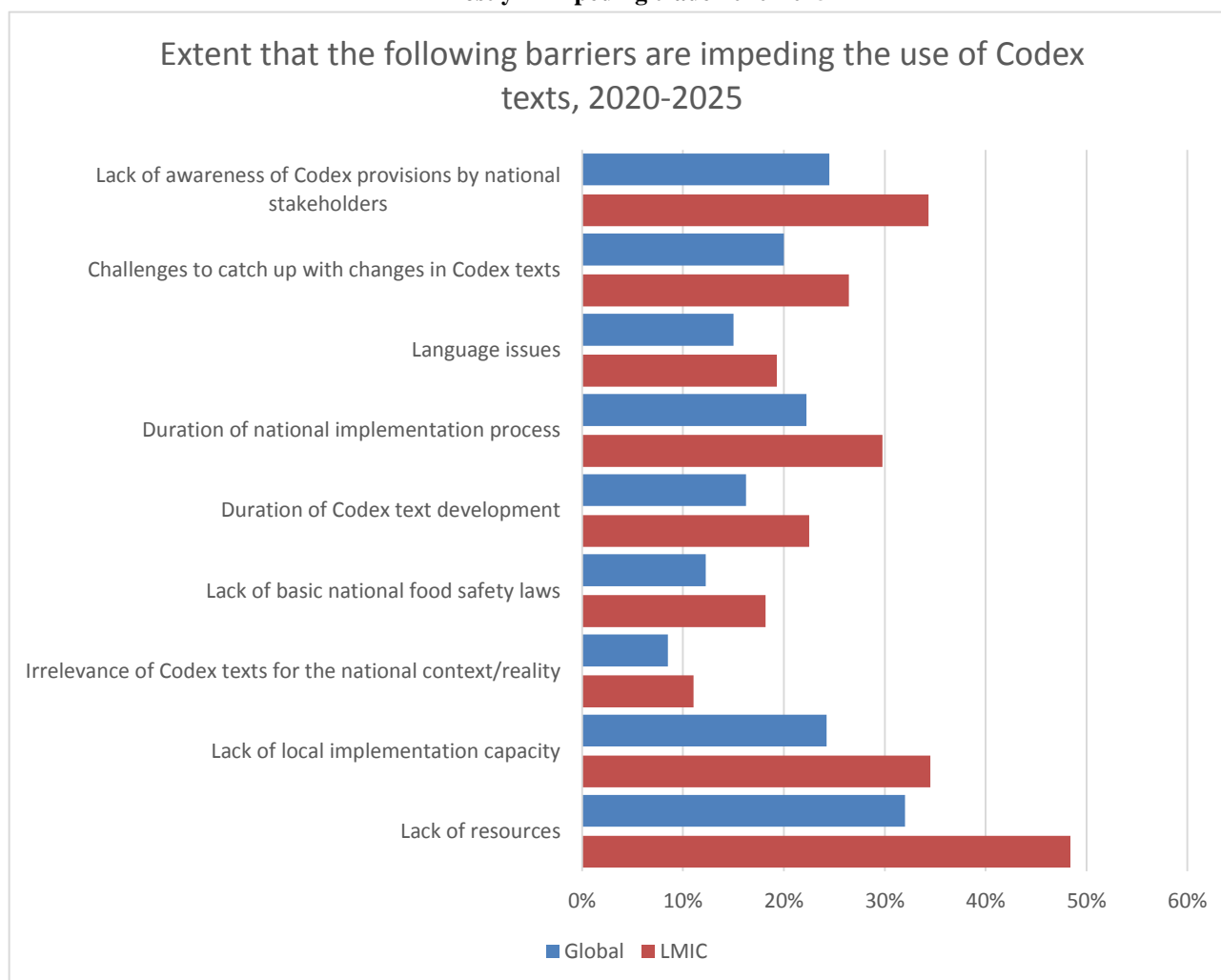
**Indicator 4.3.1 Extent that the following barriers are impeding the use of Codex texts: Lack of resources; Lack of local implementation capacity; Irrelevance of Codex texts for the national context/reality; Lack of basic national food safety laws; Duration of Codex text development; Lack of local implementation capacity; Duration of national implementation process; Language issues; Challenges to catch up with changes in Codex texts; Lack of awareness of Codex provisions by national stakeholders**

52. Between 2020 and 2025, on average the three main barriers to the use of Codex texts were the same, with different degrees, both globally and for LMICs respondents. They were “lack of resources” , “lack of local implementation capacity” , and “lack of awareness of Codex provisions by national stakeholders.

**Table 12: Barriers impeding the use of Codex texts, average values of Members responding “completely” to “mostly” impeding trade, 2020-2025**

2020-2025	Global	LMIC
i) Lack of resources;	32%	48%
ii) Lack of local implementation capacity;	24%	35%
iii) Irrelevance of Codex texts for the national context/reality;	9%	11%
iv) Lack of basic national food safety laws;	12%	18%
v) Duration of Codex text development;	16%	23%
vi) Duration of national implementation process;	22%	30%
vii) Language issues;	15%	19%
viii) Challenges to catch up with changes in Codex texts;	20%	26%
ix) Lack of awareness of Codex provisions by national stakeholders	25%	34%

**Figure 1: Barriers impeding the use of Codex texts, average values of Members responding completely” to “mostly” impeding trade 2020-2025**



**Goal 5. Enhance work management systems and practices that support the efficient and effective achievement of all strategic plan goals**

**Objective 5.1 Develop and maintain efficient and effective work management practices and systems**

**Outcome 5.1.1 Codex work processes and procedures support the effective and efficient operation of Codex standard setting bodies**

**Indicator 5.1.1 Delivery of the Codex budget during the biennium**

53. In the 2020-2021 biennium, the delivery was 98%. In the 2022-2023 biennium, the delivery, compared to the original budget, was 107 percent, considering the additional allocation from FAO of USD 0.5 million in 2023. In the 2024-2025 biennium, the delivery, compared to the original budget, was 101,7 percent, taking into consideration extra-budgetary contributions to the Codex Regular Programme.

**Table 13: Budget delivery over the 2020-2025 Codex Strategic Plan period**

	Biennium 2020-2021	Biennium 2022-2023	Biennium 2024-2025
Budget delivery	98%	107%	102%

**Outcome 5.1.2 The efficient design of agendas and use of time in meetings of the Codex Alimentarius Commission, its Executive Committee and subsidiary bodies maximise the time allocated to the development of Codex texts**

**Indicator 5.1.2 Proportion of meeting documents distributed in a timely manner consistent with the *Codex Procedural Manual* or timeframes established by committees**

54. Table 14 presents the distribution of working documents (WDs) in English, French, and Spanish prepared for the Commission and Committees from 2020 to 2025. The analysis excludes invitation letters, provisional agendas, circular letters, addendum papers, other comments papers including the replies to circular letters, and information documents. The table shows both the number of WDs circulated at least two months before the start of each committee session and their share of total WDs. Between 2021 and 2024, the number of WDs issued within the set deadlines remained substantially stable. The share was higher than average in 2020 due to the limited number of WDs. In 2025 the share was lower than usual as there was a higher number of meetings closer to the Commission, which reduced the available time for translation.

55. The Codex Secretariat continues to make efforts to deliver more documents on time, considering issues such as resources availability, contingencies due to the work of EWGs, and rules and regulations of FAO regarding translation of documents.

**Table 14: Working documents distributed on time by language, 2020-2025**

	English		French		Spanish	
Year	N. of WDs on time	% of Total N. of WDs	N. of WDs on time	% of Total N. of WDs	N. of WDs on time	% of Total N. of WDs
2020	20	59%	18	53%	18	53%
2021	67	42%	45	29%	45	29%
2022	49	42%	21	23%	18	20%
2023	64	36%	31	20%	31	21%
2024	84	47%	41	23%	39	22%
2025	37	24%	15	10%	14	9%

**Objective 5.2 Enhance the capacities of committee and working group chairpersons, regional coordinators and host country secretariats to manage the work of Codex**

**Outcome 5.2.1 Subsidiary body meetings and working groups are effectively and efficiently chaired and conducted**

**Indicator 5.2.1 Satisfaction ratings on meeting efficiency, role of chairs and host and Codex secretariats**

56. Throughout 2020 and 2025, CAC satisfaction surveys reflected highly positive feedback across all Codex committee sessions during this period.

- Platform Accessibility and Technical Performance:
  - The registration process received high satisfaction ratings across committees, with most respondents (consistently over 90 percent) expressing ease in accessing platforms like Zoom and ORS.
  - Over 90 percent of participants largely agreed that the Zoom or YouTube platform was easy to access and navigate.
- Support from Codex Secretariats and Interpretation Quality:
  - Interpretation services received positive feedback, with around 90 percent satisfaction.
- Meeting Structure and Agenda Management:
  - Agenda Appropriateness: Respondents generally agreed that agenda items were well-timed, with 75 percent-85 percent indicating satisfaction with the length and clarity of sessions across all CACs.
  - Adjustments in session timing have helped accommodate a global audience, improving inclusivity in the virtual setting.
- Overall Impact and Contributions of Chairs:
  - The role of chairs was rated positively, with an average of more than 90 percent of respondents acknowledging their effectiveness in managing discussions, guiding participants through complex topics and ensuring a range of views and perspectives were adequately heard. Participants expressed appreciation for the chairs' adaptability in navigating the challenges of virtual and hybrid formats, which fostered constructive and inclusive dialogues.

57. In conclusion, feedback for the quinquennium 2020-2025 reflected broad satisfaction with CACs meetings, including registration processes, technical support, and the responsiveness of chairs and secretariats.