

食安在日本： 議題與挑戰

Food Safety in Japan : Issues and Challenges

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摘要

2003年，日本制定了食品安全基本法並引入食品安全管理的風險分析方法。此後，風險評估從風險管理中被區隔出來，內閣府並新立了食品安全委員會作為食安風險評估的組織。食品安全委員會由委員會、企劃委員會、專門調查會及事務局組成。委員會的成員包括7名委員，而企劃委員會及專門調查會作為其次級組織。事務局則提供作業服務來支援食品安全委員會及其成員的活動。食品安全委員會的主要任務為根據科學證據評估食品中對人體健康的潛在風險，如微生物及化學物質等。評估的執行主要來自風險管理部門的要求，但亦有部分是自發性的「自我評估」。自成立以來，食品安全委員會已完成超過2200件風險評估，且發布了這些結果報告。食品安全委員會參與了食安的風險傳播，特別主導了將風險評估的結果傳遞予大

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關鍵詞：食品 (food)、食品安全委員會 (food safety commission)、風險評估 (risk assessment)、風險傳播 (risk communication)

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眾，以及將食品安全的相關科學基礎知識與資訊散布出去，並發起各種活動來到達傳播目的。除此之外，其責任還包括實行研究及調查計畫來收集風險評估的必要證據，根據評估結果向相關政府部門作出建議，以及與風險管理部門合作、在食安緊急事件發生時作出回應等。食品安全委員會將以下三個主題作為未來目標：一、計畫並發展新的風險評估方法；二、挑戰新的評估主題，如食物過敏；三、實行更多策略性風險傳播。

In 2003, Food Safety Basic Act was established and Japan has introduced the risk analysis approach to food safety administration. As a result, risk assessment was separated from risk management and Food Safety Commission, (FSC), was newly established within the Cabinet Office, as a risk assessment organization in the area of food safety. FSC is composed of the Commission, Planning Committee, Scientific Panels, and the Secretariat. The Commission comprises of seven commissioners and it has Planning Committee and Scientific Panels as its subordinate structure. The secretariat supports the activities of FSC by providing operational services to the commissioners and the Committee / Panel members. FSC's primary task is to assess a risk to human health posed by a hazard contained in food, such as microorganisms and chemicals, based on scientific evidences. Its assessment is mainly conducted in response to requests from risk managers, but some of them are conducted as "self-tasking" assessment on its own initiative. Since the establishment, it has completed more than 2,200 risk assessments and published the results as the reports. FSC takes part in food safety risk communication. FSC is particularly in charge of communicating its risk assessment results to the public

and disseminating information on food safety, including basic scientific knowledge, and is committed to fulfilling its role in risk communication through various activities. In addition, implementing research and survey program to collect necessary evidences for risk assessment, making recommendations to relevant ministries based upon assessment results as necessary, and responding to food-borne emergencies in coordination with risk managers are also FSC's responsibilities. FSC recognizes the following three subjects as its future tasks: Planning and development of new risk assessment methodologies; challenging new assessment topics such as food allergy; and implementing more strategic risk communication.

1. Food Safety Administration in Japan

There had been a growing concern and distrust of food safety among the Japanese public, triggered by various problems involving the occurrence of BSE (bovine spongiform encephalopathy) in 2001. Under such circumstances Japan established the Food Safety Basic Act, a comprehensive law to ensure food safety for the purpose of protecting the health of the public, which came into force on 1 July 2003.

In the wake of the development of the law and other related laws, Japan has introduced a risk analysis approach to food safety administration. The approach is to scientifically assess risks (expressed as the probability and degree of adverse health effects) and develop necessary measures based on the risk assessment. The risk analysis consists of three components: risk assessment-assess risk scientifically; risk management-implement necessary measures based on risk assessment; and risk communication-exchange information and opinions among related people representing the people including public, government, and academia. According to the laws, Food Safety Commission (FSC) is responsible for risk assessment, and the ministries including Ministry of Health, Labour and Welfare (MHLW) and Ministry of Agriculture, Forestry and Fisheries (MAFF) are responsible for risk management, under the overall coordination by Consumer Affairs Agency (CAA).

To be more specific, MHLW is responsible for the establishment of standards/specifications for food, food additives, food contact materials; inspection to see whether these established standards are met; the hygiene management of the manufacture and sale of food; and business license. In addition, MHLW is responsible for the regulation of livestock meat and fowl meat including inspection systems for meat. To achieve those responsibilities, local governments play an important role, as well. The local governments conduct inspection and give advice to food-related businesses. They grant a license to businesses that operate within the jurisdiction concerned, and suspend licensed businesses and / or revoke operation if they violate the law. They also conduct food testing. These activities are executed through health centers under the jurisdiction concerned. Imported foods are inspected by quarantine stations placed across Japan under the central government.

壹、日本的食品安全部門

自2001年狂牛症引發各式問題後，日本民眾對於食品安全的憂慮和不信任逐日升高。在這樣的氣氛下，為了確保食品安全（以下簡稱食安）、保障大眾健康，日本政府制定了食品安全基本法，於2003年7月1日正式生效。

確立了食安的相關法令後，日本開始在食安部門引入風險分析方法，即評估風險（以對健康損害的可能性及程度來呈現），並依據風險評估發展必要措施。風險分析由三個主要內容組成：風險評估（以科學方法進行風險評估）、風險管理（依據風險評估結果採取必要舉措）及風險傳播（與相關人士進行情報及意見交換，包括公眾、政府、學術界）。依照法律，食安委員會負責風險評估，而其他部門包括厚生勞動省、農林水產省，皆在消費者廳的統合下負責風險管理。

更明確地說，厚生勞動省的責任包括以下內容：訂立食品、食品添加物、食品接觸材料等的標準、檢查這些標準是否確實達成、食品製造過程與販賣的衛生管理、營業執照的核可等。除此之外，厚生勞動省亦負責管理並審查畜產及禽類肉品。為完成上述任務，地方政府亦扮演了重要角色，執行偵查並給予食品相關產業建議，准許營業證照、在違法時暫停或吊銷營業許可證，以及進行食品檢測；這些皆透過各地衛生中心的權限來執行。進口食品的審查則由各地檢疫所進行，由中央政府管轄。