

# **Shanghai Food Safety Report 2023**

Jointly prepared by the Office of the Shanghai Municipal Food and Drug Safety Commission and the Shanghai Municipal Administration for Market Regulation

January 2024

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# Shanghai Food Safety Report 2023

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Ensuring food security remains paramount as it directly impacts the health and safety of our citizens. In 2023, Shanghai began the full implementation of the roadmap outlined by the Party at its 20th National Congress and advanced the 14th Five-Year Plan (2021-2025), following three years of COVID-19 prevention and control efforts. Under the strong leadership of the municipal Party committee and government, and with the support of the municipal People's Congress and Political Consultative Conference, Shanghai diligently executed strategies introduced by the Party at its 20th National Congress and directives from President Xi Jinping regarding food safety. Insights from important major speeches that President Xi made during his trip to Shanghai were also incorporated. This included implementing the most rigorous standards, stringent oversight, severe penalties, and thorough accountability measures for food safety. We followed through the opinions on deepening reform and strengthening food safety oversight issued by the Central Committee of the Communist Party of China and the State Council, along with Shanghai's implementation plan. By continuously advancing the modernization of our food safety governance system and capacity, we ensured "safety on the tip of the tongue" for our citizens.

## **I. General Overview**

In 2023, all districts and relevant departments in the city worked together to ensure that citizens could eat safely and confidently. They implemented a joint responsibility mechanism between the Party and the government, strengthening food safety management at the local level, regulatory responsibility of departments, industry supervision, and corporate responsibility. A problem-oriented approach was adopted to enhance risk management and carry out special actions to investigate and rectify hidden food safety risks. Law enforcement supervision, full-process supervision, and scientific supervision were reinforced to improve the effectiveness of food safety oversight. Institutional capacity building was also a focus, with the perfection of systems such as food safety risk grading and credit classification, and the promotion of digitalized information tracing applications.

Significant efforts were made to build food safe neighborhoods. Pudong, Xuhui, and Minhang have been designated as “National Food Safe Districts,” while Songjiang, Hongkou, Jing’an, and Qingpu are just one step away from that designation. Pudong New Area, Jinshan, Chongming, Jiading, Songjiang, and Qingpu were successively recognized nationally as “Counties with Superior Agricultural Product Quality and Safety.” The city also worked to create food safety streets and towns that satisfy citizens’ needs, with the first batch of 73 streets and towns shortlisted as pilot neighborhoods for food-safety designations.

In 2023, the overall pass rate for food safety monitoring of major foods in the city was 99.2%, a decrease of 0.4 percentage points compared to the previous year, maintaining a relatively high level. The score for citizens’ awareness of food safety was 91.0 points, an increase of

0.4 points compared to the previous year. The overall satisfaction score of citizens' food safety conditions was 90.9 points, an increase of 0.9 points compared to the previous year. There were no reports of collective food poisoning incidents or other major food safety events for two consecutive years. The overall food safety situation in the city is generally orderly, controllable, and stable, trending positively.

Details of the progress with the *“Implementation Plan of Shanghai Municipality for Implementing the Opinions of the CPC Central Committee and the State Council on Deepening Reform and Strengthening Food Safety Regulation”* can be found in the attached table, outlining the specific completion status of key work indicators.

**II. Supervision and Management of Food Producers and Operators**

**(i) Overview of Food Producers and Operators**

As of the end of 2023, there were a total of 378,824 food manufacturers and operators in the city, an increase of 8.1% compared to the previous year. Among them:

- 1,420 entities were engaged in food production (excluding special foods and food additives production), representing a 2.5% increase compared to the previous year. This includes 1,414 entities with food production licenses and 6 entities with permits for small-scale food processing workshops.
- 231,065 were engaged in food sales, with a 7.5% increase compared to the previous year. This includes 153,814 entities with food operation licenses and 77,251 entities selling pre-packaged foods registered.
- 145,007 in catering services or operating canteens, marking a

9.3% increase compared to the previous year. This includes 140,664 entities with food operation licenses and 4,343 small-scale catering service providers registered through temporary filing.

- 41 in special food production, showing a 2.5% increase compared to the previous year.
- 133 in food additives production, reflecting a 4.7% increase compared to the previous year.
- 510 entities in the production of food-related products, with a 2.1% decrease compared to the previous year. This includes 536 food-related product production licenses issued.
- 648 food manufacturers and operation entities at ports of entry, representing a 6.6% increase compared to the previous year. (Refer to Table 1 for details).

Table 1: Food Manufacturers and Service Providers in Shanghai, 2019-2023

Year	Food manufacturers	Food Sales Operators	Food service providers	Specialty foods manufacturers	Food additives manufacturers	Food-related products manufacturers	Ports of entry	Total
2023	1,420	231,065	145,007	41	133	510	648	378,824
2022	1,386	214,979	132,647	40	127	521	608	350,308
2021	1,385	203,878	129,634	41	131	536	758	336,363
2020	1,405	186,950	120,325	42	134	557	722	310,135
2019	1,347	159,703	109,377	46	137	538	659	271,807

## 1. Overview of Food Manufacturers

In 2023, the city issued 112 new food production licenses, renewed 69, revised 439 and abolished 109. As of the end of 2023, the city had a total of 1,414 food manufacturers (excluding businesses engaged in the production of specialty foods, food additives, and small-scale food processing workshops). There were also 133 food additive production businesses (Refer to Figure 1 for details).

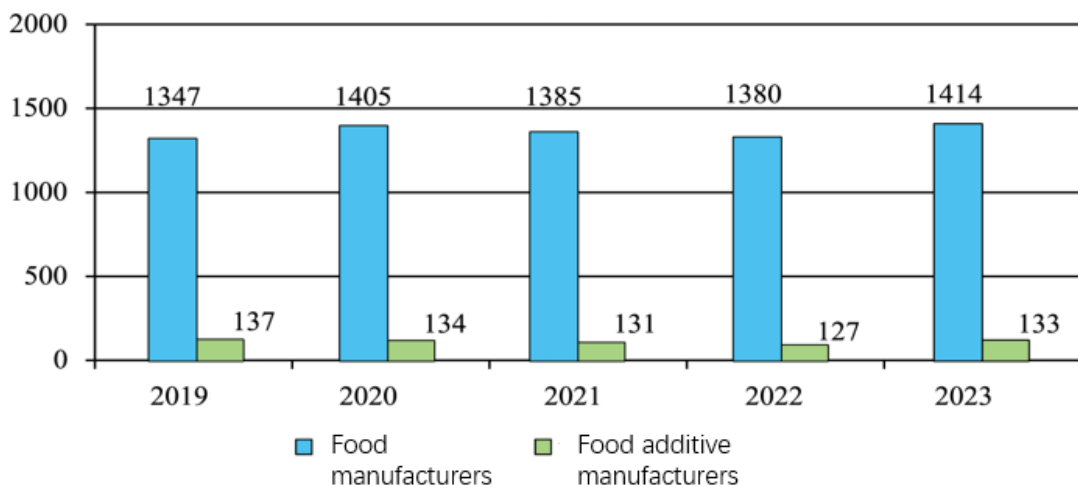


Fig. 1 Businesses (excluding small food processing workshops) obtaining licenses in Shanghai for producing foods (excluding special foods) and food additives, 2019-2023

## 2. Overview of Food operators

(1) Licensing of food sales business entities: In 2023, the city issued



22,665 new food sales “Food Business Licenses”, renewed 8,320, revised 11,090, and abolished 22,045. By the end of 2023, the city had a total of 231,065 food sales businesses. Among them, 153,814 businesses held a valid food business license (see Table 2 for classification by business mode), and 77,251 food sales operators registered solely for selling pre-packaged foods.

Table 2 Classification of Business Modes of Food Operators in Shanghai Holding Valid Business Licenses, 2019-2023

Year	Wholesalers	Retailers	Hybrid	Other	Total
2023	52,472	88,627	10,214	2501	153,814
2022	63,897	100,409	12,188	2115	178,609
2021	69,015	112,805	21,329	729	203,878
2020	59,256	114,273	12,938	483	186,950
2019	47,053	101,079	11,368	203	159,703

(2) Permits for Food Service Providers and Temporary Records for Small-Scale Food Service Providers: In 2023, the city issued a total of 40,105 new permits for food service providers, renewed 10,556, revised 18,013, and cancelled 14,085. By the end of the year, 140,664 food service providers in the city held valid permits. This figure includes 106,207 public catering establishments (comprising 136 extra-large hotels, 3,029 large hotels, 15,079 medium-sized hotels, 74,274 small hotels, and 13,689 other locations such as beverage stores), 16,626 canteens, 309 meal delivery services, 143 central kitchens, 16,583 cafes, and 796 other meal providers (see Figure 2 for a detailed breakdown). Additionally, 4,343 small food service providers were registered through the temporary filing system.

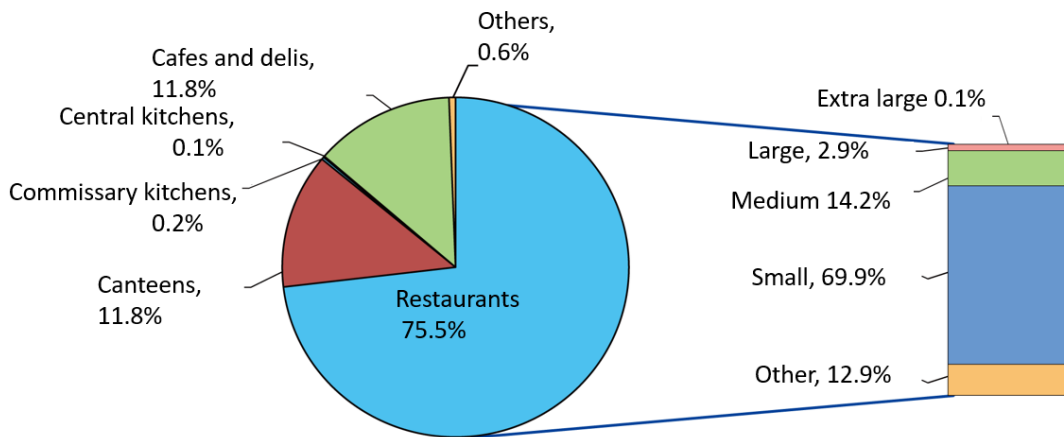


Fig. 2 Breakdown of Food Service Providers in Shanghai, 2023

### 3. Special Food Manufacturer and Operators

According to the *Food Safety Law of the People's Republic of China*, special foods refer to health foods, formulas for special medical purposes and infant formulas. The State implements strict supervision and management of special foods.

(1) Special Food Production Licensing: In 2023, the city issued 4 new special food production licenses, renewed 4, changed 48, and canceled 3. By year-end, the city had 41 special food manufacturers: 37 health food and 4 infant formula producers. The city's 3 infant formula manufacturers had 8 series of 24 existing product formulas registered under new national food safety standards, with 1 manufacturer's 3 series of 9 applications pending approval. In 2023, the city filed 72 domestically-produced health food products (41 new, 29 changed, 2 canceled). The 37 health food manufacturers had a total of 562 health food products (including compound nutrients and raw material extracts).

(2) Licensing of Special Food Operators (See Table 3): The city had a

total of 53,059 special food operators. Among them, 34,072 were licensed, including 32,636 selling health food, 6,728 selling infant formula, and 1,973 selling medical foods. Another 18,987 entities were registered to sell only pre-packaged foods, with 18,974 offering health food, 6,895 providing infant formula, and 5,492 selling medical foods. Some operators sold multiple types of special foods.

Table 3: Special Food Manufacturers and Operators in Shanghai, 2019-2023

Year	Product category	Health food	Infant formula milk powder	Special medical uses formula	Total
	2023	No. of Manufacturers	37	4	0
No. of Operators		51,610	13,623	7,465	53,059
2022	No. of Manufacturers	36	4	0	40
	No. of Operators *	33,232	8,474	2,412	35,316
2021	No. of Manufacturers	37	4	0	41
	No. of Operators *	32,790	10,679	2,750	37,749
2020	No. of Manufacturers	38	4	0	42
	No. of Operators *	28,522	10,541	2,119	31,750
2019	No. of Operators	42	4	0	46
	No. of Operators *	22,891	10,353	1,317	26,593

\* Note: Some special food businesses engaged in the production of more than two types of special foods. The number of special food businesses in 2023 includes those solely registered for selling pre-packaged foods.

#### 4. Food-Related Product Manufacturers

In 2023, the city issued 52 new industrial product production licenses for food-related products, renewed 32, changed 77, and canceled 62. By year-end, the city had 510 food operators with 536 such licenses (Table 4).

Table 4: Status and Licensing of Food-Related Product Manufacturers in Shanghai, 2019-2023

Year	No. of manufacturers	No. of licenses obtained	Categories of licenses
2023	510	536	75
2022	521	546	75
2021	512	536	76
2020	537	557	76
2019	520	538	87

### 5. Filing of Food Importers and Exporters and Licensing of Health Permits at Shanghai’s Ports of Entry

Throughout the year, 437 food businesses obtained export food production certification, while 48 businesses growing or breeding export food materials qualified for record-filing. Additionally, 7,933 food importers obtained record-filing status (Table 5). There were 648 food manufacturers and operators holding health permits at ports of entry (Table 6).

Table 5: Filing of Food Importers and Exporters at Shanghai’s Ports of Entry, 2019-2023

Year	No. of registered food exporters	No. of registered outbound planting and farming businesses	No. of registered food importers
2023	437	48	7,933
2022	366	45	7,236
2021	332	41	6,807
2020	300	39	6,156
2019	265	39	5,487

Table 6 Issuance of Health Permits at Shanghai’s Ports of Entry, 2019-2023

Year	No. of food manufacturers	No. of food service providers	No. of food sales operators	Total
2023	5	348	295	648
2022	5	332	271	608
2021	5	415	338	758
2020	5	420	297	722
2019	5	395	259	659

## 6. Livestock Slaughterhouse Licensing

In 2023, the city had 5 designated pig slaughterhouses (in Chongming, Jiading, Songjiang, Fengxian, and 4 other districts) and 5 cattle and sheep slaughterhouses (in Baoshan, Chongming, Songjiang, Fengxian, and 4 other districts). Pig slaughter increased slightly to 492,000, while cattle and sheep slaughter totaled 15,460.

## 7. Local Food Safety and Enterprise Standard Record-Filing

In 2023, the city initiated four local food safety standards, revised five, and abolished two. 56 businesses submitted 144 individual food safety standards (more rigorous than prevailing industry standards) for approval by the city. (Figure 3).

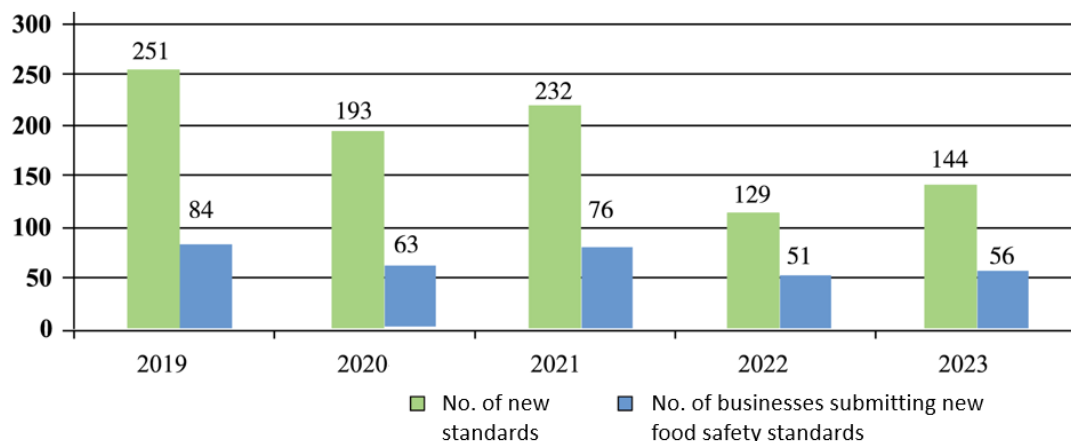


Fig. 3 Filing of Food Safety Standards in Shanghai, 2019-2023

## (ii) Food Industry and Supply Overview

By annual output value, food manufacturers exceeding 20 million yuan are considered large-scale. In 2023, 434 such businesses in the city achieved a total output value of 115.09 billion yuan at current prices, up 0.7% year-on-year. Main business income rose 3.8% to 145.31 billion yuan, and total profit increased 12.1% to 9.6 billion yuan (Figure 4).

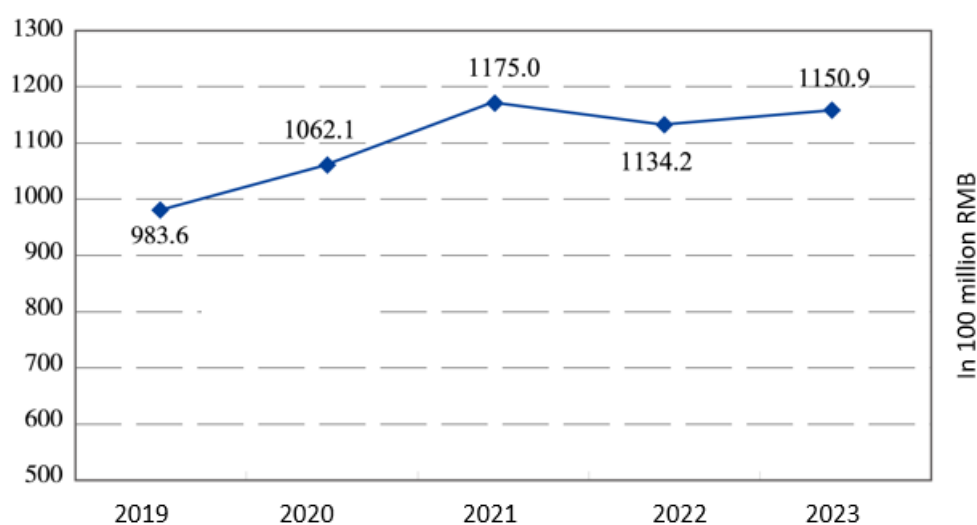


Fig. 4 Output of Large-Scale Food Businesses in Shanghai, 2019-2023

The city consumed approximately 20 million tons of edible agricultural products in 2023, with about 80% supplied from other provinces and cities. The city's 17 major wholesale markets for these products saw an annual transaction volume of 102 million tons, including 382,000 tons of pork and 3.195 million tons of vegetables (Table 7).

Table 7. Consumption of Edible Agricultural Products in Shanghai, 2019-2023

Year	Total consumption of edible agricultural products (in 1,000 tons)	Annual wholesale trade of food and agricultural products (in 1,000 tons)	Inbound supply as a percentage of consumption in the city
2023	20,000	10,200	80

2022	20,000	6,500	80
2021	26,000	10,500	80
2020	26,000	10,400	80
2019	26,000	10,800	80

In 2023, the city had 1,093 vegetable cooperatives, supplying 2.54 million tons of locally produced vegetables annually. There were also 119 large-scale pig farms, producing 720,000 live pigs yearly, some of which were slaughtered and transported to other provinces and cities. Additionally, 898 farms supplied a total of 100,000 tons annually (Table 8). Among locally produced edible agricultural products, there were 6 certified organic product businesses with 11 products, and 1,138 green food businesses with valid certifications, offering 2,403 products. The certified production volume was 1.608 million tons, with a green food certification rate of 31.8%.

Table 8. Supply of Major Edible Agricultural Products in Shanghai, 2019-2023

Year	Vegetables (in 1,000 tons)	Live pigs (in 1'000s)	Fish products (in 1,000 tons)
2023	2,540	720	10.0
2022	2,529	900	83
2021	2,440	400	68
2020	2,443	310	56
2019	2,465	540	90

In 2023, the quantity of imported and exported food at Shanghai ports increased significantly (Table 9). The top three imported food categories by value were meat (including offal) at 882.2 billion yuan, dairy products at 397.2 billion yuan, and aquatic products at 246.9 billion yuan.

The top three exported food categories by value were stuffed pasta at 10.66 billion yuan, vegetables and their products at 7.31 billion yuan, and condiments at 5.81 billion yuan.

Table 9. Quantity of Food Imports and Exports at Shanghai Ports of Entry, 2019-2023

Year	Imports		Exports	
	No. of batches (in 1,000s)	Weight (1,000 tons)	No. of batches (in 1,000s)	Weight (1,000 tons)
2023*	397	15,631	134	1,705
2022*	300	9,790	120	1,660
2021*	410	12,850	140	1,900
2020*	351	9,112	97	1,002
2019	235	5,913	20	348

\*Note: Trade statistics data has been used for food imports and exports since 2020.

**(III) Graded Supervision**

To ensure that businesses fulfilled their food safety responsibilities, the city’s food safety supervision department strengthened credit supervision on food manufacturers and operators and promoted graded management supervision.

**1. Food Manufacturers**

Based on the revised *Shanghai Food Manufacturers’ Food Safety Risk Grading and Credit Classification Management Measures* in 2022, credit grading supervision was implemented for 1,392 food and food additive producers in the city (excluding newly established or suspended businesses). The food safety credit risks were graded from low to high, with A-graders accounting for 52.9%, B-graders for 41.7%, C-graders for 4.3%, and D-graders for 1.1% (Table 10 and Figure 5).



Table 10. Graded Supervision of Food Manufacturers in Shanghai, 2019-2023\*

Grades		A	B	C	D	Total
2023	No. of businesses	737	580	60	15	1,392
	%	52.9	41.7	4.3	1.1	100
2022	No. of businesses	261	776	320	54	1,411
	%	18.5	55.0	22.7	3.8	100
2021	No. of businesses	746	647	33	0	1,426
	%	52.3	45.4	2.3	0.0	100
2020	No. of businesses	662	695	42	0	1,399
	%	47.3	49.7	3.0	0.0	100
2019	No. of businesses	649	646	48	0	1,343
	%	48.3	48.1	3.6	0.0	100

\*Note: 1. New businesses or those ceasing production are not included in the assessment.

2. A new grading method has been used since 2022, resulting in some differences compared to previous years.

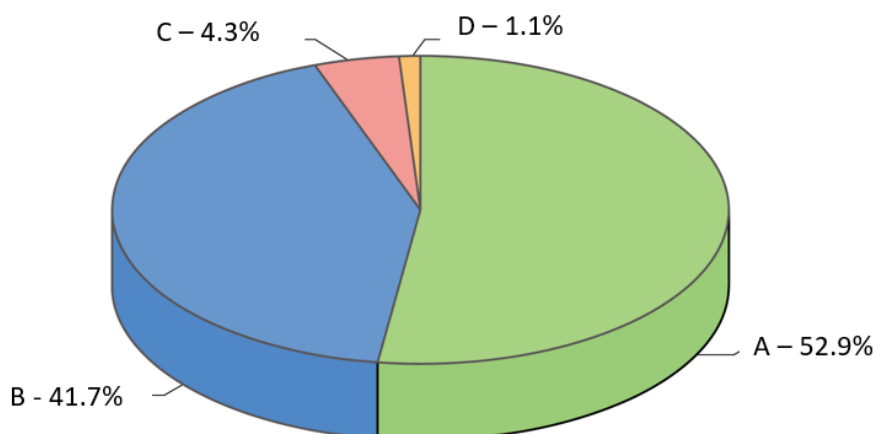


Fig. 5 Graded Supervision of Food Manufacturers in Shanghai, 2023

## 2. Food Operators

(1) Food sales operators: Following the State Administration for Market Regulation guidance on risk-based management of food businesses, risk grading was implemented for 191,902 of the 231,065 food sales operators in the city. A-graders accounted for 92.6%, B-graders for 6.5%, C-graders for 0.6%, and D-graders for 0.3% (Table 11 and Figure 6).

Table 11. Graded Supervision of Food Sales Operators in Shanghai, 2019-2023

Grades		A	B	C	D	Total
2023	No. of operators	177,608	12,477	1,239	578	191,902
	%	92.6	6.5	0.6	0.3	100
2022	No. of operators	189,179	1,660	235	864	191,938
	%	98.6	0.9	0.1	0.5	100
2021	No. of operators	180,416	1,462	189	698	182,765
	%	98.7	0.8	0.1	0.4	100
2020	No. of operators	169,204	1,365	180	60	170,809
	%	99.1	0.8	0.1	0.0	100
2019	No. of operators	142,688	3,015	322	107	146,132
	%	97.6	2.1	0.2	0.1	100

\*Note: New businesses or those ceasing production in the current year are not included in the assessment.

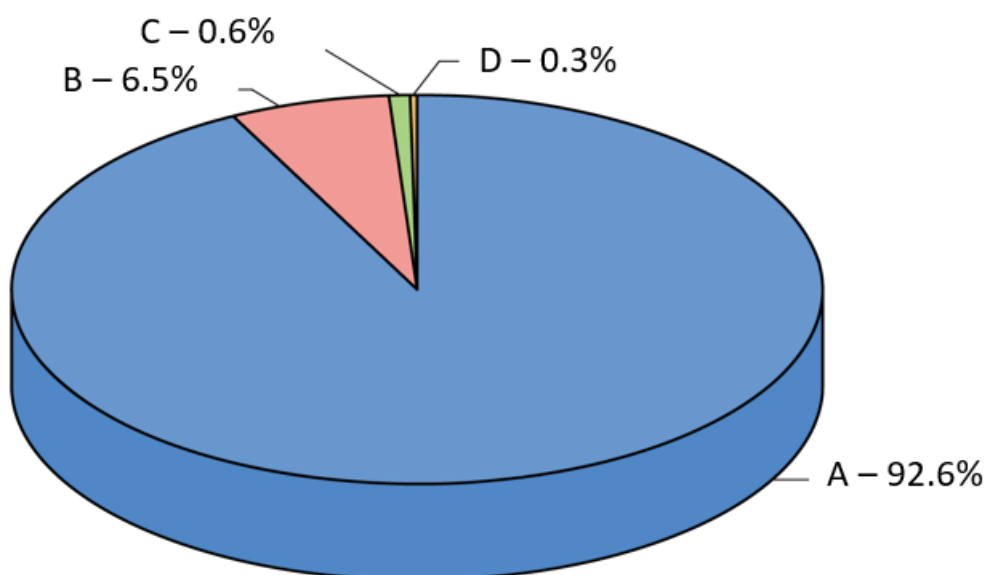


Fig. 6 Graded Supervision of Food Sales Operators in Shanghai, 2023

(2) Food Service Providers: Based on the *Shanghai Catering Service Food Safety Supervision: Quantitative Grading Management Measures*, risk grading assessment and supervision results disclosure were implemented for 137,075 of the 140,664 certified catering service providers in the city. A-graders (good) accounted for 39.6%, B-graders (average) for 60.1%, C-graders (unsatisfactory) for 0.3%, and D-graders (poor) for 0.0% (Table 12 and Figure 7).

Table 12. Quantitative Risk Grading of Catering Service Providers in Shanghai, 2019-2023

Grades		A	B	C	D	Total
2023	No. of operators	54,308	82,331	434	2	137,075
	%	39.6	60.1	0.3	0.0	100
2022	No. of operators	42,850	68,733	1,001	/	112,584
	%	38.1	61.0	0.9	/	100
2021	No. of operators	47,496	69,764	747	/	118,007
	%	40.0	59.0	1.0	/	100

Grades		A	B	C	D	Total
2020	No. of operators	50,153	60,280	1,019	/	111,452
	%	45.0	54.0	1.0	/	100
2019	No. of operators	42,936	58,560	821	/	102,317
	%	42.0	57.2	0.8	/	100

\*Note:

1. New businesses or those ceasing production in the current year are not included in the evaluation;
2. in 2023, risk management was implemented for catering service providers according to the *Shanghai Catering Service Food Safety Supervision: Quantitative Grading Management Measures*,” resulting in some differences in grading compared to previous years.

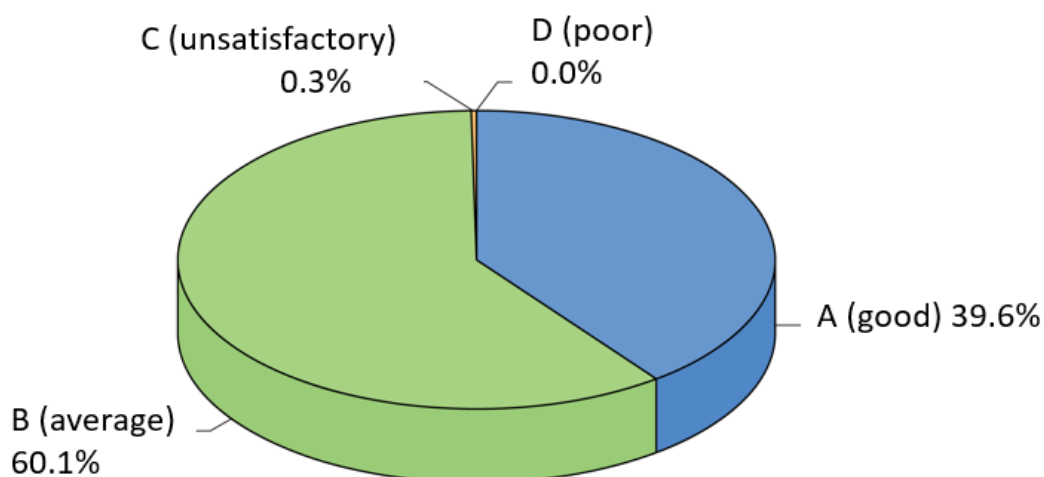


Fig. 7 Dynamic Rating Assessment of Catering Service Providers in Shanghai, 2023

### 3. Special Food Manufacturers and Operators

(1) The city conducted a food safety risk and credit rating assessment for its 33 active special food manufacturers, including those producing health foods and infant formula. A-grade businesses accounted for 87.9%, while B-grader made up the remaining 12.1%, with no manufacturers falling into the C or D grades (Table 13 and Figure 8).

Table 13. Graded Supervision of Special Food Manufacturers in Shanghai, 2019-2023\*

Grades		A	B	C	D	Total
2023	No. of operators	29	4	0	0	33
	%	87.9	12.1	0.0	0.0	100
2022	No. of operators	34	0	0	0	34
	%	100.0	0.0	0.0	0.0	100
2021	No. of operators	32	7	1	0	40
	%	80.0	17.5	2.5	0.0	100
2020	No. of operators	30	7	0	0	37
	%	81.1	18.9	0.0	0.0	100
2019	No. of operators	32	8	1	0	41
	%	78.0	19.6	2.4	0.0	100

\*Note: Businesses that had ceased operation or were newly established in the current year were not included in the assessment.

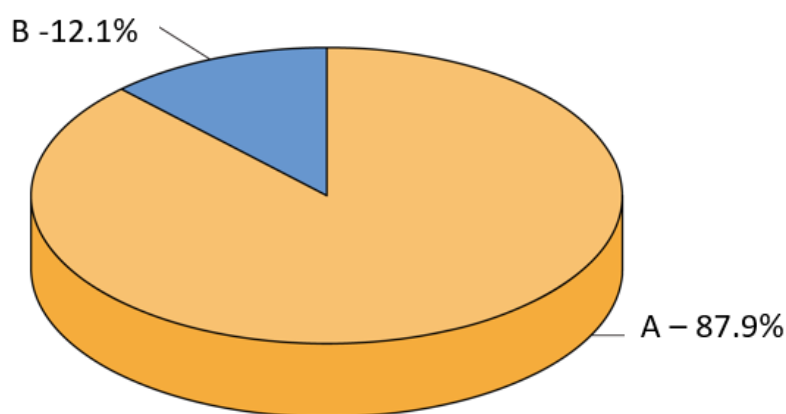


Fig. 8 Graded Supervision of Special Food Manufacturing Businesses in Shanghai, 2023

(2) Special Food operators: Among the 35,787 special food operators in the city, 98.7% were rated A-grade, 1.1% B-grade, 0.1% C-grade, and 0.1% D-grade based on the food safety risk and credit rating assessment (Table 14 and Figure 9).

Table 14. Graded Supervision of Special Food Operators in Shanghai, 2019-2023\*

Grades		A	B	C	D	Total
2023	No. of operators	35,331	405	27	24	35,787
	%	98.7	1.1	0.1	0.1	100
2022	No. of operators	25,094	25	0	0	25,119
	%	99.9	0.1	0.0	0.0	100
2021	No. of operators	36,628	885	231	5	37,749
	%	97.0	2.4	0.6	0.0	100
2020	No. of operators	30,722	871	134	23	31,750
	%	96.8	2.7	0.4	0.1	100
2019	No. of operators	25,687	665	220	21	26,593
	%	96.6	2.5	0.8	0.1	100

\*Note: Businesses that had not been in operation for a long period of time were not assessed.

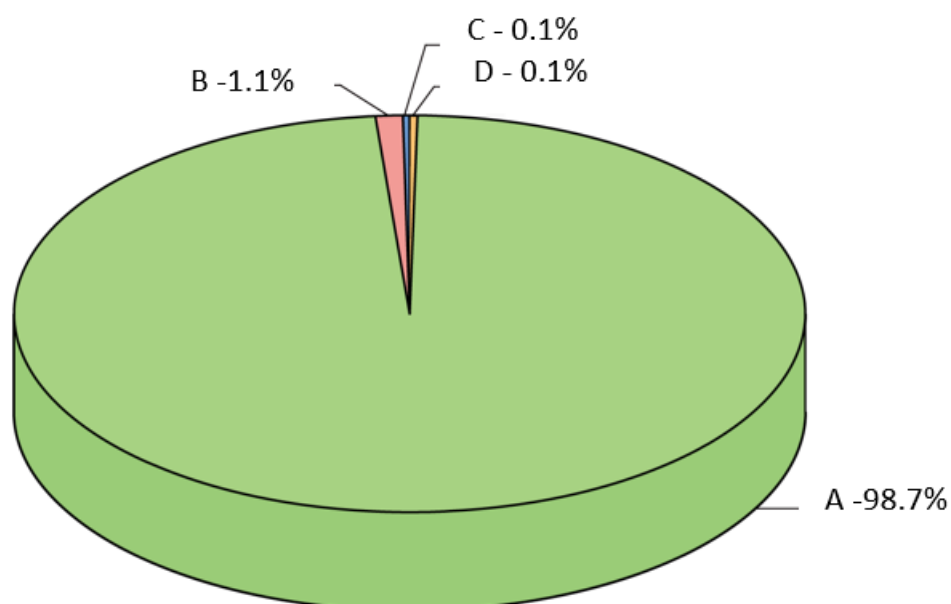


Fig. 9 Graded Supervision of Special Food Operators in Shanghai, 2023

#### 4. Manufacturers of Food-Related Products

The city implemented graded supervision for all 510 manufacturers of food-related products. 64.5% of these entities were classified as A-grade, subject to responsibility supervision, while 33.5% were B-grade, under routine supervision, and 2.0% were C-grade, requiring enhanced supervision (Table 15 and Figure 10).

Table 15 Classification and Supervision of Food-Related Product Manufacturing Entities in Shanghai, 2019-2023

Grades		A	B	C	Total
2023	No. of operators	329	171	10	510
	%	64.5	33.5	2.0	100
2022	No. of operators	254	259	8	521
	%	48.8	49.7	1.5	100
2021	No. of operators	246	251	15	512
	%	48.1	49.0	2.9	100
2020	No. of operators	256	253	28	537
	%	47.7	47.1	5.2	100
2019	No. of operators	240	244	36	520
	%	46.2	46.9	6.9	100

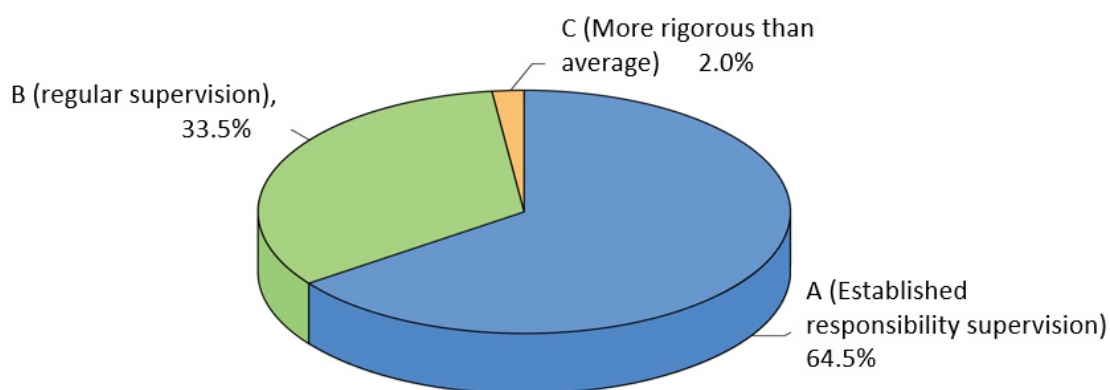


Fig. 10 Graded Supervision of Food-Related Product Manufacturers in Shanghai, 2023

## 5. Food Manufacturers at Ports of Entry

Graded supervision was implemented for the 496 eligible food manufacturers at ports of entry based on their annual comprehensive evaluation. 437 entities (88.1%) were classified as A-grade, including 4 in food production, 264 in catering service, and 169 in food sales. The remaining 59 entities (11.9%) were classified as B-grade, comprising 1 in food production, 19 in catering service, and 39 in food sales. No entities were classified as C-grade (Table 16 and Figure 11).

Table 16 Graded Supervision of Food Production and Management Entities at Shanghai's Ports of Entry, 2019-2023\*

Grades		Grade A	Level B	Class C	Total
2023	No. of operators	437	59	0	496
	%	88.1	11.9	0.0	100
2022	No. of operators	475	133	0	608
	%	78.1	21.9	0.0	100
2021	No. of operators	542	78	0	620
	%	87.4	12.6	0.0	100
2020	No. of	573	93	0	666



Grades		Grade A	Level B	Class C	Total
	operators				
	%	86.0	14.0	0.0	100
2019	No. of operators	431	71	0	502
	%	85.9	14.1	0.0	100

\*Note: Businesses that had ceased operations or were newly established in the current year were not included in the in the assessment.

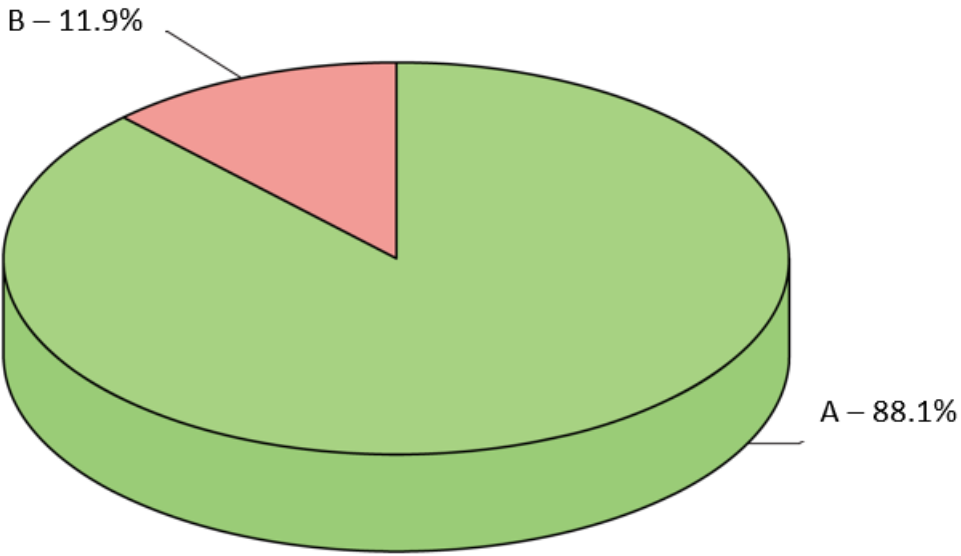


Fig. 11. Graded Supervision of Food Production and Management Entities at Shanghai's Ports of Entry, 2023

**(iv) Food Safety Supervisory Sampling Overview**

Supervisory sampling plays a crucial role in routine supervision, enabling the timely identification, control, and elimination of food safety hazards while providing evidence for stringent enforcement against food safety violations. In 2023, the city collected a total of 162,474 samples from various food types, with an overall pass rate of 98.4%. The agricultural and rural departments (responsible for supervising planting and breeding businesses) conducted 3,993 supervisory sampling tests with a pass rate of 98.5%; the SMAMR (overseeing production,

distribution, and catering services) carried out 125,950 supervisory sampling tests with a pass rate of 98.1%; and the customs department (handling imports and exports) performed 32,531 supervisory sampling tests with a pass rate of 99.8% (Figure 12). Rapid testing was conducted 1,325,369 times, with 3,816 instances of positive results from rapid screening.

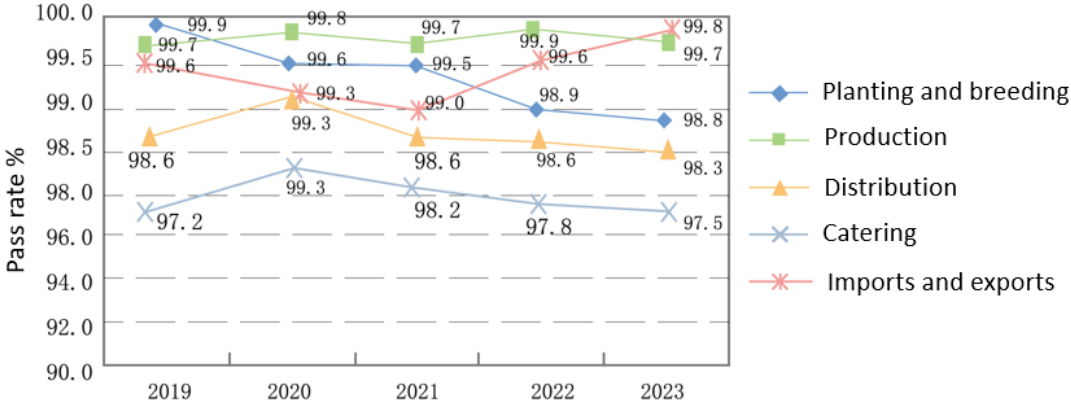


Fig. 12 Overall Pass Rate of Food Safety Supervision Sampling in Various Stages of Production in Shanghai, 2019-2023

Analysis of the food safety supervisory sampling results revealed that the main factors contributing to substandard food safety in the city included excessive residue of veterinary drugs, microbial contamination, excessive pesticide residues, other pollutants, heavy metal contamination, quality indicators not meeting requirements, excessive or unauthorized use of food additives, illegal addition of non-food substances, and fungal toxin contamination (Figure 13).

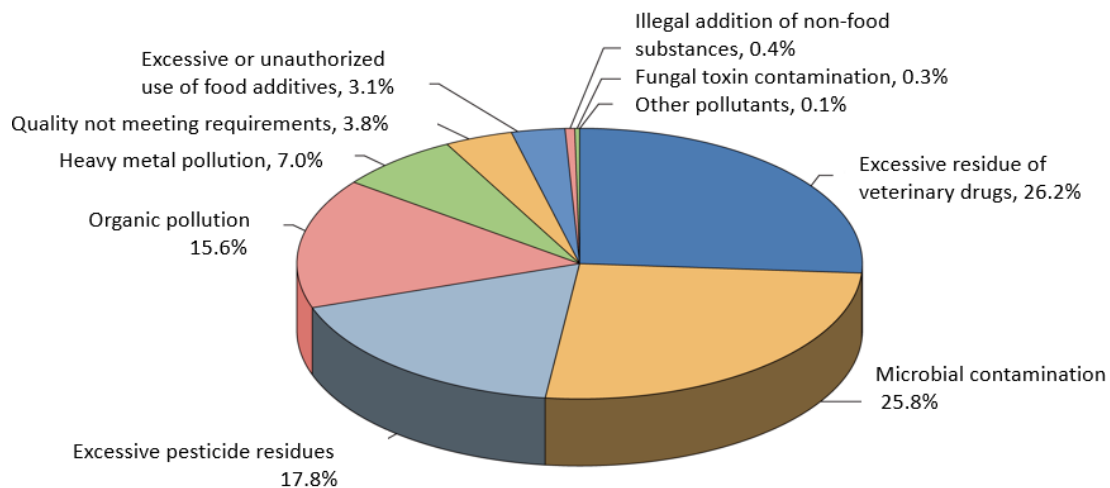


Fig. 13 Factors Contributing to Unsatisfactory Food Safety Supervision Sampling, 2023

The analysis of unqualified food situations in various stages of production, based on the food safety supervisory sampling results (special foods had no unqualified situations), yielded the following findings:

**1. Major Edible Agricultural Products:** While locally produced agricultural products in the city maintained a high level of quality and safety, some edible agricultural products sold in the market, mainly vegetables and aquatic products in the distribution link, were found to have banned or excessive use of veterinary drugs.

**2. Food Production and Processing:** The overall pass rate of food production in the city remained high, with unqualified items primarily concentrated in microbial contamination.

**3. Food Distribution:** Unqualified varieties and indicators mainly included residues of veterinary drugs in edible agricultural products sold in the market not meeting relevant standards; meat products, pastries, and aquatic products exceeding the scope or limit in the use of food additives; meat products, pastries, and biscuits not meeting the quality indicators of food safety standards; pastries, aquatic products, and biscuits

having unqualified microbial indicators; and meat products and pastries being contaminated with heavy metal lead.

**4. Catering Services:** Unqualified varieties and indicators primarily included unqualified coliforms and anionic synthetic detergents in tableware; excessive residues of veterinary drugs in edible agricultural products; unqualified microbial indicators in beverages and catering packages made by caterers; and excessive or unauthorized use of food additives in traditional snacks and aquatic products made by caterers.

**5. Food-related Products:** The main issues were safety indicators of individual types of products being unqualified, such as power connections and external soft wires of industrial and commercial electric food processing equipment, stability, and mechanical hazards; and some products having unqualified performance indicators, such as drop impact of plastic shopping bags directly in contact with food and load-bearing performance of disposable plastic tableware.

**6. Imported Foods:** Unqualified varieties and indicators chiefly included excessive or unauthorized use of food additives; unqualified microbial indicators in beverages, cereals, and other products; pollutants exceeding the standard in aquatic products, wines, mineral water, and other products; and other items related to safety, health, and hygiene being unqualified.

#### **(v) Handling Complaints and Reports**

The city's market supervision complaint and reporting system registered a total of 271,296 food-related complaints and reports in 2023, comprising 186,359 complaints received and 84,937 reports registered. Among these, 93,263 were recorded as "food safety issues" (74,936

complaints received and 18,327 reports registered). The system also addressed 205,349 inquiries regarding food-related matters (Figure 14).

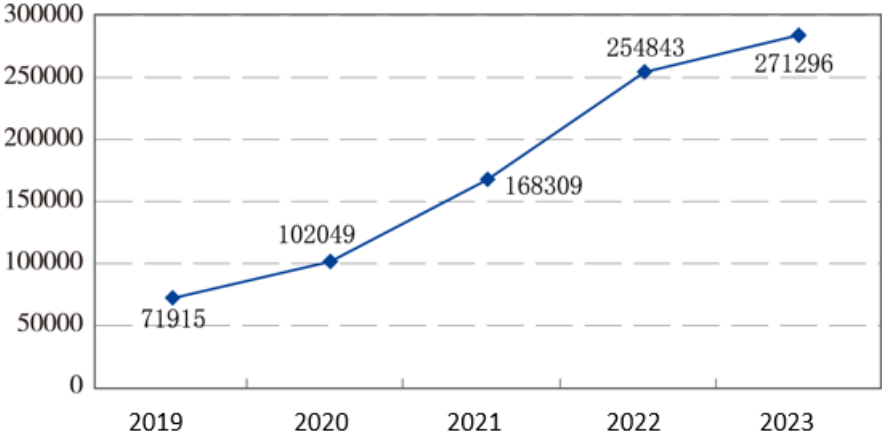


Fig. 14 Food Safety Complaints and Reports Received by Shanghai’s Market Regulators, 2019-2023

The top five categories of complaints and reports recorded as “food safety issues” were catering food, fruits, beverages, meat products, and poultry and livestock meat and by-products. Citizens primarily reported concerns about these food items purchased through live streaming, e-commerce platforms, supermarkets, and restaurants. The main issues cited were suspicions of deterioration, foreign objects, expiration, discomfort after consumption, non-standard labeling, and lack of business qualifications among merchants (Table 17).

Table 17 Top Five Categories of Food Safety Complaints and Reports in Shanghai, 2023

	Catering	Fruits	Beverages	Meat products	Poultry and livestock meat and foodstuffs	Total
No. of reports/complaints	20,591	5,922	5,379	4,384	4,074	40,350
%*	22.1	6.3	5.8	4.7	4.4	43.3

\*Note: The base number is the total number of food safety-related complaints and reports received by the Shanghai market supervision system in 2023, which was 93,263.

### (vi) Collective Food Poisoning Incidents

In 2023, the city did not report any incidents of collective food poisoning or other major food safety events (Figures 15 and 16).

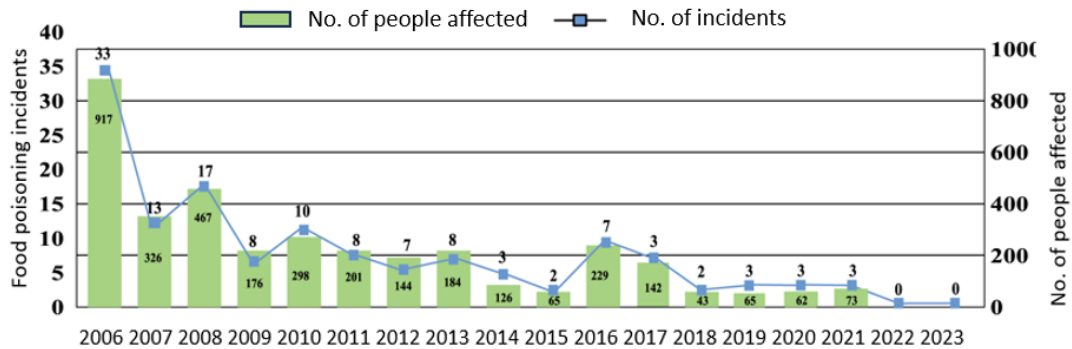


Fig. 15 Number of Incidents and Persons with Collective Food Poisoning in Shanghai, 2006-2023

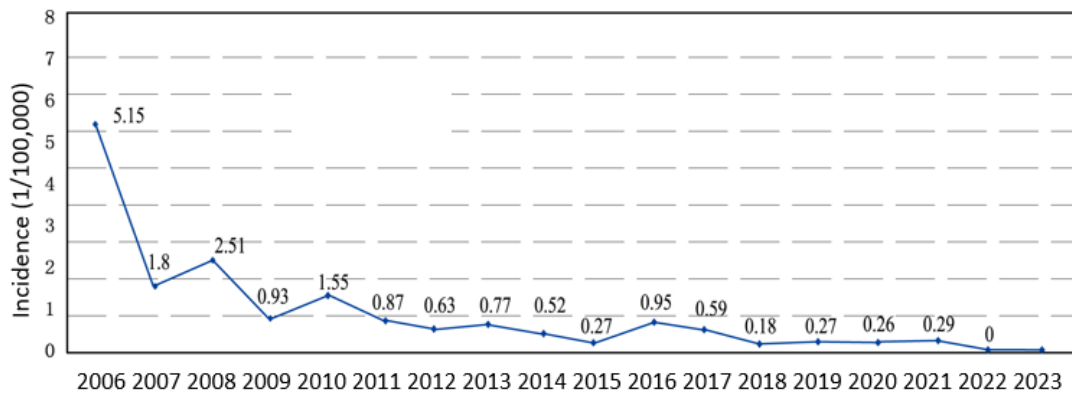


Fig. 16 Incidence of Collective Food Poisoning in Shanghai, 2006-2023

## III. Institutional Capacity-Building, Rectification, Supervision and Law Enforcement

### (i) Institutional Capacity-Building

In 2023, the city continued to implement the Food Safety Law of the People’s Republic of China and its regulations, as well as the Shanghai Food Safety Regulations, continuously improving the institutional framework and promoting comprehensive law-based administration. The

municipal government issued and successfully implemented the local regulations “*Shanghai Municipal Regulations on the Safety Management of Local Grain Reserves*” and organized relevant departments to formulate or revise 45 institutional documents (Table 18).

Table 18 Major Documents on Food Safety in Shanghai, 2023

No.	Name of the document	Issuer(s)
1	Measures for the Safety Management of Local Grain Reserves in Shanghai	Shanghai Municipal Government
2	Circular of the Shanghai Municipal People’s Government on the Prohibition of the Production and Operation of Food Varieties in the City	Shanghai Municipal Government
3	Circular of the Shanghai Municipal People’s Government on the Importation of Animals and Their Products from Designated Road Ports of the City	Shanghai Municipal Government
4	Measures for Evaluation and Assessment of Shanghai’s Food Safety Oversight Work	Shanghai Municipal Government
5	Measures for the Assessment of Shanghai’s Food Safety Responsibility System	Shanghai Municipal Government
6	Measures for Supervising the Implementation of Major Matters of Food Safety in Shanghai	Shanghai Municipal Food and Drug Safety Commission (SFDCS)
7	Measures for Interviews on Responsibility for Food Safety in Shanghai	SFDCS
8	Guiding Opinions of the SFDCS on Further Implementing the Opinions of the Food Safety Commission of the State Council on the Establishment of a Sound Working Mechanism for Layered, Graded, Targeted Prevention and Control of End-to-End Efforts to Promote the Implementation of the Responsibility for Territorial Management of Food Safety.	SFDCS
9	Shanghai Work Program for Building Citizen-Satisfied Food Safety Neighborhoods and Towns	SFDCS
10	Action Program for Promoting Food Safety Information Tracing Work in Shanghai (2023-2025)	SFDCS
11	Shanghai Food Safety Regulation System Based on “Notices for Inquiries and Rectification and Letter of Reminder”	SFDCS, SMAMR
12	Measures for the Management of the Dynamic List of Priority Regulated Food Products	SFDCS, Shanghai Municipal Agricultural and Rural Committee (SMARC), Shanghai Municipal Commission of Commerce, Shanghai Municipal Public Security Bureau, SMAMR

No.	Name of the document	Issuer(s)
13	Measures for the Administration of Shanghai Food Safety Liability Insurance	SMAMR, Shanghai Supervision Bureau of the State Administration of Financial Supervision
14	Notice on the Implementation of the Relevant Provisions of the Newly Revised Law of the People's Republic of China on the Quality and Safety of Agricultural Products	SMARC, SMAMR
15	Notice on the Implementation of the Regulations on the Supervision and Management of Businesses Responsible for Food Safety in School Canteens in the City	SMAMR, Shanghai Municipal Education Commission
16	Shanghai Measures for the Supervision and Management of Food Safety in Online Catering Services (for Trial Implementation)	SMAMR
17	Guidance on Further Strengthening Food Safety Protection at Major Events	SMAMR
18	Circular on the Formation of Food Safety Emergency Response Teams and Training of Professionals in the City	SMAMR
19	Administrative Measures for Supervision and Sampling and Examination of Food Safety Knowledge of Food Industry Personnel in Shanghai	SMAMR
20	Implementation Plan for the Pilot Work of Remote Off-site Supervision of Key Points of Infant Formula Milk Powder and Other Special Food Manufacturing Businesses in Shanghai	SMAMR
21	Guidance on Further Promoting the Application of Digital Scenarios for Comprehensive Food Safety Management in Food Operations	SMAMR
22	Work Plan for the Integration of Alcoholic Commodity Business into Food Business License Business Items in Shanghai	SMAMR
23	Guidelines for the Implementation of the Shared Responsibility Mechanism for Food Safety by Food manufacturers	SMAMR
24	Guidelines for the Implementation of Shared Responsibility Mechanism for Food Safety by Food Marketers in Shanghai	SMAMR
25	Guidelines for the Implementation of the Shared Responsibility for Food Safety by Catering Businesses in Shanghai	SMAMR
26	Guidelines for the Implementation of the Shared Responsibility Mechanism for Food Safety by Other Types of Food Producers and Operators of Shanghai	SMAMR
27	Guidelines for the First Supervision and Inspection of Shanghai's Chain Food Business License Facilitation (for Trial Implementation)	SMAMR



No.	Name of the document	Issuer(s)
28	Guidelines of the SMAMR on Early Warning Trigger Supervision in the Food Production Sector	SMAMR
29	Notice of the SMAMR on the Issuance of the “List of Food Safety Risks and Preventive and Control Measures for Shanghai Compounding Additive Manufacturing Businesses”.	SMAMR
30	Measures of the SMAMR on Promoting the Optimization and Upgrading of the Business Environment and Promoting High-Quality Development	SMAMR
31	Circular of the SMAMR on the Issuance of the “Review Program for the Production License of Pre-packaged Dishes in Shanghai	SMAMR
32	Notice of the SMAMR on the Issuance of the “Shanghai Municipal Production License Review Program for Infant and Toddler Powdered (Non-Cereal) Complementary Foods”.	SMAMR
33	Guidelines of the SMAMR on Food Operators of Different Sizes in Symbolic Operations.	SMAMR
34	Notice of the SMAMR on the Issuance of the “Guidelines for the Application of Food Production Licenses for Shanghai Food Businesses’ Research and Development Centers”.	SMAMR
35	Circular of the SMAMR on Further Strengthening the Quality and Safety Supervision of Edible Vegetable Oils in the City	SMAMR
36	Guidelines for Food Safety Sampling and Inspection Data Sampling by SMAMR	SMAMR
37	Administrative Measures for the Release of Information on Food Safety Supervision and Sampling Inspection by the SMAMR (Interim)	SMAMR
38	Three-Year Action Plan on Food Safety “You request, we inspect” Service (2023-2025)	SMAMR
39	Circular of the SMAMR on the Establishment of a Rapid Response Mechanism for Serious Risks Identified in Food Sampling Tests	SMAMR
40	Opinions of the SMAMR on Further Improving the Prevention of Food Waste in Catering Services	SMAMR
41	Measures for the Quarantine and Supervision of Animals and Animal Products Entering Shanghai	SMARC
42	Plan for Restricted Use of Pesticide in Designated Locations in Shanghai.	SMARC
43	Rules for the Implementation of the Provisions on Agricultural Administrative Penalty Procedures of Shanghai Municipality	SMARC

No.	Name of the document	Issuer(s)
44	Circular of the SMAMR, and Jiangsu, Zhejiang and Anhui Provincial Market Supervision Administrations on the Issuance of the “Guidelines for the Review of Manufacturing Licenses for Pre-packaged Dishes in the Yangtze River Delta Region”	SMAMR, and Jiangsu, Zhejiang and Anhui Provincial Market Supervision Administrations
45	Notice of the SMAMR, and Jiangsu, Zhejiang and Anhui Provincial Market Supervision Administrations on the Issuance of the Guidelines for the Construction of the Yangtze River Delta Training Center for the Supervision of Food Production Safety	SMAMR, and Jiangsu, Zhejiang and Anhui Provincial Market Supervision Administrations

## (ii) Special Rectification Actions

### 1. Overview of Special Rectification Actions

Under the auspice of relevant state departments, the city carried out 25 special rectification actions in 2023, focusing on prominent issues such as food safety risks and hazards inspections and rectifications (Table 19).

Table 19 Overview of Shanghai’s Special Food Safety Rectification Campaigns, 2023

No.	Title	Duration	Main measures and results	Implementor
1	Special Action on Food Safety “Red Line, Risk Investigation, and Safety Assurance”:	Jan 2022-Mar 2023	<ul style="list-style-type: none"> <li>As of March 31, 2023, a total of 293,000 food producers and operators were inspected under the special action on food safety, achieving a coverage rate of 100%.</li> <li>41,934 risk issues were identified and effectively addressed, preventing major food safety accidents.</li> <li>The overall orderly and controllable food safety was maintained, fulfilling the expected goal of ensuring food safety across the entire region for the year.</li> </ul>	SMAMR
2	Special Action for Investigation and Rectification of Food Safety Risks:	Jun 2023 - Mar 2024	<ul style="list-style-type: none"> <li>Six coordination meetings were convened by the SMAMR for this special action.</li> <li>By December, a total of 344,353 food producers and operators were inspected, with 19,007 risk issues identified and addressed, achieving a 100% resolution rate.</li> </ul>	SMAMR

No.	Title	Duration	Main measures and results	Implementor
3	Special Monitoring and Rectification Work for Locally Produced Pigs and Sheep Contaminated with “Lean Meat Powder” and Its Substitutes	Jan-Nov 2023	<ul style="list-style-type: none"> <li>• A notice was issued by the SMARC on implementing the monitoring plan for “lean meat powder” and its substitutes in locally produced pigs and sheep before slaughter in 2023.</li> <li>• Monitoring work, including surprise inspections of pig and sheep farms and sampling inspections of various substances, was conducted.</li> <li>• Negative findings were reported for clenbuterol hydrochloride, ractopamine, salbutamol, and other substances.</li> </ul>	SMARC
4	Special Action for Crackdown on Counterfeit Agricultural Inputs	Jan-Nov 2023	<ul style="list-style-type: none"> <li>• A notice was issued on the implementation of key tasks for cracking down on counterfeit agricultural inputs and regulating their supervision in 2023.</li> <li>• From January to November, a total of 2,952 inspections were conducted, involving 10,671 law enforcement personnel.</li> <li>• Additionally, 4,461 agricultural input stores were inspected, with 14,939 agricultural products examined, resulting in 92 administrative penalty cases and 2 cases referred to the public security organs.</li> </ul>	SMARC
5	Special Inspections on Food Safety for School Opening	Feb - May & Aug – Nov 2023	<ul style="list-style-type: none"> <li>• During the spring and autumn school opening periods, 11,562 food operators, including school cafeterias, off-campus meal providers, and distribution centers, were inspected by the SMAMR.</li> <li>• 350 notices for corrective action were issued, and training was provided for over 33,000 personnel.</li> </ul>	SMAMR
6	Special Inspection on Production and Use of Food Additives	Mar 2023	<ul style="list-style-type: none"> <li>• A special inspection was conducted on the city’s 117 food additive producers (including 43 compound food additive manufacturers) and 939 food manufacturers using food additives.</li> <li>• Over 2,200 inspectors were mobilized, and no instances of exceeding the scope or</li> </ul>	SMAMR

No.	Title	Duration	Main measures and results	Implementor
			<p>limits of food additive use or adding non-food substances were found.</p> <ul style="list-style-type: none"> <li>• Among the 65 businesses with identified issues (totaling 95 incidents), warnings were issued to 3 businesses as administrative penalties, all of which have since rectified the issues.</li> <li>• During this special inspection, 78 batches were randomly sampled for supervision, all of which met the quality standards.</li> </ul>	
7	Three-Year Action Plan for Quality and Safety Improvement of Meat Products	Mar-Sept 2023	<ul style="list-style-type: none"> <li>• A special inspection was organized for the city's 178 in-production meat product businesses to improve quality and safety.</li> <li>• Over 800 law enforcement officers participated, supervising 319 meat product businesses and identifying 114 issues, all of which were rectified.</li> <li>• A total of 234 batches (including 5 batches from small workshops) were sampled for inspection, achieving a 97% pass rate.</li> <li>• Thirty-four cases were filed, resulting in a fine of 794,000 yuan, and one case was referred to the public security authorities.</li> </ul>	SMAMR
8	"Health and Safety 2023" Special Action for Cross-Border E-commerce Purchases of Bonded Imported Food	Apr – Sept 2023	<ul style="list-style-type: none"> <li>• Shanghai Customs, in conjunction with customs authorities in the Yangtze River Delta region, issued the implementation plan for the joint special action "Health and Safety 2023" for cross-border e-commerce purchases of bonded imported food.</li> <li>• During this period, 901 kilograms of NMN health products originating from the United States that did not comply with relevant U.S. regulations were removed from shelves or returned, and 53.7 kilograms of imported food past its shelf life were destroyed.</li> <li>• Customs investigated and filed two criminal cases involving smuggling of bonded imported food purchased through cross-border e-commerce, with a total value of 5.96 million yuan, and investigated two cases involving bonded imported food and cosmetics, with a total value of 3.128 million yuan.</li> </ul>	Shanghai Customs

No.	Title	Duration	Main measures and results	Implementor
9	Special Rectification Work for White Sugar	May	<ul style="list-style-type: none"> <li>· A special rectification was conducted for food manufacturers using white sugar as raw material.</li> <li>· A total of 890 businesses using white sugar were inspected, with 2,047 law enforcement officers mobilized.</li> <li>· Among them, 134 food manufacturers used imported white sugar, 2 ceased production, and 9 used domestically produced white sugar.</li> <li>· No instances of using untraceable white sugar were found during the special inspection.</li> </ul>	SMAMR
10	Special Risk Investigation for Fatigue-relief Functional Health Foods	May-Sept 2023	<ul style="list-style-type: none"> <li>· A special risk investigation was carried out for 10 producers involved in fatigue-relief functional health foods and 9,478 related operators.</li> <li>· Over 14,717 law enforcement officers were mobilized, inspecting 24 producers and 9,942 operators, identifying a total of 354 risks and addressing all of them.</li> <li>· Among these, 155 cases were filed, primarily involving 137 cases of mixing special foods with ordinary foods, 6 cases of false advertising, and 7 cases of failure to establish a record system for procurement inspection, among others.</li> </ul>	SMAMR
11	Enforcement Action in the Health Food Sector in Accordance with the Requirements of Themed Education, Rectification and Improvement, and Crackdown on	Jun-Aug 2023	<ul style="list-style-type: none"> <li>· A crackdown was focused on illegal production and operation, illegal advertising, false publicity, and illegal addition of non-food substances in health foods.</li> <li>· Throughout the enforcement period, a total of 8,698 law enforcement officers were deployed, inspecting 5,017 health food producers and operators.</li> <li>· One hundred and fourteen cases were filed based on clues obtained through inspections or reports, primarily involving false advertising of health functions.</li> <li>· Additionally, 578 communication activities</li> </ul>	SMAMR

No.	Title	Duration	Main measures and results	Implementor
	Violations against Vulnerable Groups such as the Elderly and Children		were organized, serving 31,645 people, distributing 29,795 promotional materials, and playing 1,021 communication videos.	
12	Special Network Monitoring of Special Foods	Jul 2023	<ul style="list-style-type: none"> <li>• A special network monitoring was conducted on e-commerce operators engaged in the sale of special foods, resulting in the identification of 100 suspected illegal cases.</li> <li>• Among these, 57 were related to special foods and 43 to ordinary foods, mainly involving false advertising of health benefits, illegal advertising, and illegal claims of health functions for non-health foods.</li> <li>• Following investigations by the local Administration for Market Regulation, 24 cases were filed, 8 were ordered to rectify, and 13 were handled through other means.</li> <li>• Additionally, 55 case clues were transferred to other provinces.</li> </ul>	SMAMR
13	Special Inspection and Control of Quality and Safety Risks in Rice	Jul-Aug 2023	<ul style="list-style-type: none"> <li>• A special inspection and control of quality and safety risks in rice was organized for the city's 70 in-production rice producers.</li> <li>• A total of 61 inspections were conducted on rice producers and 2,124 on rice operators.</li> <li>• No instances of using flavoring agents, adulteration, or mislabeling lower-grade rice as higher-grade rice were found.</li> <li>• Thirteen issues were identified, with 7 producers having completed rectification, achieving a 100% rectification rate.</li> <li>• Six cases were filed, resulting in a total fine of 826,000 yuan.</li> </ul>	SMAMR
14	Further Purification of	Jul-Dec 2023	<ul style="list-style-type: none"> <li>• Efforts were focused on cracking down on the production and sale of toxic and harmful foods</li> </ul>	SMAMR, Municipal Public

No.	Title	Duration	Main measures and results	Implementor
	Market Order and Severe Crackdown on Illegal and Criminal Acts in the Health Food Sector		<ul style="list-style-type: none"> <li>and false advertising.</li> <li>• Multiple cases involving the illegal addition of sibutramine to food and false claims of health functions were jointly supervised and handled.</li> <li>• Publicity and legal education on health food were conducted through various channels such as “Market Supervision Science,” “Police Tips,” and “Prosecutor’s Statement” in communities.</li> </ul>	Security Bureau, Municipal Procuratorate
15	Special Inspection and Rectification of Food Safety in School Cafeteria Contractors	Jul-Dec 2023	<ul style="list-style-type: none"> <li>• A notice was issued to conduct a special inspection and rectification of food safety in school cafeteria contractors.</li> <li>• Supervision and inspection covered off-campus caterers, school (including childcare institutions) cafeterias, food operators around campuses, and school cafeteria contractors.</li> <li>• The coverage rate of “Internet + Transparent Kitchens” for off-campus caterers reached 100%, and the establishment of Hazard Analysis and Critical Control Points (HACCP) or ISO22000 food safety management systems reached 100%.</li> <li>• A database of school cafeteria contractors involving 247 businesses was established, and dynamic management was implemented.</li> <li>• Rectification and risk mitigation were carried out for 545 issues identified in 7,798 inspections of school cafeterias and their contractors, with 16 businesses withdrawing or changing contracts.</li> </ul>	SMAMR
16	Strengthening Special Inspection of Quality and Safety Supervision of Edible Vegetable Oil	Aug-Nov 2023	<ul style="list-style-type: none"> <li>• A total of 16 businesses in the city obtained production licenses for edible vegetable oil (two of which are inactive).</li> <li>• Sixty-four inspectors were mobilized to conduct supervision inspections on 14 in-production edible vegetable oil producers, with a total of 32 inspections conducted.</li> </ul>	SMAMR

No.	Title	Duration	Main measures and results	Implementor
	in the City		<ul style="list-style-type: none"> <li>Four issues were identified, all of which were rectified, and no serious violations or crimes were found.</li> </ul>	
17	Inspection and Rectification of Food Safety Risks in Rural Food Business Links	Aug-Nov 2023	<ul style="list-style-type: none"> <li>Supervision and inspection were conducted on 51,958 rural food operators.</li> <li>The rectification of 271 issues and risks was prompted, with 165 households ordered to correct their practices.</li> <li>Additionally, 447 demonstration stores for rural food business were established.</li> </ul>	SMAMR
18	Special Governance of Food Safety Issues in Catering Establishments	Aug-Dec 2023	<ul style="list-style-type: none"> <li>A total of 16,594 caterers and their canteen contractors were urged to conduct self-inspections and self-corrections.</li> <li>During inspections, 1,444 issues were identified, 1,503 issues were rectified, and 171 cases were filed for investigation.</li> </ul>	SMAMR
19	Three-Year Special Action Plan for Quality and Safety Improvement of Dairy Products	Full year 2023	<p>The city had 15 dairy product manufacturing businesses (1 of which was inactive).</p> <ul style="list-style-type: none"> <li>These businesses achieved a 100% self-inspection rate and a 100% rate of identifying and rectifying issues during supervision inspections over three consecutive years.</li> <li>The city's independent research and development capabilities and brand-building capabilities for dairy product manufacturing businesses have effectively improved.</li> </ul>	SMAMR
20	Special Inspection and Evaluation of Risk Identification and System Management in Special Food manufacturers	Sept-Nov 2023	<ul style="list-style-type: none"> <li>Four infant formula milk powder producers and 36 health food manufacturers were subjected to on-site inspections.</li> <li>The inspection covered 15 aspects and over 120 check items, mainly focusing on production environment conditions, production process control, and product testing.</li> <li>The relevant businesses were urged to fully implement rectification measures.</li> </ul>	SMAMR



No.	Title	Duration	Main measures and results	Implementor
21	Joint Special Inspection Action on the Quality and Safety of Edible Animal Products during Major Holidays and the Import Expo	Major holidays, during the Fair	<ul style="list-style-type: none"> <li>• Notices were issued regarding joint special inspection actions at highway checkpoints within the city before the May Day holiday and during the “National Day” and “Import Expo” periods in 2023.</li> <li>• The actions aimed to strengthen the management of animal and animal product transportation.</li> <li>• Joint inspections were conducted at 8 designated checkpoints throughout the city, with a total of 196 law enforcement officers, 64 law enforcement vehicles involved, and 750 vehicles inspected.</li> <li>• The inspections resulted in the inspection of 15,330 poultry, 347 experimental animals, and 3,436.6 tons of animal products.</li> <li>• Seven cases of illegal activities were investigated.</li> </ul>	SMARC
22	“Guarding the National Gate” Action for Imported Food	Full year 2023	<ul style="list-style-type: none"> <li>• The 2023 annual plan for supervision and sampling of imported and exported food safety and risk monitoring was implemented to crack down on food smuggling.</li> <li>• In 2023, Shanghai Customs seized 416 batches of imported food that did not meet the standards, all of which were returned or destroyed as required.</li> <li>• They also handled 118 cases of food smuggling, including 61 criminal cases with a total value of 1.28 billion yuan and 57 administrative cases with a total value of 36.813 million yuan.</li> </ul>	Shanghai Customs
23	“Kunlun 2023” Special Action	Full year 2023	<ul style="list-style-type: none"> <li>• The “Kunlun 2023” special action plan, focusing on combating crimes that endanger food safety (“Kunlun 2023” Action 1), was formulated and issued.</li> <li>• The key tasks of the “Kunlun 2023” summer action include addressing issues related to “two excesses and one fake” products,</li> </ul>	Municipal Public Security Bureau

No.	Title	Duration	Main measures and results	Implementor
			<p>campus food safety, and counterfeit seasoning products.</p> <ul style="list-style-type: none"> <li>The city's public security organs deployed more than 10 batches of concentrated inspections and rectification campaigns in key areas, addressing more than 20 key areas.</li> <li>The achievements of the city's public security organs in solving criminal cases related to the food sector were commended by the Ministry of Public Security four times, and their experiences were shared three times.</li> </ul>	
24	Special Action to Stop Food Waste	Full year 202	<ul style="list-style-type: none"> <li>Strict implementation of the <i>Law of the People's Republic of China on the Prevention of Food Waste</i> was carried out, combining law enforcement with publicity and guidance, focusing on prominent issues of food wastage in catering, clarifying responsibilities, and improving standards and norms.</li> <li>A special action was organized across the city.</li> <li>The SMAMR trained 123,739 catering practitioners and distributed training materials to 124,253 individuals.</li> <li>Supervision and inspection of 110,809 catering service providers were conducted, 551 cases of food wastage were handled, and 143 typical cases were publicized, effectively curbing food wastage behaviors.</li> </ul>	SMAMR
25	Three-Year Action Plan for the Regulation of Edible Agricultural Products	Jun 2021-Jun 2024	<ul style="list-style-type: none"> <li>Focusing on 11 key varieties such as cowpea, leek, celery, eggs, and black chicken, strict control measures were implemented to address the issue of excessive residues of conventional pesticides in agricultural products.</li> <li>Agricultural and rural departments at all levels in the city conducted quantitative</li> </ul>	SMARC

No.	Title	Duration	Main measures and results	Implementor
			<p>testing on locally produced agricultural products 32,000 times and rapid testing 1.043 million times, identifying 146 batches of non-compliant samples.</p> <ul style="list-style-type: none"> <li>• During the action, a total of 1,809 pesticide producers and operators were inspected, and 51 cases of illegal activities related to pesticides were dealt with.</li> <li>• Additionally, 3,960 planting and breeding facilities of edible agricultural products such as leeks and freshwater fish were inspected, with 55 businesses being penalized.</li> <li>• A total of 4,008 batches of agricultural products were randomly inspected, resulting in the discovery of 46 batches of non-compliant products.</li> <li>• Seventy-three administrative penalty cases were initiated, and five cases were transferred to judicial authorities.</li> </ul>	

### (iii) Investigation and Handling of Food Safety Violations and Crimes

In 2023, the city's food safety regulators conducted a total of 540,022 routine inspections, supervision checks, and special law enforcement inspections, discovering issues in 79,961 businesses and requiring rectification or imposing penalties. They also investigated and handled 32,948 cases of food safety violations, with a total fine amounting to 105.861 million yuan (Table 20).

Table 20 Investigation and Handling of Food Safety Violations in Shanghai, 2019-2023

Categories		Agricultural and rural affairs	Market supervision*	Shanghai Customs*	Urban law enforcement*	Public Security	Total
2023	Cases investigated (cases)	69	15,058	133	17,471	217	32,948
	Fines (forfeitures) (in 1'000 RMB)	310	100,241	1,452	3,858	--	105,861

Categories		Agricultural and rural affairs	Market supervision*	Shanghai Customs*	Urban law enforcement*	Public Security	Total
2022	Cases investigated (cases)	91	11,485	36	18,035	138	29,785
	Fines (forfeitures) (in 1'000 RMB)	21.8	12717.6	37.0	254.4	-	13030.8
2021	Cases investigated (cases)	103	10,903	40	17,798	145	28,989
	Fines (forfeitures) (in 1'000 RMB)	293	116,410	6.9	3,560	-	120,332
2020	Cases investigated (cases)	43	6,782	1	13,834	118	20,778
	Fines (forfeitures) (in 1'000 RMB)	8.1	85,356	0.5	2,615	-	88,057
2019	Cases investigated (cases)	5	7,972	6	17,426	194	25,603
	Fines (forfeitures) (in 1'000 RMB)	2.8	134,139	0.0	3,760	-	137,928

\*Note: From 2021 to 2023, the number of cases handled by Shanghai Customs includes criminal cases of food smuggling. The data for cases handled by the Urban Management Enforcement Department from 2019 to 2023 includes administrative penalty cases for illegal sidewalk food stalls, illegal sales of live poultry on the sidewalk, illegal disposal of kitchen waste, and administrative penalty cases related to kitchen waste oil.

The public security departments in the city solved 217 criminal cases endangering food safety and arrested 732 criminal suspects in 2023. The procuratorate brought charges against 299 individuals, and the court sentenced 208 individuals related to food safety crimes in the first instance. Three main characteristics of food safety crime cases in 2023 emerged:

- The production and sale of counterfeit, shoddy, and toxic food remained a problem, such as the production and sale of counterfeit branded seasonings and alcoholic beverages, as well as the sale of food falsely claiming health benefits due to the illegal addition of prohibited substances.

- The trend of cross-provincial and cross-city crimes became increasingly evident. With the rapid development of industries such as the internet, communication, and logistics, food safety crimes became more concealed. Criminal groups, in order to evade crackdowns, gradually separated production, storage, and sales links, with production and warehousing often taking place in other provinces and cities, while this city mainly served as the destination for the influx and consumption of counterfeit food.
- The criminal pattern of online sales became more prominent. Criminal groups increasingly used online platforms and logistics channels to sell problematic food products, resulting in more cases compared to traditional physical store sales models. Online sales had no venue costs, faster sales speeds, broader impact ranges, and increased difficulty in daily supervision and crackdowns.

#### **(iv) Coordination of Food Safety Governance**

In 2023, departments such as the Office of the Shanghai Food and Drug Safety Commission (SFDSC), the Shanghai Municipal Procuratorate, the SMAMR, the SMARC, and the Municipal Public Security Bureau embraced “strictness” by implementing most rigorous standards, strictest oversight, harshest penalties, and strictest accountability measures for food safety. They strengthening the coordinated governance of the entire chain and multiple dimensions in the field of food safety, as follows:

- Joint crackdowns were carried out. The SMAMR, the Municipal Public Security Bureau, and the Municipal Procuratorate organized joint special operations to crack down on illegal crimes in the health food sector. The public security organs, in collaboration with SMAMR,

conducted concentrated rectification of 171 catering businesses in the city, seizing more than 390 kilograms of counterfeit beef and mutton products on-site, and receiving commendations from the department.

- Joint supervision and investigation were implemented. The Office of the SFDC, together with the Municipal Public Security Bureau, the Municipal Procuratorate, and the SMAMR, focused on cases of toxic and harmful food production and sale, and cases of substandard food that were strongly reflected by the public and had strong social harm, supervising and investigating 15 cases in two batches. They apprehended 280 criminal suspects involved in cases amounting to over 110 million yuan.
- Efforts were made to deepen the connection between administrative punishment and administrative detention, ensuring punishment was enforced. The SMAMR, SMARC, the Municipal Public Security Bureau, and the Municipal Procuratorate strengthened daily communication, emphasizing the comprehensive crackdown across the entire chain. In 2023, these departments transferred 163 cases to the public security organs, the public security organs transferred 87 cases to the SMAMR, and the procuratorate transferred 3 cases to the SMAMR.
- The mechanism for connecting administrative penalties with administrative detention was continuously promoted, ensuring that punishments were effectively carried out. According to regulations such as the *Guidelines for Synergy between Administrative Law Enforcement by Shanghai Food Safety Supervision Departments and*

*Administrative Detention Punishments by Public Security Authorities, four cases of administrative detention under the Food Safety Law of the People’s Republic of China were handled throughout the year.*

#### **IV. Food Safety Risk Monitoring, Assessment, and Communication**

##### **(i) Monitoring of Food Contaminants and Hazards**

###### **1. General Overview**

In 2023, the Shanghai Municipal Health Commission, in collaboration with the Municipal Commerce Commission, the Municipal Commission of Economy and Informatization, the Municipal Education Commission, the SMARC, the SMAMR, the Shanghai Food and Strategic Reserves Administration, and the Shanghai Customs, conducted monitoring of food contaminants and hazards. The monitoring covered all aspects of the food chain, including the planting, breeding, and acquisition of edible agricultural products, livestock and poultry slaughter, food production and processing, distribution and sales, and catering services. The monitoring points encompassed all streets and towns in the city. A total of 32,284 samples and 832,652 monitoring items were completed (Table 21).

Table 21 Monitoring of Food Contaminants and Hazards in Shanghai, 2023

	<b>Shanghai Municipal Health Commission</b>	<b>SMAMR</b>	<b>SMARC</b>	<b>Shanghai Food and Strategic Reserves Administrati on</b>	<b>Total</b>
No. of samples collected	24,299	2052	5,813	120	32,284
No. of monitored items	361,426	11,868	456,798	2,560	832,652

## 2. Analysis of Monitoring Results and Main Issues Identified

In 2023, the overall compliance rate of food contaminants and hazards monitored in the city was 99.8%. The compliance rates of monitoring items, from highest to lowest, were as follows: non-food substances, residues of agricultural and veterinary drugs, food additives, microorganisms, hormones and antibiotics, and heavy metals (Table 22).

Table 22 Monitoring of Contaminants and Hazards in Food in Shanghai, 2023

Risk category	No. of monitored items	No. of items in compliance	Compliance rate (%)
Residues of agricultural and veterinary drugs	576,342	576,086	99.9%
Microorganisms	34,893	34,803	99.7%
Non-food substance	3,013	3,013	100.0%
Hormones, antibiotics, plant growth regulators	75,876	75,655	99.7%
Heavy metal	61,745	61,592	99.7%
Food additives	18,591	18,338	98.6%
Other hazards	62,192	62,119	99.8%
Total	832,652	831,606	99.8%

The monitoring results of food contaminants and hazards indicated that the compliance rates of staple daily consumer goods, such as grains, oils, fruits, vegetables, and dairy products, were at a relatively high level. Mycotoxins were not detected in wheat and its products. The overall food safety situation in the city continued to be stable and improving. The main issues identified through monitoring of food contaminants and hazards include:



- Residues of enrofloxacin, ciprofloxacin, fluoroquinolone, metronidazole, streptomycin, and aspirin in fresh eggs.
- Residues of eugenol, enrofloxacin, and ciprofloxacin in freshwater fish and freshwater crustaceans.
- Cadmium in marine crustaceans and mollusks, inorganic arsenic in roasted fish, lead in mud snails, methylmercury in cod, and total chromium in jellyfish.
- Residues of thiacloprid, thiabendazole, pyrimethanil, and triazophos in fresh vegetables and fruits.
- Residues of enrofloxacin, ciprofloxacin, and metronidazole in pigeon meat, and enrofloxacin, ciprofloxacin, florfenicol, and nicarbazin in chicken meat.
- Chloramphenicol and ofloxacin in livestock and poultry offal.
- *Listeria monocytogenes* in pre-packaged refrigerated cooked meat products.

## **(ii) Food Safety Evaluation Sampling**

### **1. General Overview**

In 2023, the SMAMR organized the evaluation sampling of various types of food in the city, setting up 1,200 fixed monitoring sampling points and several temporary sampling points across all 16 districts of the city (Figure 17). A total of 13,761 items of 31 major food categories were sampled, including edible agricultural products, edible oils, fats and their products, and grain processing products. (Figure 18), involving more than 150,000 indicators. Through the evaluation sampling, an objective reflection of the safety status and trends of various types of food in the city was provided, enabling the timely detection of food safety problems and

hazards, and offering essential support for scientifically regulating food safety.

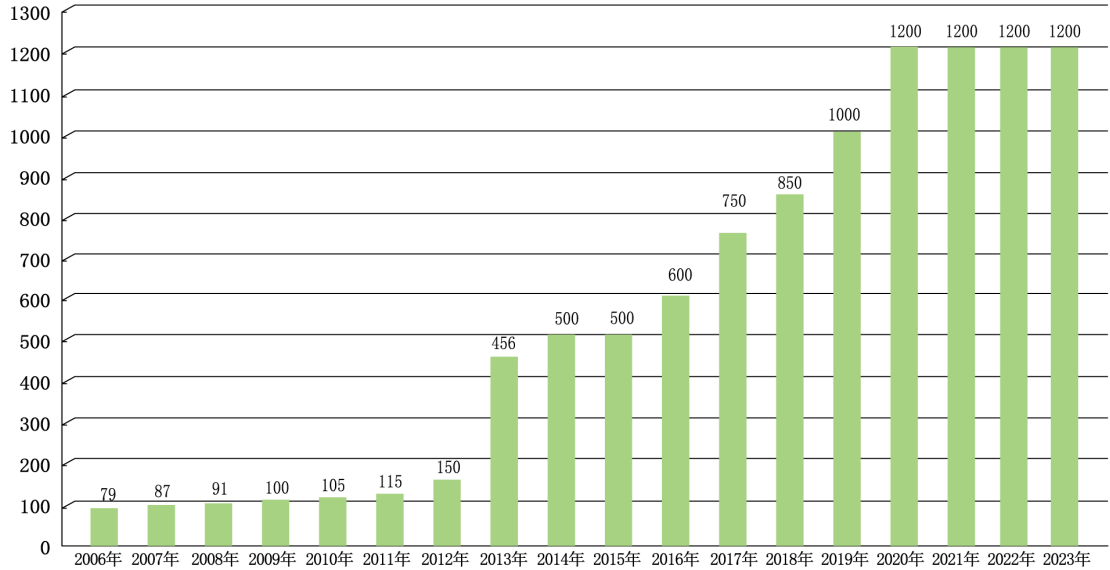


Fig. 17 Number of Fixed Monitoring Sampling Points for Various Types of Food in Shanghai,

2006-2023

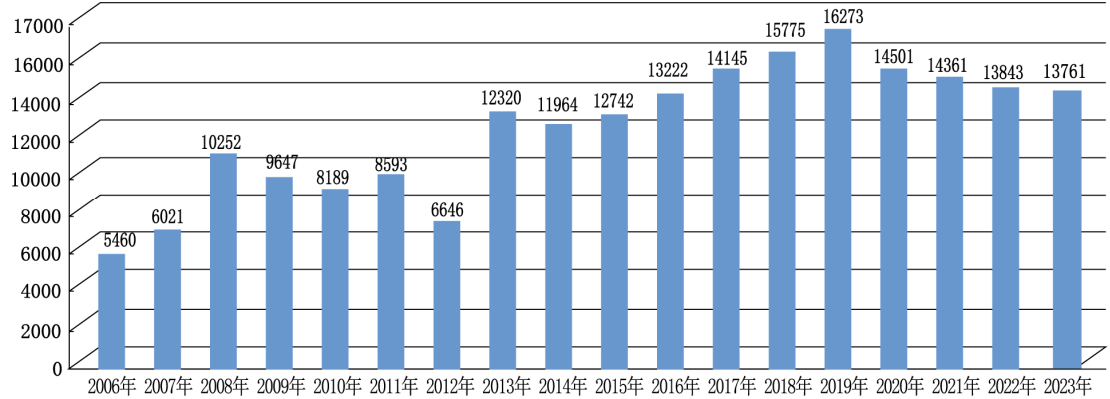


Fig. 18 Number of Samples Collected for Evaluation of Various Types of Food in Shanghai,

2006-2023

**2. Analysis of Evaluation Sampling Results and Main Issues Identified**

In 2023, the overall pass rate of the evaluation sampling of various types of food in the city was 99.2%, maintaining a high level of over 99% for four consecutive years. The pass rate of 25 major food categories

reached 100%, including grain processing products, seasonings, beverages, convenience foods, biscuits, canned foods, frozen drinks, frozen foods, potato and puffed foods, confectionery products, tea and related products, alcoholic beverages, vegetable products, fruit products, roasted nuts and nut products, egg products, cocoa and baked coffee products, sugar, aquatic products, starch and starch products, pastries, bee products, special dietary foods, infant formula foods, and catering foods. Six major food categories had instances of non-compliance, mainly including edible agricultural products, meat products, health foods, dairy products, etc., with the main non-compliant varieties being aquatic products, vegetables, livestock and poultry meat and by-products, and cooked meat products (Table 23).

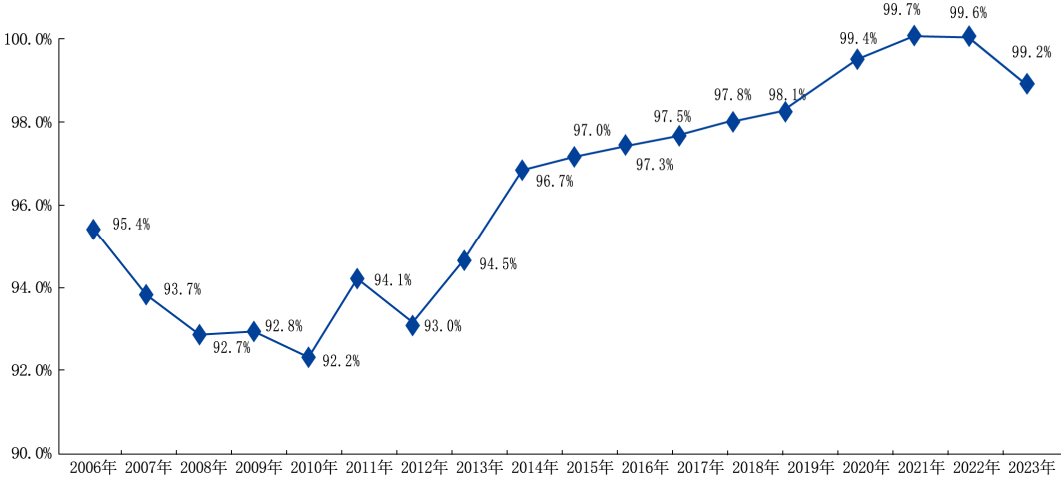


Fig. 19 Overall Pass Rate of Food Safety Evaluation Sampling in Shanghai, 2006-2023

Table 23 Overview of Food Safety Evaluation Sampling of Various Types of Food in Shanghai

serial number	Food category	No.of cases monitored	No. of items	Pass rate (%)	Year-on-year (%)
1	processed food	1,585	14,790	100.0	0.3
2	Edible oils, fats and oil products	1,785	17,306	99.9	-0.1
3	Condiments	205	1,418	100.0	0.0

serial number	Food category	No.of cases monitored	No. of items	Pass rate (%)	Year-on-year (%)
4	Meat products	664	9,763	99.3	-0.4
5	Dairy products	1,112	11,941	99.8	-0.2
6	Drinks	105	1,034	100.0	0.0
7	Convenience food	105	607	100.0	0.0
8	Cookies	40	599	100.0	0.0
9	Canned food	30	209	100.0	0.0
10	Frozen drinks	30	326	100.0	0.0
11	Frozen food	123	458	100.0	0.0
12	Potato and puffed food	30	246	100.0	0.8
13	Confectionery products	110	664	100.0	0.0
14	Tea and related products	20	420	100.0	0.0
15	Wines and spirits	54	245	100.0	0.0
16	Vegetable products	45	290	100.0	0.0
17	Fruit products	40	398	100.0	0.0
18	Fried food and nut products	45	392	100.0	0.0
19	Egg products	20	104	100.0	0.0
20	Cocoa and roasted coffee products	10	20	100.0	0.0
21	Sugar	50	90	100.0	0.0
22	Aquatic products	39	198	100.0	1.1
23	Starch and starch products	30	153	100.0	1.5
24	Pastries	80	1,404	100.0	0.3
25	Soybean products	1,058	9,361	99.9	-0.1
26	Bee products	5	55	100.0	4.6
27	Special dietary foods	30	432	100.0	0.0
28	Health food	23	229	95.7	-4.3
29	Infant formula	15	802	100.0	0.0
30	Food and Beverages	105	273	100.0	0.8
31	Edible agricultural products	6,168	85,221	98.5	-0.7
(grand) total		13,761	159,448	99.2	-0.4

The main problems identified through the evaluation sampling include:

- Residues of veterinary drugs, such as enrofloxacin, exceeding the standard in freshwater and marine fish and shrimp; chlorpromazine exceeding the standard in pork; and enrofloxacin and metronidazole exceeding the standard in chicken.
- Pesticide residues exceeding the standard in vegetables such as cowpeas and ordinary cabbage, and pesticide residues exceeding the standard in fruits such as oranges.
- Food additives, such as dehydroacetic acid and its sodium salt, detected in bean products, and food additives, such as sorbic acid and its potassium salt, detected in meat products.
- Unqualified yeast and mold detected in dairy products, and unqualified peroxide value detected in edible vegetable oil.
- Excessive heavy metals, such as cadmium, lead, and total arsenic, detected in freshwater crabs, meat products, and health foods, respectively.

### **(iii) Foodborne Disease Monitoring**

The Shanghai Municipal Health Commission and the Municipal Disease Prevention and Control Department continuously improved the city's foodborne disease monitoring system. In 2023, the reporting of foodborne diseases was extended to cover all 399 medical institutions in the city that diagnose and treat foodborne diseases (including privately-owned medical institutions), collecting a total of 11,464 cases of foodborne disease (Figure 20 and Table 24). Monitoring of diarrhea-related drugs in pharmacies was conducted, and a

comprehensive monitoring system integrating outbreak monitoring, case monitoring, and traceback investigation was established. In 2023, pathogenic microorganism monitoring for foodborne diseases was conducted in 29 sentinel hospitals, collecting 5,849 biological samples. The top five viruses or pathogenic bacteria detected in foodborne diseases were Norovirus, enterotoxigenic Escherichia coli, Campylobacter, Salmonella, and Vibrio parahaemolyticus.

Table 24 Shanghai Foodborne Disease Monitoring and Receiving Hospitals

Categories of monitoring	Hospital level	No. of hospitals
Foodborne disease case surveillance	Grade III (top level)	56
	Grade II	58
	Grade I	250
	Non-graded	35
Active surveillance of foodborne diseases	/	29

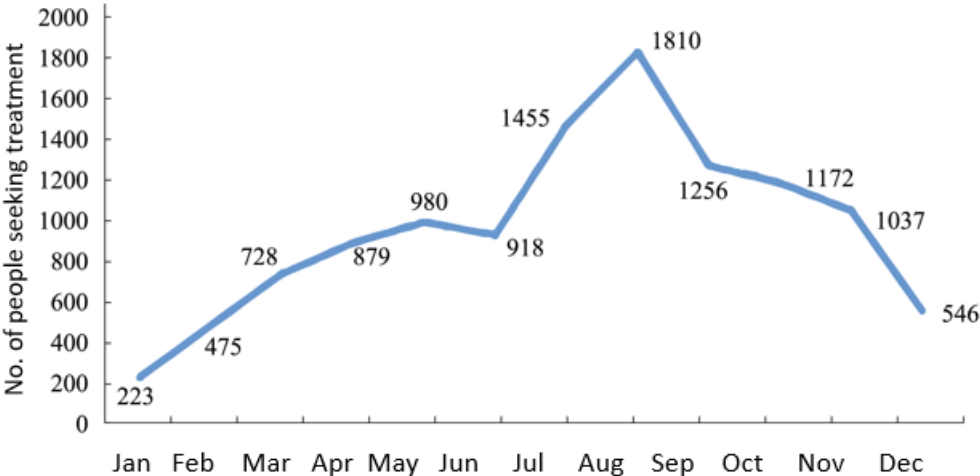


Fig. 20 Surveillance of Foodborne Disease Cases in Shanghai, 2023

Additionally, through the computer information management

platform of 550 pharmacies in the city, the sales of the top 10 diarrhea treatment drugs were monitored. Sales peaked in January, July, and August (Figure 21).

### Food Safety Risk Assessment

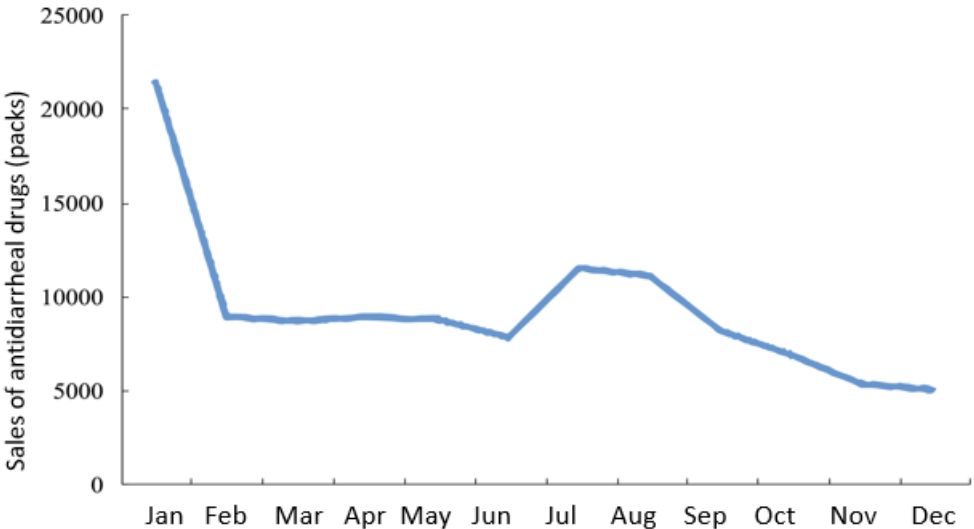


Fig. 21 Monitoring of Diarrhea Medication Sales in Pharmacies in Shanghai, 2023

### (iv) Food Safety Risk Assessment

In 2023, the Municipal Health Commission appointed the director and deputy director of the Shanghai Food Safety Risk Assessment Expert Committee in accordance with the requirements of the National Health Commission. This move aimed to enhance the level of assessment capabilities, serve the needs of local regulatory authorities, and strengthen the localized application of results. Five key projects in food safety risk assessment were completed after review by the Shanghai Food Safety Risk Assessment Expert Committee (Table 25).

Table 25 Shanghai Food Safety Risk Assessment Programs, 2023

No.	Food Safety Risk Assessment Program	Department responsible
1	Shanghai Residents' Dietary Exposure to Aflatoxin Levels and Risk Assessment Report	Shanghai Municipal Center for Disease Control and Prevention
2	Risk Assessment of Dietary Exposure to Chloropropanol Esters in Infants and Young Children in Shanghai	Shanghai Municipal Center for Disease Control and Prevention, Municipal Quality Inspection Institute, Fudan University, Shanghai Academy of Agricultural Sciences
3	Assessment of Acrylamide Internal Exposure Levels and Health Risks in School-Aged Children in Shanghai	Shanghai Academy of Agricultural Sciences
4	Joint Risk Assessment of Fusarium Toxins and Vomitoxins in Grains and Grain Products in Shanghai	Institute of Nutrition and Health, Chinese Academy of Sciences
5	Risk Assessment of New Alternatives to Perfluoroalkyl and Polyfluoroalkyl Substances (PFAS) in Food in Shanghai	Fudan University

## (v) Food Safety Risk Communication

**1. Regular Release of Food Safety Supervision Inspection Results:** To enhance public awareness of the city's food safety status, market supervision departments at both municipal and district levels regularly released information on food safety supervision inspections to the public. In 2023, the market supervision departments collectively released information on food safety supervision inspections for 139,881 batches, with 137,356 batches being deemed compliant. During festivals such as the Lantern Festival, Qingming Festival, Dragon Boat Festival, and Mid-Autumn Festival, reports on the supervision inspections of festival-related foods like *tangyuan* (glutinous rice balls), *qingtuan* (green dumplings), *zongzi* (sticky rice dumplings), and mooncakes were issued. Quarterly analyses of food safety inspection results were also published, actively inviting public scrutiny and addressing societal concerns.



**2. Active Management of Food Safety Rumors:** Through the “Shanghai Internet Rumor Buster” WeChat public account, articles debunking food safety rumors and providing educational content were published to respond to popular online discussions about food safety. A dedicated “Rumor Buster” section was set up on the Shanghai Food Safety website to disseminate refutation information and promote food safety knowledge. The section has published 74 refutation articles and educational pieces, accumulating over 218,756 clicks. The creation of the “Xiaoduan Food Safety Classroom” brand, featuring risk warning exchanges and expert interpretations, resulted in the release of seven high-quality educational videos. These videos, known for their professionalism, impact, and broad reach, were played at over 42,000 high-traffic terminals such as public transportation and buildings. Micro-videos from this initiative were also shared on platforms like “Xuexi Qiangguo” (<https://www.xuexi.cn/>), China Quality Daily, China Market Supervision News, and the Shanghai Food Safety website, garnering over 100,000 views.

## **V. Food Safety Public Opinion Analysis**

### **(i) Overview of Public Opinion Trends**

In 2023, the overall development of public opinion related to food safety in Shanghai remained stable and orderly. The sentiment of online information predominantly leaned towards non-sensitive and neutral topics. Public opinion mainly focused on food safety inspection reports and various law enforcement inspections conducted by the market supervision system. Some law enforcement reports garnered high praise due to timely responses to societal concerns and proactive actions, achieving positive social effects. In the case of isolated food safety

incidents, market supervision authorities intervened promptly, handled them appropriately, and the related public opinion quickly subsided.

### **Continued Stability in Food Safety Public Opinio**

Topics such as food safety inspections and the deployment of relevant regulatory policies continued to be the primary focus of media attention. There were over ten significant negative public opinion incidents, mainly involving food safety issues in large supermarkets, popular restaurants, entertainment venues, and university cafeterias.

### **Correct Guidance through the Publication and Interpretation of Food Safety Inspection Information**

The SMAMR released 47 issues of provincial-level food safety inspection information, promptly disclosing information about compliant and problematic food products. Through platforms like WeChat and other new media channels, various consumer advisories were issued, facilitating active communication with the public and timely responses to societal concerns. This initiative not only enhanced the transparency and credibility of food industry regulation but also helped guide the public in understanding and rationalizing food safety issues correctly.

### **Focus on Law Enforcement Inspections and Food Inspection Reports Related to Hot Topics**

Through comprehensive online searches, it was found that articles related to events such as “Shanghai Consumer Protection Commission’s Inquiry on Hyaluronic Acid Food: Can It Really Give You Radiant Skin?” and “Multiple Restaurants in Shanghai Fined 5,000 Yuan for Selling Cold Noodles, SMAMR Explains that Selling Cold Food Requires Operating Permits” garnered significant reposting and shared similarities. Notably,

the inspection of Japanese imported food closely tied to the hot topic of Japan’s release of nuclear-contaminated water responded to public demands for food safety, demonstrating the enforcement efforts of the market supervision system. This action helped alleviate public anxiety to some extent and received positive feedback from the general public.

**(ii) Public Opinion Analysis**

**Trends in Food Safety Public Opinion**

In 2023, the overall trend of food safety public opinion in Shanghai exhibited fluctuations. March saw the peak of the year, with major hot topics including the “3.15 Evening Gala Exposing ‘Flavoring Rice’” and “Foreign Objects Found in Food at a Popular Shanghai Restaurant.” Another peak occurred from late August to early September, with key events such as “Xuhui District’s Surprise Inspection of Imported Japanese Food: A Sushi Restaurant Unable to Prove the Origin of Peony Shrimp Will Be Summoned” and “Shanghai Rolls Out ‘Farm to Fork’ Action Plan for Food Safety Information Traceability” ( Figure 22)

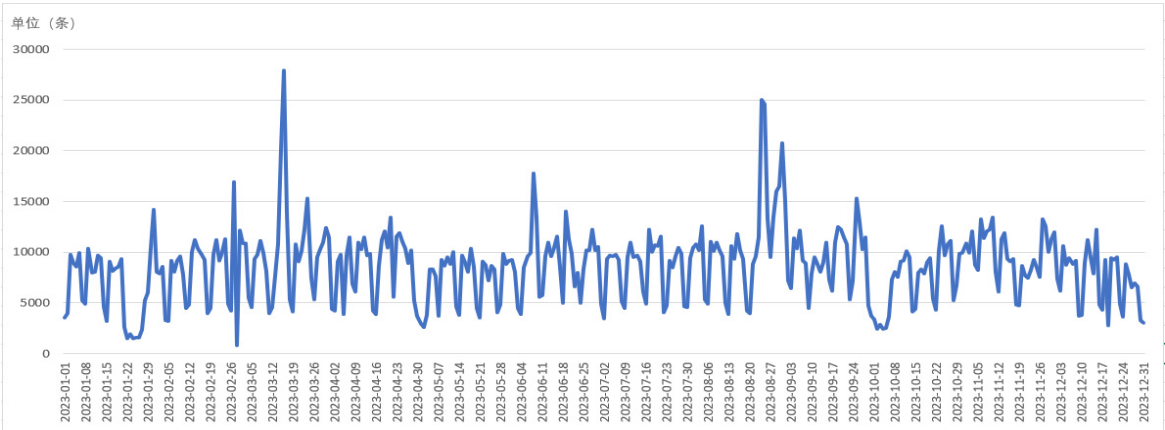


Fig. 22 Trend of Public Opinion on Food Safety in Shanghai, 2023

## Trends of Public Opinion on Food Safety

Among the media reports focusing on food topics in Shanghai in 2023, 71% were non-sensitive, 5% were neutral, and 24% were sensitive. Non-sensitive reports mostly covered food safety regulatory policies, regulations, and systems. Examples include notices such as the *Notice of the Shanghai Municipal People’s Government Office on Issuing the ‘Shanghai Food Safety Evaluation and Assessment Measures’* and guidelines like *Guidelines for Compliance in Shanghai’s Online Live Marketing Activities.* Sensitive topics mainly revolved around food inspection failures, incidents of foreign objects found in food at popular restaurants and entertainment venues, food spoilage, hygiene issues in kitchens, and supermarkets or stores tampering with expiration dates on products (see Figure 23).

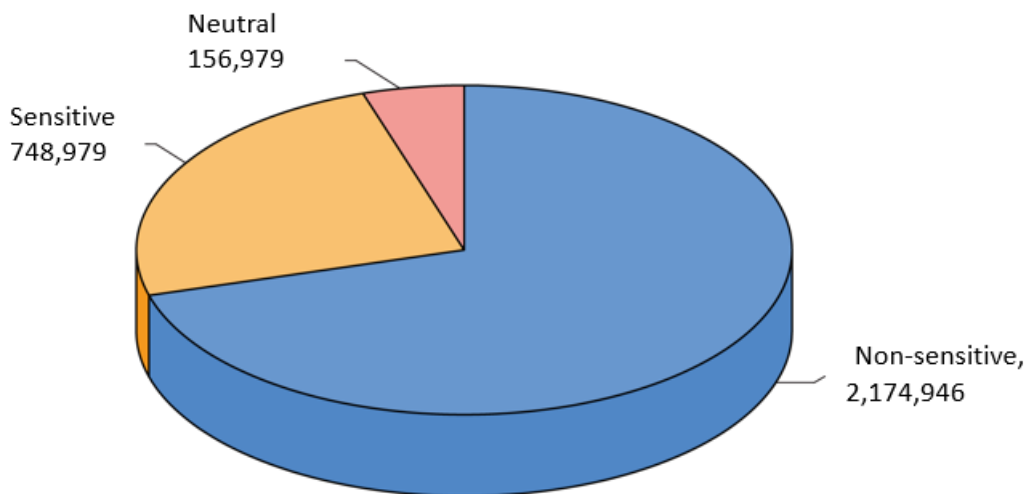


Fig. 23 Trends of Public Opinion on Food Safety in Shanghai, 2023

### 3. Hierarchy of Media Reporting Food Safety Issues

In 2023, the key media outlets disseminating food safety public opinion included “state-level,” “provincial-level,” “municipal-level,” “commercial,” “corporate information,” and “small and medium-sized”

media. Provincial-level media had the highest number of reports, followed by central-level media, while small and medium-sized media had relatively fewer reports (Figure 24).

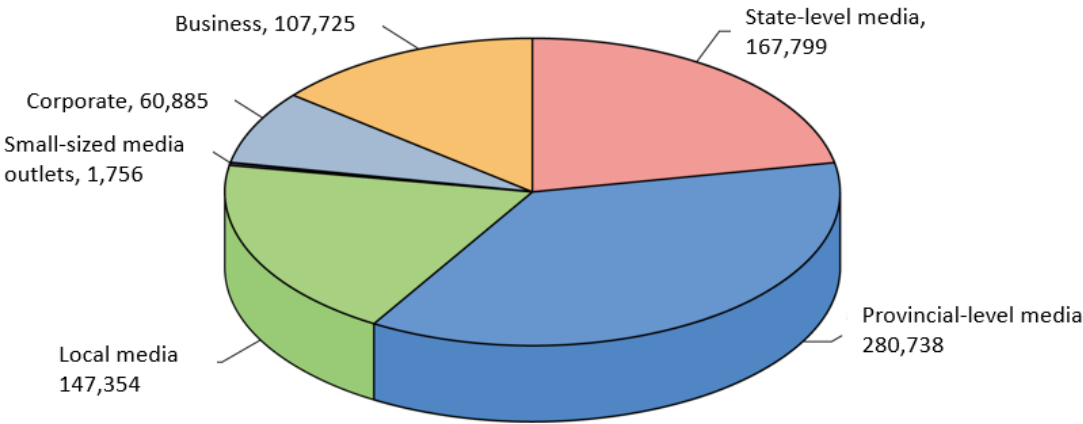


Fig. 24 Key Media Outlets for Publishing and Disseminating Food Safety Opinions, 2023

**(iii) Hotspot Public Opinion**

Through a word frequency analysis of Shanghai’s food safety public opinion data in 2023, the annual food safety public opinion word cloud (Figure 25) and the major food safety public opinion hotspot events of the year (Table 26) were obtained.



Fig. 25 Word Cloud of Key Terms in Shanghai’s Food Safety Public Opinion, 2023

## **1. Shanghai Consumer Protection Commission's Inquiry on Hyaluronic Acid Food: Can It Really Give You Radiant Skin?**

On February 6, the Shanghai Consumer Council initiated a special investigation into hyaluronic acid food and issued four consecutive inquiries. On February 7, an article by Shanghai Observer News reported that the Shanghai Consumer Council believed personalized recommendations were common practice for internet platforms. However, there's a fundamental difference between recommending information and recommending goods or services. It's difficult for consumers to judge the authenticity of information, especially when it's packaged meticulously by marketing accounts and bloggers. Such marketing tactics are covert and can evade legal scrutiny, effectively influencing consumer perceptions. The Shanghai Consumer Council stated its commitment to continuous supervision and hoped relevant departments would pay attention, emphasizing the importance of consumer awareness rights and preventing consumers from wasting money unjustly, calling for joint efforts from society to safeguard consumer rights.

## **2. Shanghai Issues the First "One Premise, Dual Uses" Food Production License**

On February 27, the SMAMR and the Changning District Administration for Market Regulation jointly issued a food production license to Unilever (China) Co., Ltd. Shanghai Branch. This license signifies that a research factory originally limited to food development can now directly engage in food production, achieving the dual use of food research and food production at one location. This move accelerated the

efficiency of food businesses from research to product implementation, showcasing another achievement of SMAMR oriented toward meeting the needs of businesses and supporting the upgrade of headquarters economy.

### **3. 3.15 Evening Gala Exposes “Flavoring Rice”**

During the CCTV 3.15 Gala, it was exposed that Yongliang Rice Industry in Shouxian County, Huainan City, Anhui Province, Xiangwang Grain and Oil Food Technology Co., Ltd. in Hefei City, and Chufeng Industry and Trade Co., Ltd. in Huainan City were adding flavorings to elevators and injecting flavorings into locally produced rice using syringes to pass them off as fragrant rice. Upon investigation, it was found that the flavorings came from Shanghai Langfeng Flavoring Co., Ltd.

### **4. Shanghai Initiates “You Request, We Inspect” Campus Activity**

On June 19, the SMAMR and the People’s Government of Hongkou District simultaneously launched the “You Request, We Inspect” campus activity. This initiative adhered to the principle of “open-door inspections” and aimed to address urgent issues related to food safety that concern the people. By focusing on the concerns of the public and addressing their expectations, it allowed consumers to perceive food safety supervision as being close at hand, serving the people’s livelihoods, and aligning with their needs, thus making sure regulatory services were in the best interest of the people.

### **5. Shanghai Holds the 2023 Food Safety Promotion Week**

On June 29, the 2023 Shanghai Food Safety Promotion Week, themed “Creating a New Development of Food Safety Together, Sharing a Better Life Together,” was launched. During the launch ceremony, certification

ceremonies for Shanghai food safety social supervisors and experts from the Shanghai Food Safety Expert Committee were held. Additionally, the Shanghai Food Safety Online Demonstration and Promotion Project was launched. Some popular offline exhibitions of food businesses, food and drug safety science education centers, and food “You Request, We Inspect” activities were showcased online to the public, serving as industry demonstration and leading platforms, promoting food safety knowledge, and creating a perpetual science education space.

## **6. Shanghai Introduces Action Plan for Food Safety Information Traceability, Upgrading the “Farm-to-Fork” Traceability System**

In August, to effectively improve the results of Shanghai’s efforts to construct a food safety city satisfying its citizens, and comprehensively build a food safety information traceability system from farm to fork, enhancing the precision of food safety governance, the SFDC introduced the *Shanghai Action Plan for Promoting Food Safety Information Traceability (2023-2025)*. The implementation of food safety information traceability management expanded from 9 major categories and 20 varieties to 11 major categories and 44 varieties. Staples such as rice, flour, oil, meat, and milk, consumed daily by citizens, were included in the traceability catalog implemented by Shanghai. The traceability work played a positive role in dealing with food safety incidents.

## **7. Media Focuses on Shanghai’s “Iron Fist” Campaign**

On November 16, China Quality News Network published “Shanghai Intensifies ‘Iron Fist’ Campaign to Safeguard Citizens' Rights,” introducing how the SMAMR’s “Iron Fist” action safeguarded the rights and interests of the people, addressed their concerns, and ensured the safe operation



of the city. On December 11, China National Radio Network released “Shanghai Market Supervision System’s ‘Iron Fist’ in Action,” providing a comprehensive and in-depth introduction to how the Shanghai market supervision system, through the “Iron Fist” action, fulfilled its duties, i.e., resolving people’s livelihood issues with high-quality law enforcement, maintaining a fair and orderly consumption environment, safeguarding the legitimate rights and interests of the people, and boosting consumer confidence.

Table 26 Hot-Button Food Safety Issues Reported by Media in Shanghai, 2023

Date	Titles	Source
Jan 6	Shanghai Lifts All COVID-19 Controls on Imported Cold Chain Food Starting January 8	Shanghai Observer
Jan 16	24-Hour Monitoring and Mandatory Vehicle Inspections Ensure Food Safety	Shanghai Food Safety Net
Jan 19	Food Production and Catering: Latest Data Released, Key Indicators at Zero for First Time in 18 Years	Shanghai Observer
Feb 6	Shanghai Consumer Protection Commission’s Inquiry on Hyaluronic Acid Food: Can It Really Give You Radiant Skin?	Guangming.com
Feb 15	Shanghai School Canteens Appoint Principals as Food Safety Supervisors, Enhancing Campus Food Management	Shanghai Food Safety Net
Feb 16	Market Regulators Ensure Smooth School Opening Amid Pandemic Measures	SMAMR Web portal
Feb 28	Shanghai Food-Related Product Manufacturers Boost Competitiveness by Reducing Institutional Transaction Costs	Shanghai Release WeChat Official Account
Feb 28	15 Food Batches Fail Safety Tests in Shanghai	State Administration for Market Supervision and Administration Web portal
Mar 1	“Shanghai Standard” Launched to Address Food Production Regulatory Challenges After Three Years	Wenhui News
Mar 1	Shanghai Issues the First “One Premise, Dual Uses” Food Production License	SMAMR Web portal

Date	Titles	Source
Mar 9	Food Safety Compliance Rate for Bean Sprouts, Hairy Crabs, and Other Edible Agricultural Products in Shanghai Reaches 97.38%	Xinmin Evening News
Mar 13	“2023 China (Shanghai) Food Safety and Industry Development Forum” successfully held in Shanghai	China Food Safety Net
Mar 15	3.15 Evening Gala Exposing ‘Flavoring Rice’ and ‘Foreign Objects Found in Food at a Popular Shanghai Restaurant.	CCTV News
Mar 15	Foreign Object Discovered in Dish at Popular Shanghai Restaurant Huoshaoyun	Morning News
Mar 16	Red Peppers, Cowpeas, Durian Flesh Among 5 Food Batches Failing Safety Tests in Shanghai	Shanghai Release WeChat Official Account
Apr 7	Shanghai Municipality Food and Drug Safety Commission Holds First Plenary (Expanded) Meeting of 2023	Shanghai Food Safety Net
Apr 21	Xuhui District Market Regulator Investigates Maoka Bakery’s Illegal Use of Gold Leaf in Cakes	State Administration for Market Supervision and Administration Web portal
Apr 24	Shanghai Market Regulators Combat Food Waste	China Quality News
May 6	“Food Grade” Cosmetics? Experts Say No Such Thing Exists	SMAMR WeChat
May 26	“Baby Room” Earns “Shanghai Brand” Certification, Boosting Domestic Infant Formula	SMAMR Web portal
Jun 1	Shanghai Releases Operating Guide for Food Safety Information Traceability Platform	SMAMR WeChat
Jun 8	Multiple Restaurants in Shanghai Fined 5,000 Yuan for Selling Cold Noodles, SMAMR Explains that Selling Cold Food Requires Operating Permits	Jiemian News
Jun 19	2023 Shanghai Food Safety “You Order, We Inspect” School Campaign Commences	The Paper
Jun 28	1,396 Shanghai Businesses Pledge Strict Implementation of Food Safety Responsibilities	China Quality News
Jul 3	2023 Shanghai Food Safety Promotion Week Kicks Off	SMAMR Web portal
Jul 18	“You Request, We Inspect, Safeguarding Food Safety” Open Day Held at Shanghai Research Institutes	Shanghai Food Safety Net
Jul 28	Shanghai Market Regulator Launches Special Campaign Against Health Food Safety Violations Affecting Elderly and Children	China Quality News

Date	Titles	Source
Aug 16	Public Determines “Satisfactory Food Safety Streets and Towns,” Satisfaction Below 85 Points Leads to Automatic Disqualification	Shanghai Food Safety Net
Aug 24	Xuhui District’s Surprise Inspection of Imported Japanese Food: A Sushi Restaurant Unable to Prove the Origin of Peony Shrimp Will Be Summoned	Global Times
Aug 26	Shanghai Rolls Out “Farm to Fork” Action Plan for Food Safety Information Traceability	Shanghai Observer
Sept 17	“Food Safety Co-Governance Best Practices” Showcase Promotes New Governance Model in Shanghai	State Administration for Market Supervision and Administration Web portal
Sept 19	Shanghai Introduces China’s First Green Catering Service Certification for Chinese Cuisine; Two Local Businesses Receive First Certificates	People’s Daily Online
Oct 9	Nail Discovered in Snack Box at Shanghai Disneyland	Southern Metropolis Daily
Oct 24	Market Regulators Conduct Intensive Food Safety Drills in Preparation for the Expo	SMAMR WeChat
Oct 24	Action Plan Released to Accelerate Synthetic Biology Innovation and Create High-End Biomanufacturing Clusters (2023-2025)	General Office of Shanghai Municipal People’s Government Web portal
Nov 6	“Belt and Road” Eco-Agriculture and Food Safety Forum Held During Expo	Sina Finance and Economics
Nov 8	57 Temporary Licenses Granted for Baby Formula and Special Medical Foods at Expo	People’s Daily Online
Nov 16	Shanghai Intensifies “Iron Fist” Campaign to Safeguard Citizens’ Rights	China Quality News
Nov 26	Hotpot Restaurant Under Investigation for Using Water Heater Water in Drinks	Shenzhen News Network
Nov 27	Fresh Produce Lights Ban Takes Effect in December; Nationwide Inspections Ensure Natural Presentation	Global Times
Nov 30	Shanghai Food Safety Office Hosts Fourth Social Co-Governance Forum	Shanghai Jiao Tong University Journalism and Academic Network

Date	Titles	Source
Dec 5	National Market Regulation Administration and Shanghai Government Sign Agreement to Co-Construct National Market Regulation Digital Test Zone	The Paper
Dec 11	Shanghai Market Regulation System Persists with “Iron Fist” Campaign	China Central Radio and Television
Dec 11	Shanghai Promotes Implementation of Food Safety “Joint Responsibility” Framework	SMAMR Web portal
Dec 11	Multiple Shanghai Restaurants Publicly Commit to No Pre-Packaged Dishes, Raising Trust Concerns	Shanghai Observer
Dec 15	Shanghai Advances Food Safety in Centralized Dining Facilities, Building a New Model of Social Governance	China Quality News Network
Dec 20	Shanghai Lifts Restrictions on Freshly Squeezed Drinks for Food Vendors	Shanghai Observer
Dec 28	Shanghai Conducts 2023 Food Safety Emergency Response Drill	China Quality News
Dec 29	Food Safety Seals Assist Shanghai in Establishing National Food Safety Model City	China Food Safety Net

## VI. Citizens’ Perception of the Current Status of Food Safety

### (i) Awareness of Food Safety Among Citizens

According to the analysis of the *Report on Survey of Shanghai Citizens’ Knowledge of Food Safety (2023)* conducted by a third-party organization:

#### 1. Continuous Improvement in Citizens’ Awareness of Food Safety:

The survey indicates that the score for citizens’ awareness of food safety in 2023 was 91.0 points, an increase of 0.4 points compared to 2022 (Figure 26).

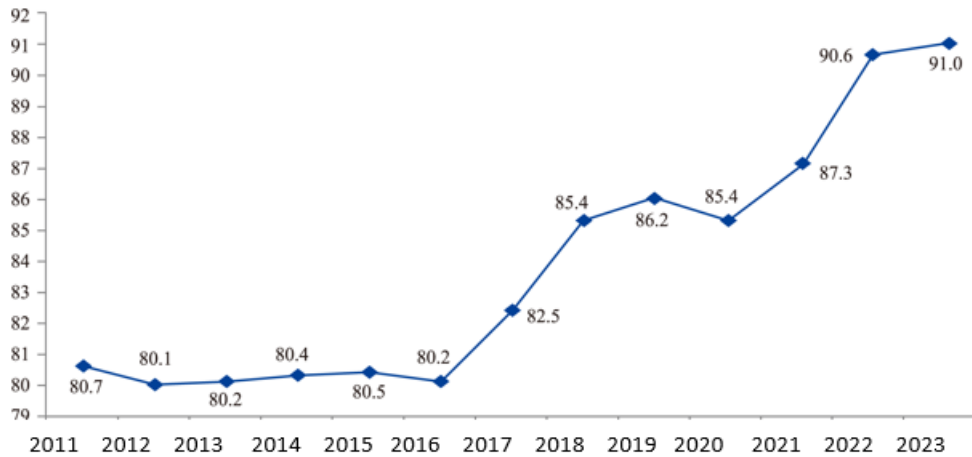


Fig. 26 Food Safety Awareness Score of Shanghai Citizens, 2011-2023

**2. Good Understanding of Practices to Reduce Food Waste:** The survey results show that among various indicators of food safety knowledge, citizens had the highest score in correctly understanding practices to reduce food waste. Scores for “correct use of iodized salt,” “proper understanding of nutritionally balanced diet,” “correct interpretation of food safety supervision publicity signs,” “handling expired food,” and “identifying poisonous foods” are all above 95 points.

**3. Existence of Some Blind Spots in Citizens’ Food Safety Knowledge:** The survey results reveal that scores for certain aspects of citizens’ food safety knowledge, such as “packaging labels for health foods” and “methods to remove pesticide residues from fruits and vegetables,” are below 80 points. This indicates that there were still some blind spots in citizens’ food safety knowledge, emphasizing the need to pay attention to and strengthen the promotion and dissemination of basic knowledge about health food packaging labels and food processing.

**4. Age Disparities in Citizens’ Awareness of Food Safety:** The survey results show differences in awareness of food safety among citizens of

different age groups. Middle-aged and young citizens had higher awareness, while the elderly had lower awareness. It is necessary to widely promote food safety knowledge in communities with more elderly residents through traditional media, publicity columns, and lectures.

**(ii) Citizens’ Satisfaction with Food Safety**

The *Report on the Survey of Shanghai Citizens’ Food Safety Satisfaction (2023)* was conducted through sampling, with approximately 400 samples drawn from each district, totaling 6,405 samples citywide. The analysis of the survey results is as follows:

**1. Continuous Increase in Citizens’ Satisfaction with Food Safety:**

The survey results show that in 2023, the score for citizens’ satisfaction with food safety in the city was 90.9 points, an increase of 0.9 points compared to 2022 (Figure 27).

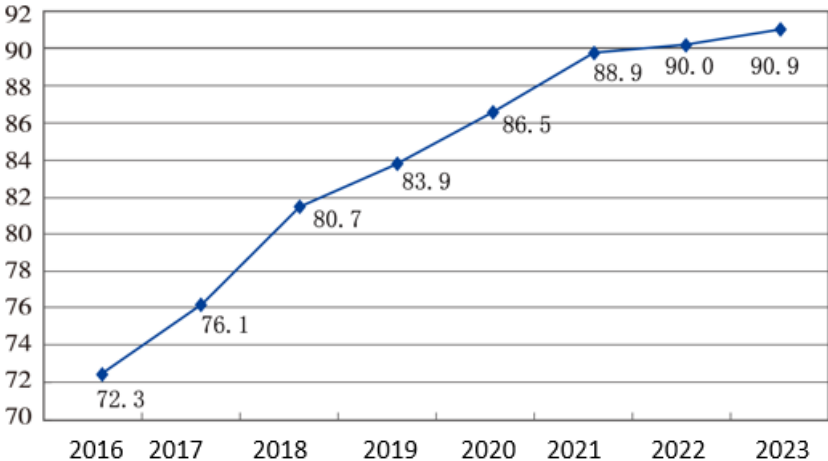


Fig. 27 Shanghai Residents’ Satisfaction Score on Food Safety, 2016-2023

**2. High Evaluation of Food Safety Conditions by Citizens:**

According to the survey results, citizens’ evaluations of food safety conditions were generally high across seven dimensions, including overall food safety conditions, the work of government departments on food safety, publicity

and education on food safety, food safety status, food purchase channels, dining place food safety, and measures to reduce food waste. The highest satisfaction rating from citizens was for the food safety conditions dimension, scoring 92.4 points.

### **3. Similar Performance in Food Safety Satisfaction among Districts:**

The survey results indicate that there was little difference in food safety satisfaction scores among districts. The highest-scoring district received a score of 93.7 points, while the lowest-scoring district received a score of 89.2 points.

**4. Differences in Satisfaction with Dining Places:** The survey results reveal differences in citizens' satisfaction with various dining places. Satisfaction scores for "food safety in various types of dining places" were below 90 points. There were differences in satisfaction with major dining places: restaurants, canteens, and beverage shops had higher satisfaction scores, all exceeding 90 points, while fast food restaurants and snack shops had lower satisfaction scores, scoring 85.8 points.

## **VII. Main Food Safety Measures for 2023**

### **(i) Building a City with Citizen Satisfaction in Food Safety**

**1. Implementing the Mechanism of Joint Responsibility between the Party and the government:** The Shanghai Municipal Party Committee and Municipal Government convened meetings such as the Standing Committee of the Municipal Party Committee, the Executive Meeting of the Municipal Government, and the Plenary Session of the SFDSC to discuss and make plans for food safety oversight. Municipal leaders issued instructions on food safety on multiple occasions. The SFDSC issued the *2023 Shanghai Food Safety Key Work Arrangement* and the *Shanghai Food*

*Safety Oversight Responsibility List for 2023*. The Commission fully implemented the assessment tasks of the State Council Food Safety Commission and organized evaluations and assessments of food safety regulation for district governments and relevant member units of the Commission.

**2. Strengthening Institutional Capacity-Building:** The Shanghai Municipal Government promulgated the *Shanghai Municipal Regulations on the Safety Management of Local Grain Reserves* and revised and issued the *Notice of the Shanghai Municipal People’s Government on Prohibiting the Production and Operation of Certain Food Varieties*. The General Office of the Municipal Government issued the *Shanghai Food Safety Evaluation and Assessment Measures* and the *Shanghai Grain Safety Responsibility System Assessment Measures*. The SFDC and other competent departments introduced institutional documents such as the *Measures for Urging the Implementation of Major Food Safety Matters in Shanghai*, *Measures for Interviewing Responsibility for Shanghai Food Safety Oversight*, and the *Management Measures for Shanghai Food Safety Responsibility Insurance*.

**3. Advancing “National Food-Safe City” Initiative:** Efforts were made to create a national food-safe demonstration city in Shanghai. Pudong New Area, Xuhui, and Minhang were recognized nationally as food-safe districts, while Songjiang, Hongkou, Jing’an, and Qingpu are just a step away from the designation. Pudong New Area, Jinshan, Chongming, Jiading, Songjiang, and Qingpu were recognized nationally as “Counties with Superior Agricultural Product Quality and Safety”. Efforts were made to create streets and towns with food safety to the satisfaction of citizens,



and the first batch of towns have been shortlisted.

## **(ii) Strengthening Overall Control and Full-Process Monitoring**

**1. Ensuring the Safety of Edible Agricultural Products:** The *Three-Year Action Plan for Prohibiting Violations, Controlling Drug Residues, and Promoting Improvement* and the fight against cadmium residues in cowpeas were promoted. The system of issuing qualification certificates for edible agricultural products was fully implemented. Shanghai took the lead nationwide in implementing the *Management Measures for the Dynamic List of Key Supervised Edible Agricultural Products*, listing cowpeas, ginger, catfish, loach, and crucian carp as key supervised edible agricultural products for 2023 and conducting special governance initiatives. Efforts continued to prevent and control the sources of heavy metal pollution such as cadmium in agricultural land. The implementation plan for the *Three-Year Action Plan for Strict Standardization, Promoting Improvement, and Ensuring Safety for Livestock and Poultry Slaughterhouses (2023-2025)* was issued. The testing capacity for quality and safety of basic-level grain businesses was strengthened. 570 batches of edible forest products and their soil samples were tested, with a coverage rate of monitored varieties and regions reaching 100%.

**2. “Gateway Guardian” Action for Imported Food:** Strict on-site inspections, supervisory spot checks, and risk monitoring were conducted in accordance with the requirements of the General Administration of Customs. Continuous efforts were made to strengthen the identification of import food safety risks. A special operation named “Health and Safety 2023” for bonded imported food purchased through cross-border

e-commerce was launched, enhancing law enforcement cooperation among customs in the Yangtze River Delta region. 416 batches of substandard imported food were seized, and 118 cases of food smuggling were investigated.

**3. Strengthening Supervision at Every Stage of Food Production and Operation:** Risk-based supervision of food manufacturers was implemented. The Shanghai version of risks, measures, and responsibility lists was formulated based on the characteristics and actual conditions of food manufacturers in the city, focusing on key areas, production stages, and all actors in the supply chain. A multi-level list management mechanism was established, with the SMAMR formulating industry risk lists, district administration for market regulation formulating regional risk lists, and food manufacturers formulating product risk lists. Risk analysis and monitoring of food safety in catering services were conducted for over 20,000 registered catering service operators using big data. Special checks were carried out for food safety issues in central kitchens, inspecting and urging rectification in 16,594 central kitchens and their contracted canteen operators, identifying and rectifying 1,503 problems. Inspections were conducted by special food safety inspectors in the city on infant formula milk powder and health food manufacturers to assess risks and manage systems. Food safety supervision was strengthened along railway lines, with 9,517 businesses inspected and 1,451 food safety risks identified and rectified.

### **(iii) A Problem-Oriented Approach to Enhance Citizen Satisfaction**

**1. Strengthening Special Governance for Food Safety:** Special rectification actions were carried out to address food safety risks and

hazards, issues in central kitchens, and crackdowns on violations affecting the legitimate rights and interests of key populations such as the elderly and children. A total of 493,483 food producers and operators were inspected. Efforts were intensified in the collection, transportation, and disposal of waste kitchen oil and grease, with 1,993 cases of illegal collection, transportation, and disposal of kitchen waste and waste oil being investigated and dealt with according to the law. Guidelines for further standardizing stall operations were formulated, and 15,364 cases of illegal food business operations on roadsides were investigated and handled according to the law.

**2. Implementing Campus Food Safety Guard Action:** Notifications were issued regarding the implementation of food safety responsibilities in school cafeterias, strengthening food safety and nutrition health work in primary and secondary schools and kindergartens, and conducting special inspections and rectification actions for food safety in school cafeteria contractors. The coverage of the “Internet + Transparent Kitchen” for off-campus caterers reached 100%.

**3. Promoting Digital Transformation and Smart Supervision:** Requirements for the construction of the National Market Supervision Digital Experiment Zone (Shanghai) were implemented. Documents such as the *Action Plan for Promoting Food Safety Information Traceability Work (2023-2025)* and the *Assessment Form for the Construction of an Intelligent Traceability System for Food Production Processes (2023)* were issued. The Shanghai food safety information traceability application platform was optimized, with the coverage and upload rates of traceability information for food varieties under traceability management maintained

at 100%. The application scenarios of food safety information traceability were expanded, and pilot work on “blockchain + special food traceability” was explored. Pilot work was conducted for remote non-site supervision of key points in special food manufacturers. Smart supervision methods such as video inspection and AI recognition of irregular behaviors were promoted. The “Shanghai Agricultural Safety” system and the Shanghai Digital Agriculture Cloud Platform were optimized.

**4. Preventing Food Waste:** With a focus on improving citizens’ livelihood, a special action was launched to prevent food waste. A total of 97,901 catering service operators were inspected, and 579 cases of violations of the *People’s Republic of China Anti-Food Waste Law* were investigated and dealt with. The *Opinions of the Shanghai Municipal Administration for Market Regulation on Further Improving the Work of Preventing Food Waste* was issued, turning the special action into routine work. The “Clean Plate Initiative” was implemented in schools, and assessments of preventing food waste in office canteens were conducted.

**5. Cracking Down on Food Safety Violations:** Documents such as the “Iron Fist Action Plan for Investigating and Handling Cases in the Livelihood Field in 2023” and the “Special Action Plan for Kunlun 2023” were issued to crack down on food safety violations throughout the entire chain. The SMAMR, the Municipal Public Security Bureau, and the Municipal Procuratorate jointly launched a special action to “further purify the market order and severely crack down on illegal activities in the health food sector.” The Office of the SFDC and the SMAMR, together with the Municipal Procuratorate, conducted research on the current situation and countermeasures of food safety crimes in Shanghai. Efforts were made to

promote the construction of the integrity management system of food industry businesses and strengthen credit supervision. Assessments were organized for food producers, catering service providers, and operators of special food manufacturers in terms of food safety risks and credit ratings, and five market entities or individuals were legally listed as seriously dishonest and untrustworthy.

#### **(iv) Strengthening Risk Management and Modern Governance**

**1. Enhancing Risk Monitoring and Evaluation:** The Shanghai Commission, together with relevant departments, completed monitoring 832,652 times of pollutants and harmful factors in 32,284 food items. They also monitored 11,464 cases of foodborne diseases and completed five key projects for food safety risk assessment in 2023. The Shanghai Agriculture and Rural Affairs Commission organized the implementation of quality and safety monitoring for agricultural products, completing quantitative testing of locally produced agricultural products in 32,221 batches, with an overall pass rate of 99.5%.

**2. Strengthening Supervision and Evaluation Sampling:** Market supervision departments across the city conducted supervision sampling of 125,950 batches of food, with a non-conformance rate of 1.9%. They also conducted evaluation sampling of 13,761 batches, with a pass rate of 99.2%. A special sampling initiative called “You Request, We Inspect” was carried out on 14,000 batches, with a pass rate of 98.5%. Additionally, 1,337 batches of food-related products were subject to supervision sampling, with 431 batches monitored for risks.

**3. Enhancing Risk Warning and Communication:** The implementation of the “Shanghai Food Safety Risk Assessment and Risk

Warning System” was carried out, convening quarterly meetings on food safety risk assessment and risk warning. A system for identifying key risk hazards was established to notify relevant departments and the public of discovered food safety risk points. Exploration of a trigger-based supervision system for risk alerts in the food production field was initiated, along with the construction of food production warning models and a supervision-end warning disposal information system.

#### **4. Establishing a Key Supervision Mechanism for Edible Agricultural Products:**

To address issues and manage risks effectively, a system for the dynamic management of key supervision for edible agricultural products was established. The implementation of this system adheres to problem-oriented and risk management principles. It outlines the inclusion of edible agricultural products with higher risks or more issues into a “Key Supervision List for Edible Agricultural Products” (hereafter referred to as the “List”), ensuring scientific, precise, and dynamic governance.

For one thing, the List undergoes dynamic adjustments. Annually, it is modified based on actual conditions, with edible agricultural product varieties having a supervisory sampling issue discovery rate  $\geq 5\%$  or an evaluation sampling pass rate  $< 98\%$ , or those triggering sensitive, major, or particularly significant public opinion events, being considered for inclusion in the List. Conversely, varieties with a supervisory sampling issue discovery rate  $< 4\%$  and an evaluation sampling pass rate  $\geq 98\%$  should, in principle, be removed from the List after rectification. The List is synchronized with annual key work plans and progresses, as well as

inspections.

For another, for edible agricultural products listed in the List, agricultural and rural departments, as well as market supervision departments, prioritized them in routine supervision and inspection efforts, intensifying efforts in tracing and sampling. During administrative inspections concerning major events support and food safety in primary and secondary schools (including kindergartens), and in elderly care institutions' canteens (including those with meal delivery services), relevant businesses were required to strictly manage the food safety of edible agricultural products already listed in the List. Currently, various departments are using a systemic approach to address five categories of key supervision for edible agricultural products, including cowpeas, ginger, catfish, loach, and crucian carp.

#### **(v) Advancing Social Governance**

**1. Extensive Promotion of Food Safety Knowledge:** Various activities promoting food safety awareness were conducted, including Food Safety Awareness Week, themed events, the Shanghai National Nutrition Week in 2023, seminars on the integrity management and quality safety traceability system construction in food industry businesses, and thematic communication on grain security, scientific reduction of losses, and the "Safety Responsibility Year" for import food businesses. More than 2,500 online and offline activities were organized across the city, with over 900,000 participants. In addition, the 2023 Food Safety Online Knowledge Contest attracted over 589,000 participants.

**2. Enhanced Training and Assessment on Food Safety:** The issuance of the *Management Measures for Supervision, Sampling, and Assessment*

*of Food Safety Knowledge of Food Industry Personnel in Shanghai* facilitated the supervision, sampling, and assessment of food industry personnel, amounting to 42,888 individuals. Forty specialized training sessions on food safety were held for grassroots market supervision officials, training over 30,000 officials (including those providing targeted assistance). Efforts were made to explore the use of a shared mechanism for the Shanghai and Yangtze River Delta Food Production Supervision Training Center, leading to the development of guidelines for the construction of such centers. Furthermore, 19 public welfare training sessions on food production supervision were organized, benefiting over 10,000 industry practitioners.

**3. Proactive Engagement in National Strategies:** Initiatives were taken to align with national strategies. Agreements were signed on “Collaborative Agreement on Food Production Safety Supervision in the Yangtze River Delta” and “Cooperation Opinions on Promoting the Implementation of the ‘Bright Certificate’ Action for Food Products in the Ecological Green Integrated Development Demonstration Zone in the Yangtze River Delta.” A series of standards for food and edible agricultural products traceability in the Yangtze River Delta region were formulated. The “Review Guidelines for Prepackaged Vegetable Production Permit for the Yangtze River Delta Region” were published nationwide, guiding, standardizing, and promoting the high-quality development of the prepackaged vegetable production industry in the region. This provided institutional advantages for prepackaged vegetable production businesses in the Yangtze River Delta. Additionally, mechanisms for exchange and collaboration on food safety standards in the Yangtze River Delta were



improved. Ensuring food safety at 75 major events, including the 6th China International Import Expo, was prioritized. The implementation of the “6+180+365”<sup>1</sup> supervision mechanism for special foods exhibited at the Import Expo continued to enhance the event’s spillover effects.

**4. Creating a New Pattern of Social Governance for Food Safety:** The 4th Food Safety Social Governance Forum was held, with online participation reaching 295,000 individuals. Efforts to deepen food safety liability insurance work were intensified, aiming to build a diverse, information-sharing, collaborative, and diversified shared governance mechanism. In 2023, a total of 15,605 food producers and operators (excluding third-party platforms for online food transactions) in Shanghai participated in food safety liability insurance. Among them, high-risk food producers and operators achieved full coverage, with a premium of 10.925 million yuan. The 3rd promotion event for food safety seals for takeaway food and the “Food Safety Seal” popularity contest were held. A communication video promoting food safety seals and the creation of national food safety demonstration cities was released. Currently, the visibility rate of food safety seals in Shanghai exceeded 50%. The Municipal Committee’s Cyberspace Administration, together with relevant departments, worked to purify the online environment for food safety. The Office of the SFDCS, in collaboration with the Municipal Consumer Protection Commission, established a food safety rumor control column on the Shanghai Food Safety website. The SMAMR completed the appointment of a new group of food safety social supervisors and the

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<sup>1</sup> The “6+180+365” supervision mechanism implemented by the SMAMR provides a streamlined process for imported special foods, such as infant formula and medical foods, during the China International Import Expo (CIIE). This includes a 6-day exhibition sales permit, an extended 180-day usage in special customs areas, and expedited processing for import registration within 365 days, ensuring these products can quickly and continuously enter the domestic market.

establishment of the 3rd Shanghai Food Safety Expert Committee. The complaint reporting mechanism was improved, with 451 food safety reports handled and rewards totaling 129,800 yuan distributed.

Table 27 Districts’ 2023 Food Safety Efforts Featured Highlights

No.	Districts	Highlights
1	Pudong New Area	<ul style="list-style-type: none"> <li>• The implementation of the “Joint responsibilities” for food safety and the “12345 work method” were recognized as national demonstration cases of social governance for food safety.</li> <li>• A seminar on the high-quality integrated development of food safety in the Yangtze River Delta’s “Five Cities and One District” in 2023 was organized.</li> <li>• The signing of the Memorandum of Cooperation on the High-quality Integrated Development of Food Safety in the “Five Cities and One District” of the Yangtze River Delta took place.</li> <li>• An emergency drill for food safety emergencies in the “Five Cities and One District” was conducted to promote the construction of a collaborative system for high-quality integrated regional food safety.</li> <li>• It was awarded one of the “Top Ten Cases” in the 2022 Yangtze River Delta region’s food safety inspection, monitoring, and disposal.</li> <li>• The establishment of the first food industry park in Pudong was nurtured, activating the development momentum of the industry.</li> <li>• The implementation of the Pudong New Area’s online intelligent supervision platform for food manufacturers was carried out to assist in the digital transformation and upgrading of businesses.</li> <li>• In-depth assistance actions such as the “Food Operators of Different Sizes in Symbolic Operations” pairing and the “Thousand Businesses and Ten Thousand Workshops” project, including the “Food Production Permit Supervision and Training Center” project, were conducted to help businesses in difficulties and achieve precise assistance.</li> <li>• The first “Special Food Youth Public Welfare Lecture Team” in the city was established.</li> </ul>
2	Huangpu	<ul style="list-style-type: none"> <li>• Focusing on hotspots such as preventing food waste, environmental protection, plastic limitations, and gas safety, the district’s “Small Restaurant Management Norms” were revised and upgraded.</li> <li>• A “whole-chain” supervision model for “time-honored” food businesses was pioneered, where an evaluation team composed of</li> </ul>

No.	Districts	Highlights
		<p>expert teams, third-party professional assessment agencies, and regulatory officials conducted comprehensive food safety system evaluations from production to sales terminals, promoting the high-quality development of “time-honored” brands.</p> <ul style="list-style-type: none"> <li>• Attention was given to the supervision of new business formats in online gourmet squares, with the formulation of the “Food Safety Management Norms for Huangpu District’s Online Gourmet Squares” to fill the gaps in the supervision standards for new business formats.</li> <li>• By establishing a systematic and cross-departmental comprehensive law enforcement mechanism, a pilot project was launched to implement cross-departmental comprehensive supervision of the first batch of 72 food businesses, promoting standardized, scientific, and flexible law enforcement, and continuously optimizing the business environment.</li> <li>• A new media campaign, “Food Safety Quiz with Rewards,” was launched for publicity purposes.</li> </ul>
3	Jing’an	<ul style="list-style-type: none"> <li>• The work throughout the year was centered on creating a national demonstration city for food safety. Efforts were concentrated on building demonstration and leading projects in Jing’an District and innovating food safety supervision models.</li> <li>• Through the breakthrough of “digital supervision,” several demonstration smart vegetable markets were established, characterized by “standardized management, digital transactions, and convenient services.” Two vegetable markets were selected as “demonstration smart vegetable markets.”</li> <li>• Continuous efforts were made to promote food safety through “self-governance, co-governance, and intelligent governance” and the revision of standards for autonomous and co-governing groups for food safety in commercial complexes.</li> <li>• Special activities under the theme of “safeguarding the legitimate rights and interests of key populations such as the elderly and children” were organized to promote the normalization of the “You request, we inspect” initiative.</li> <li>• Centralized collection and harmless treatment of inedible pork were carried out.</li> </ul>
4	Xuhui	<ul style="list-style-type: none"> <li>• Xuhui District government and the SMAMR signed a cooperation agreement to optimize the business environment and promote high-quality development.</li> <li>• The “Food Safety Classroom” 3.0 version was developed to provide</li> </ul>

No.	Districts	Highlights
		<p>training and assessment coverage for all district-level assigned officials, food safety directors, and administrators.</p> <ul style="list-style-type: none"> <li>• A preventive supervision model was explored, establishing lists of risk points and model benchmark businesses for dynamic management.</li> <li>• The handling of cases received recognition as an excellent case in the second “National Food Safety Law Enforcement Inspection Excellence Award.”</li> <li>• Innovative implementation of temporary filing for small riverside catering in the West Bund area was recognized as an excellent case for optimizing the business environment in Shanghai in 2023.</li> <li>• The “Know Food School” brand was promoted, and the community prevention and control project was recognized as one of the “Top Ten Cases” in the law publicity of the SMAMR.</li> </ul>
5	Changning	<ul style="list-style-type: none"> <li>• Innovatively implemented the city’s first “One Premise, Dual Uses” food production permit.</li> <li>• The activity of donating qualified backup samples of food inspection was selected as a typical case in the “Collection of Cases to Prevent Food Waste” by the China Business Press, and it was commended at the second National Food Safety Social Governance Conference.</li> <li>• The “One Industry, One License” 3.0 version for restaurant application was launched ahead of the city.</li> <li>• Group standards for the “Management Norms for Small Restaurants” were issued.</li> <li>• Digital management was piloted, and the “Suishenban-Food Safety and Health” module was introduced.</li> <li>• The “Star Rating Method for Community Elderly Cafeterias in Changning District” was formulated.</li> <li>• The “Changning District Kitchen Waste Declaration Management System” was developed and launched on WeChat Mini Program.</li> <li>• The “Management Measures for Setting up Stalls in Changning District (Trial)” were formulated and issued.</li> <li>• The implementation plan for creating “demonstration sites to prevent food waste” in Changning District was developed to ensure regular and long-term effects.</li> <li>• A joint effort by multiple departments was launched to provide guidance services on site selection, taking proactive measures to prevent and control smoke and odor pollution.</li> </ul>

No.	Districts	Highlights
6	Putuo	<ul style="list-style-type: none"> <li>• Emphasis was placed on strengthening communication and guidance, establishing the “Reliable Food Moment” column.</li> <li>• The use of the “Putuo Food Wisdom Union” digital empowerment system was leveraged to promote regulatory upgrades, advance 240 “Internet + Transparent Kitchen” projects for the people, and expand the application scenarios of digital supervision.</li> <li>• Activities such as the “Reliable Food Moment” food safety calligraphy and painting collection and the construction of a food safety volunteer team were conducted to strengthen social governance and enhance residents’ sense of gain, happiness, and security.</li> <li>• The construction of an intelligent traceability system for food production was carried out to promote the landing of QR codes for pre-packaged food labels.</li> </ul>
7	Hongkou	<ul style="list-style-type: none"> <li>• With the goal of becoming a national demonstration city for food safety, efforts were made to comprehensively enhance the level of food safety throughout the region and establish a sound “1 + X + 1” emergency response system for food safety accidents.</li> <li>• Actions were taken to improve the quality and safety of meals for the elderly and centralized dining, ensuring food safety along the entire chain for the elderly and children.</li> <li>• Through projects such as the construction of smart markets and the establishment of demonstration shops for “Internet + Transparent Kitchen,” the “Life Circle +” food safety project was created to optimize the business environment in the food sector, significantly improving citizens’ sense of food safety satisfaction.</li> <li>• The implementation details of administrative law enforcement and criminal justice linkage in Hongkou District were issued.</li> <li>• The first district-level standardization guiding technical document, “Standardization Guide for Food Safety Demonstration Business Districts (Streets),” was released.</li> </ul>
8	Yangpu	<ul style="list-style-type: none"> <li>• Collaboration with nine universities including Fudan University and Tongji University was undertaken to establish the “Yangpu District University Canteen Food Safety Self-governance Alliance” and the Green Catering Food Safety Self-governance Alliance in the Wujiaochang Heshenghui business district to promote food safety governance and sharing.</li> <li>• A new social governance model to prevent food waste was explored, and the KFC “Food Station” was launched.</li> </ul>

No.	Districts	Highlights
		<ul style="list-style-type: none"> <li>• The “Workshop of Joyful Youth” introduced a “model room” to help catering businesses understand the requirements for handling permits and the points for operating venue decoration.</li> </ul>
9	Baoshan	<ul style="list-style-type: none"> <li>• The “Public Appeal Risk Warning Work Guidelines” were formulated and published.</li> <li>• A joint coordination mechanism for food safety management at construction site canteens was established.</li> <li>• District-level standards against food waste were formulated.</li> <li>• Food safety inspection, monitoring, and disposal cases were selected as excellent cases in the Yangtze River Delta region.</li> <li>• Stringent measures were taken against food safety violations, including the investigation of cases such as the “412 Illegal Fishing of Aquatic Products,” which was commended by the Ministry of Public Security.</li> <li>• The “Baoshan Community Pass” intelligent governance system was utilized to extend regular science knowledge and information to citizens’ mobile phones.</li> </ul>
10	Minhang	<ul style="list-style-type: none"> <li>• An food safety science museum, the “Master Kong Headquarters (Taste Hall),” was established.</li> <li>• A new integrated “R&amp;D + production” model was created, transforming the PepsiCo Asia Research and Development Center into a training center for food production permits in Minhang District.</li> <li>• Bright Dairy was recognized as an intelligent manufacturing pilot demonstration factory jointly announced by four departments including the Ministry of Industry and Information Technology.</li> <li>• Rural wine outlets in the entire district were intelligently managed through the flagship store of the Suishenban platform.</li> <li>• The “Safe Kitchen” initiative was promoted to help businesses establish safety brands.</li> <li>• Smart supervision of key regulated edible agricultural products such as “peas” was advanced.</li> <li>• A total of 187 community dining service venues for the elderly were established.</li> </ul>
11	Jiading	<ul style="list-style-type: none"> <li>• A grassroots market supervision grid service system was established, and the implementation of the “Micro-grid Supported Food Safety Continuity System” was piloted.</li> <li>• Standards for four district-level self-operated wine clubs were</li> </ul>

No.	Districts	Highlights
		<p>revised to standardize rural collective dining practices.</p> <ul style="list-style-type: none"> <li>• Documents such as the “Night Market Food Stall Food Safety Management Guide,” the “Notice on Carrying out Special Governance of Mobile Food Stall Food Safety,” and the “Guidance on Supervision and Inspection of Fresh Stores” were formulated to address regulatory gaps in the industry.</li> <li>• Food safety communication figures were introduced to participate in food safety and “Food Safety Seals” communication campaigns.</li> <li>• “Ele.me Blue Knights” and other food safety “outposts” were established.</li> <li>• Efforts were made to become a “County with Superior Agricultural Product Quality and Safety”, with eligible agricultural product producers in the jurisdiction authorized to use the title of national safety county.</li> <li>• The city’s first “alcohol-containing” food business license was issued.</li> </ul>
12	Jinshan	<ul style="list-style-type: none"> <li>• Efforts were made to promote the development of green agriculture and fully support rural revitalization, taking advantage of the opportunity to create the fourth batch of national agricultural green development pilot zones.</li> <li>• Guidance was provided for food manufacturers to establish the city’s first prefabricated vegetable industry association, promoting the development of the prefabricated vegetable industry throughout the district.</li> <li>• Meal delivery businesses were guided to establish the Xinxu Wang Food Safety Alliance, promoting management improvement through technical exchanges, visits, and activities.</li> <li>• The alliance was guided to formulate the “Management Specification for Meal Delivery Services” group standard, clarifying business responsibilities.</li> <li>• Leveraging the functions of the Jinshan AI-based platform, five food safety grid events were integrated into the “One Network Management” platform.</li> <li>• A public welfare incubation campaign for small and medium-sized meat product manufacturers was pioneered.</li> <li>• Guidance documents were formulated, including the “Guiding Opinions on the Management of Food Safety in Rural Collective</li> </ul>

No.	Districts	Highlights
		<p>Dining in Jinshan District” and the “Management Specification for Chef Teams for Rural Collective Dining at Fixed Places,” enhancing the management level of rural wine outlets.</p>
13	Songjiang	<ul style="list-style-type: none"> <li>• A district with high-quality agricultural product safety was successfully created, and active efforts were made to create a national food safety demonstration city.</li> <li>• The “Food Safety Code” intelligent supervision platform was built, integrating with traceability systems and the “Hushi Responsibility” system, strengthening digital supervision.</li> <li>• A foodborne disease case monitoring and reporting system was pioneered, enhancing the timeliness and accuracy of foodborne disease monitoring by integrating it with the municipal-level foodborne disease monitoring and reporting system through the district-level platform.</li> <li>• Active promotion of food safety standard tracking and evaluation work was undertaken.</li> <li>• Campus “Smart Cafeterias” and “Smart” measures to prevent food waste were selected as demonstration cases in the 2023 food safety social governance exhibition.</li> <li>• The “You request, we inspect” initiative revitalized the production of time-honored food brands.</li> <li>• The green food certification rate has ranked first in the city for multiple years.</li> </ul>
14	Qingpu	<ul style="list-style-type: none"> <li>• Efforts were made to ensure the food safety of the 6th China International Import Expo (CIIE) by issuing “first certificates” and “first licenses” to a group of food businesses through on-site offices and real-time coordination. This facilitated the transformation of food exhibitors into investors and their exhibits into commodities, continuously amplifying the spillover effects of the CIIE.</li> <li>• Emphasis was placed on promoting science and knowledge dissemination. The district established its own “Qingting Shike” food brand and expanded food science content through platforms such as e Vision Live and the regional official WeChat account.</li> <li>• Given the characteristics of the area, agricultural product science sensitization was integrated into food and drug knowledge and education centers to further showcase the full chain of knowledge from field to table.</li> <li>• The district was recognized nationally as a “County with Superior</li> </ul>



No.	Districts	Highlights
		<p>Agricultural Product Quality and Safety”, establishing an authorization mechanism for the title and creating a shared regional brand.</p> <ul style="list-style-type: none"> <li>• Various departments collaborated to support the development of time-honored food brands, hosting the “Helping Businesses Grow” event.</li> </ul>
15	Fengxian	<ul style="list-style-type: none"> <li>• Innovative joint assurance mechanisms were established by key industry regulatory departments, implementing a “service-oriented” supervision approach.</li> <li>• Innovative initiatives such as the “Nanshanghai Xiancheng Youpin” gourmet section and the Fengcheng Food Safety Livelihood Interview program were introduced.</li> <li>• The case “Intelligent Supervision Strengthens Rapid Inspection and Benefits Livelihoods” was honored as one of the top ten innovative cases in food safety supervision empowered by technology in the national market supervision system.</li> <li>• The case of a seller going by the surname Pang, suspected of selling toxic and harmful food, was selected as a case under the supervision of the State Administration for Market Regulation.</li> <li>• The district issued the city’s first guideline for managing minor violations and irregularities in the field of market supervision, implementing refined “inclusive and prudent” supervision.</li> <li>• Innovative policies were introduced to promote high-quality development of the life and health industry in Fengxian District, providing policy support to facilitate the high-quality development of special medical purpose formula food industry.</li> <li>• The “+ Food Safety” online education platform was established to enhance the food safety awareness of practitioners.</li> </ul>
16	Chongming	<ul style="list-style-type: none"> <li>• Guidelines for the management of food safety in rural home-based alcohol production were issued, innovating the “seven-in-one” and “daily control” mechanisms to safeguard the food safety of rural home-based alcohol production.</li> <li>• A group standard for rural homestay service quality standards was formulated, and an action plan for temporary registration of rural homestay dining was explored.</li> <li>• Guidance was provided for the establishment of the city’s first raw tuna processing project at Changxing Hengsha Fishery Port.</li> <li>• The “Chongming Model” of green control over agricultural products was developed, with the certification rate of green food production</li> </ul>

No.	Districts	Highlights
		<p>exceeding 40%, ranking among the top in the city.</p> <ul style="list-style-type: none"> <li>• Breakfast vendors were included in the national food safety city project, establishing “convenience breakfast pavilions.”</li> <li>• A memorandum of cooperation on food safety supervision was signed with the Administration for Market Regulation of Nantong, collaborating to promote the integrated supervision of the Yangtze River Delta region.</li> </ul>

## VIII. Implementing Selected Food Safety Priorities in 2023

### (i) Phased Evaluation of Shanghai’s Implementation of National Food Safety Reform and Strengthening Efforts (2019-2022)

In August to November 2023, the SFDSC organized a third-party organization, the Shanghai Quality Association, to conduct a phased evaluation of the implementation of the “Shanghai Implementation Plan for Carrying out the *Opinions of the CPC Central Committee and the State Council on Deepening Reform and Strengthening Food Safety Regulation* (2019-2022).

**1. Background of the Evaluation:** In May 2019, the *Opinions on Deepening Reform and Strengthening Food Safety Regulation of the CPC Central Committee and the State Council* (Document No. 17 of the CPC Central Committee and the State Council in 2019) was issued. The Shanghai Municipal Party Committee and the Municipal Government attached great importance and organized thorough research. In December of the same year, the *Shanghai Implementation Plan for Carrying out the Opinions of the CPC Central Committee and the State Council on Deepening Reform and Strengthening Food Safety Regulation* (Document No. 1014 of the Shanghai Municipal Party Committee in 2019) was issued, establishing phased goals for the city’s food safety supervision in 2022,

2025, and 2035. It proposed 24 evaluation indicators and 33 work tasks in five aspects. In order to better summarize the experience and achievements and promote the work of the next stage, the SFDCS organized the evaluation work.

**2. Contents of the Evaluation:** The evaluation work was guided by Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era and complemented by a comprehensive assessment of the implementation of the “Shanghai Implementation Plan.” The overall approach consisted of the following:

- **Firstly, a goal-oriented and problem-oriented approach was adopted.** Focusing on the phased goals proposed in the “Shanghai Implementation Plan” for 2022, a total of 24 evaluation indicators and 131 work tasks were refined and categorized. Each task was compared to identify issues and gaps in implementation.
- **Secondly, a combination of quantitative and qualitative methods was used.** Historical data on the completion of quantitative indicators were reviewed to determine the status of completion. Simultaneously, qualitative grading evaluations were conducted for each specific work task based on the progress of implementation. Four evaluation levels were established: “highlights,” “effectiveness,” “measures,” and “gaps to fill.”
- **Thirdly, a comprehensive assessment from multiple perspectives was incorporated.** Various methods were utilized, including document evaluation, public data retrieval, questionnaire surveys, and research interviews. These methods aimed to collect satisfaction and effectiveness feedback from citizens, industries,

and businesses. The data collected from multiple sources were cross-referenced and compared to ensure a thorough evaluation.

The evaluation content encompassed three levels: assessment of the progress against established indicators, evaluation of the implementation of work tasks, and public evaluation of implementation effects. It comprehensively covered various aspects, such as establishing the strictest standards, implementing the most rigorous supervision, imposing the harshest penalties, maintaining the strictest accountability, holding food producers and operators responsible, promoting high-quality development of the food industry, enhancing risk management capabilities in food safety, advancing social governance of food safety, and carrying out actions to build public trust in food safety.

### **3. Evaluation Results**

**Progress of Evaluation Indicators:** Among the 24 evaluation indicators, 23 have already met the requirements set by the “Shanghai Implementation Plan” for the year 2022. The only indicator that has not yet reached the standard is the number of annual inspection samples for food safety. Notably, 13 indicators have surpassed the requirements for the year 2025. The trend is positive for 20 indicators, while 4 indicators have experienced slight fluctuations due to the impact of COVID-19 prevention and control measures and economic conditions. These include the total output value of the large-scale food industry, the number of annual inspection samples for food safety, the overall pass rate of major food safety monitoring, and the awareness of basic food safety knowledge among primary and secondary school students.

**Implementation Status of Work Tasks:** The evaluation categorized the 131 work tasks into four groups: “highlighted,” “effective,” “measures taken,” and “further measures needed.” The results show that 13 tasks (9.9%) were highlighted, 68 tasks (51.9%) were deemed effective, 45 tasks (34.4%) involved measures taken, and 5 tasks (3.8%) required further action. The areas needing additional attention include participation in international standards, the quantity of standard formulation and revision, exploration of the establishment of a food safety judicial appraisal system, revision of the *Shanghai Food Safety Administrative Accountability Measures*, and the promotion of batch management of food products.

**Public Evaluation of Implementation Effects:** The overall satisfaction scores for the public’s perception of food safety in Shanghai from 2019 to 2022 were 83.9 points, 86.5 points, 88.9 points, and 90 points, respectively. This demonstrates a continuous increase over four years, reflecting a high level of satisfaction with the implementation effects. The survey found that 78.5% of citizens believed Shanghai’s food safety had improved in recent years, and 86% of citizens were confident in Shanghai’s future food safety situation.

Table 28 Progress Measured against Evaluation Indicators

L-1 Categories	Indicators	Nature	2022 Target Completion Status	2019	2020	2021	2022	Result (Meeting the target)
I. Quality and Safety	1 Overall Food Safety Compliance Rate for Major Food Products (%)	Anticipatory	≥98	98.1	99.4	99.7	99.6	
	2 Food Safety Risk Monitoring Coverage (%)	Mandatory	≥97	100	100	100	100	

L-1 Categories	Indicators	Nature	2022 Target Completion Status	2019	2020	2021	2022	Result (Meeting the target)
of Food and Edible Agricultural Products	3 Overall Pass Rate of Quality Monitoring for Major Agricultural Products (%)	Anticipatory	≥98	99.86	99.5	99.5	99.7	√
	4 Annual Reported Incidence of Collective Food Poisoning Incidents (cases per 100,000 people)	Anticipatory	≤5	0.27	0.26	0.29	0	√
	5 Total Pesticide Usage for Local Agricultural Products (10,000 tons)	Mandatory	≤0.28	0.28	0.26	0.24	0.23	√
	6 Safe Utilization Rate of Contaminated Arable Land (%)	Mandatory	≥95	/	100	100	100	√
	7 Compliance Rate of Water Quality in Centralized Drinking Water Sources (%)	Mandatory	100	100	100	100	100	√
II. Quality and Safety Management of Food Producers and Operators	8 Proportion of Food Production Businesses Implementing the HACCP System (%)	Mandatory	100	100	100	100	100	√
	9 Self-Inspection Report Rate of Quality Management Systems in Food Production Businesses (%)	Mandatory	≥95	100	100	100	100	√
	10 Compliance Rate of “Trustworthy Supermarkets” (%)	Mandatory	100	100	100	100	100	√
	11 Proportion of Standardized Markets (%)	Mandatory	100	/	100	100	100	√
	12 Compliance Rate of “Reassuring Restaurants” in Medium and Large Public Catering Service Units (%)	Mandatory	≥80	82.1	82	82.1	82.2	√
	13 Compliance Rate of “Reassuring Canteens” in Institutional Canteens (%)	Mandatory	≥80	/	/	80.1	80.3	√
	14 Coverage of “Transparent Kitchens and Bright Stoves” in Public Catering Service Units (%)	Mandatory	100 (medium-sized and above)	100	100	100	100	√

L-1 Categories	Indicators	Nature	2022 Target Completion Status	2019	2020	2021	2022	Result (Meeting the target)
	15 Traceability Coverage of Major Food Varieties (%)	Mandatory	100	100	100	100	100	√
	16 Insurance Coverage for High-Risk Food Producers and operators (%)	Mandatory	≥90	100	100	100	100	√
III. Food Safety Supervision and Comprehensive Management Capability	17 Proportion of Standardized Grassroots Market Supervision Offices (%)	Mandatory	100	/	/	100	100	√
	18 Annual Food Safety Sampling and Monitoring Samples per 1,000 People (batches)	Mandatory	≥10	/	5.55	8.24	7.07	×
IV. Food Industry Development Quality	19 Total Output Value of Large-Scale Food Industries (billion yuan)	Anticipatory	≥1000	1024.9	1045.3	1175	1134.2	√
	20 Standardized Productivity of Farming and Breeding Industries (%)	Mandatory	≥90	81	83	86	90	√
V. Public Awareness and Satisfaction with Food Safety	21 Number of Food and Drug Safety Knowledge and Education Centers	Mandatory	≥300	170	233	316	364	√
	22 Public Awareness of Basic Food Safety Knowledge (points)	Anticipatory	≥90	86.2	85.4	87.3	90.6	√
	23 Basic Food Safety Awareness Among Primary and Secondary School Students (points)	Anticipatory	≥90	86.2	86.3	92.5	90.03	√
	24 Overall Public Satisfaction with Food Safety (points)	Anticipatory	≥90	83.9	86.5	88.9	90	√

Table 29 Achievement of Targets against Level-1 indicators

Results L-1 indicators	Highlights		Effectiveness		Measures		Gaps to fill		Total	
	No. of indicators	Percentage (%)	No. of indicators	Percentage (%)	No. of indicators	percentage (%)	No. of indicators	percentage (%)	No. of indicators	percentage (%)
I. Establishing the most rigorous standards	1	10.0	2	20.0	5	50.0	2	20.0	10	100
II. Implementating the strictest oversight	2	14.3	6	42.8	6	42.9	0	0.0	14	100
III. Enforcing the harshest penalties	0	0.0	7	70.0	2	20.0	1	10.0	10	100
IV. Maintaining the strictest accountability	1	20.0	3	60.0	0	0.0	1	20.0	5	100
V. Addressing problems with a focus on improving public satisfaction with food safety	4	17.4	10	43.5	8	34.8	1	4.3	23	100
VI. Upholding reform and innovation to expand the use of modern technology for food safety	2	6.9	17	58.6	10	34.5	0	0.0	29	100
VII. Serving national strategies and promoting high-quality integrated development of food safety in the Yangtze River Delta region	2	40.0	2	40.0	1	20.0	0	0.0	5	100
VIII. Upholding co-governance and sharing, improving the social governance system for food safety	1	4.2	15	62.5	8	33.3	0	0.0	24	100
IX. Strengthening organizational safeguards and consolidating grass-roots capacity	0	0.0	6	54.5	5	45.5	0	0.0	11	100
<b>Total</b>	<b>13</b>	<b>9.9</b>	<b>68</b>	<b>51.9</b>	<b>45</b>	<b>34.4</b>	<b>5</b>	<b>3.8</b>	<b>131</b>	<b>100</b>

## 5. Main Conclusions of the Evaluation



**Overall Situation of Food Safety:** By the end of 2022, the overall situation of food safety in the city was orderly and controllable, with sustained stability and improvement. The baseline of preventing systemic and regional food safety risks was maintained, and the overall satisfaction of citizens with food safety continued to increase. The phased goal established in the *Shanghai Implementation Plan* to build a food safety city to the satisfaction of citizens in line with the goal of becoming an internationally influential socialist modern metropolis by 2022 was largely achieved.

**Implementation of Party and Government Responsibilities for Food Safety:** Since the launch of the *Shanghai Implementation Plan* in 2019, various levels of Party committees and governments in Shanghai have worked to implement the decisions and deployments of the Party Central Committee and the State Council on food safety. They comprehensively implemented the requirements of joint responsibilities of Party and government for food safety under the leadership of the State Council's Food Safety Committee and the SFDC. This was reinforced by adhering to the *Regulations on Food Safety Responsibility of Local Party and Government Officials* and issuing the *Shanghai List of Food Safety Responsibilities for Party and Government Officials*. Meetings of the Municipal Party Committee Standing Committee, the Municipal Government Executive Meeting, and the SFDC were convened to research and arrange for food safety supervision, conduct special investigations on food safety, and continuously improve the food safety governance system.

**Stable and Positive Trend in Food Safety:** In 2022, the overall pass rate of food safety evaluation sampling in the city was 99.6%, and there were no reported incidents of collective food poisoning or other major food safety events. The score for citizens' awareness of food safety was 90.6 points, and the satisfaction score of citizens with food safety was 90 points, reaching historically high levels.

**Resolution of Outstanding Food Safety Issues:** With a focus on prominent issues of concern to the general public, efforts were made to address them through the Food Safety Assurance Project. This included initiatives such as implementing “three lists” (responsibility list, task list, assessment list) management to strengthen local food safety management responsibilities, upgrading the coordinated governance system in the food safety field across multiple departments, enhancing the closed-loop management of imported cold chain foods, issuing the *Shanghai Measures for the Supervision and Management of Aquatic Product Quality Safety*, promoting the creation of exemplary smart markets, and strengthening the construction of regulatory systems for special foods. These measures were recognized by the State Council's Food Safety Office as innovative practices in food safety oversight and received positive evaluations in food safety reviews and assessments.

**Initial Effectiveness of Territorial and Corporate Food Safety Responsibility Mechanism:** The comprehensive implementation of food safety responsibilities at the local level and the responsibilities of businesses (referred to as the “Joint responsibilities”) began to yield positive results. This included establishing and improving hierarchical and precision prevention and control mechanisms and achieving a completion

rate of 100% for the lists of food safety assurance responsibilities, signing commitment letters, supervision, inspection, communication, training, and the provision of food safety management personnel in food producers and operators.

**Progress in Serving National Strategic Objectives in Food Safety Oversight:** As the national strategy for the integrated development of the Yangtze River Delta region was further implemented, integrated market supervision by governments in the Yangtze River Delta was promoted, and efforts were made to explore the establishment of a regional cooperation mechanism for tracking and evaluating food safety standards in the region. Significant strides were taken in advancing the integration of food safety information traceability in the Yangtze River Delta region. Continuous completion of food safety supervision services for the Import Expo for several years ensured the sustained amplification of the spillover effects of the Import Expo.

## **6. Risks and Challenges.**

New challenges have emerged in food safety regulation alongside changes in the domestic and international macro environment and developmental stages.

**The downturn in the market environment posed challenges to strict supervision.** In 2022, the total output value of the food industry above a certain scale decreased by 3.5 percentage points year-on-year. The industry's stable and sustained development faces numerous challenges. Balancing development promotion and strengthened supervision is a key consideration for the next phase of food safety regulation.

**The heavy workload and recurrent nature of food safety issues**

**present challenges.** The food industry itself is not highly industrialized, scaled, or intensive. Issues persist, such as weak legal awareness among some market entities, imperfect management in the production and operation process, unbalanced development among large, medium, and small enterprises, insufficient investment in technological R&D, unstable supply chains in the industrial chain, and inadequate international competitiveness.

**There is a need to further emphasize institutional and innovative work.** As citizens' living standards and health awareness improve, their demand for food quality is also increasing. The demand is shifting from a "baseline" to a "high standard," placing higher requirements and expectations on food safety regulation.

**The efficiency of social governance needs to be improved.** Food safety concerns the welfare of society and required a systemic approach that involves multiple sectors. Although a preliminary situation of social governance has formed, there is insufficient synergy among government, society, and the market. In particular, the fragmentation of responsibility sharing and governance processes has led to unclear responsibilities among relevant parties.

**Certain indicators and tasks still need to be further promoted.** The evaluation index of the number of samples for annual food safety spot checks did not reach the target value of 10 batches per thousand people as determined in the *Shanghai Implementation Plan*. There is a significant gap between the number of standard formulation and revision and the quantitative requirements of the "Shanghai Implementation Plan," and there is room for improvement in international standardization

cooperation and exchanges.

## **(ii) Further Implementing “Joint Responsibilities” for Food Safety**

In 2023, the SFDCS and the SMAMR fully implemented the work requirements of the State Council’s Food Safety Committee and the State Administration for Market Regulation to further tighten and implement the “joint responsibilities” for food safety. By the end of 2023, the city achieved full coverage of main entity responsibility, supervision, compliance with food safety management personnel, hierarchical inspection, and publicity and training. The city coordinated and implemented territorial, departmental, enterprise, and social supervision responsibilities, successfully completing the phased tasks set for 2022-2024. More than 20,000 grassroots officials in the city contributed to ensuring the “safety on the tip of the tongue” for residents.

**1. Orderly Implementation of Supervision:** The city had a total of 22,333 grassroots officials for supervision (including 2,424 reserve grassroots officials). The “Shanghai Food Responsibility” system recorded 296,263 certified food manufacturers and operators with effective records (of which 263,330 were eligible for inclusion in grassroots supervision, and 32,933 were not included due to factors such as being unreachable). Other types of food manufacturers and operators, such as small-scale food production and processing workshops, small-scale catering service providers implementing temporary filing management, and food operators selling only pre-packaged food, totaled 69,166 businesses (of which 61,307 were eligible for inclusion in grassroots supervision, and 7,859 were not included due to factors such as being unreachable). The grassroots officials fulfilled their supervision tasks as required, conducting

a total of 1,215,395 supervision sessions, discovering and resolving 5,090 problems involving 3,894 entities, effectively eliminating a batch of hidden food safety risks.

Table 30 Staffing for Food Safety Oversight in Shanghai

Level	City-wide	Pudong	Huangpu	Jing'an	Xuhui	Changning	Putuo	Hongkou	Yangpu	Baoshan	Minhang	Jiading	Jinshan	Songjiang	Qingpu	Fengxian	Chongming
District	64	6	1	13	1	2	1	1	3	1	1	13	2	5	2	11	1
Town	2,910	272	267	130	93	195	87	33	189	131	182	851	104	80	61	128	107
Village	16,935	1,979	502	529	1,064	496	793	538	954	935	2,179	852	1,554	1,200	805	1,113	1,442
Total	19,909	2,257	770	672	1,158	693	881	572	1,146	1,067	2,362	1,716	1,660	1,285	868	1,252	1,550

Table 31 Food Operators Subject to 7/24 Regulatory Oversight by Field Personnel

	City-wide	Pudong	Huangpu	Jing'an	Xuhui	Changning	Putuo	Hongkou	Yangpu	Baoshan	Minhang	Jiading	Jinshan	Songjiang	Qingpu	Fengxian	Chongming
A	269	34	5	17	4	7	10	1	20	16	20	30	12	41	26	23	3
B	32,446	1,713	2,031	1,447	339	2,025	608	174	1,070	1,649	755	18,711	339	705	268	338	274
D	291,922	50,162	5,475	11,290	9,836	6,798	13,639	5,773	8,808	24,167	27,218	17,395	38,950	29,658	18,305	14,251	10,197
Total	324,637	51,909	7,511	12,754	10,179	8,830	14,257	5,948	9,898	25,832	27,993	36,136	39,301	30,404	18,599	14,612	10,474

Table 32 Problems Identified through Regulatory Inspections

	City-wide	Pudong	Huangpu	Jing'an	Xuhui	Changning	Putuo	Hongkou	Yangpu	Baoshan	Minhang	Jiading	Jinshan	Songjiang	Qingpu	Fengxian	Chongming
No. of Problems	5,090	250	221	361	696	220	297	44	345	164	511	292	144	523	95	402	525
Follow up Rectification	5,090	250	221	361	696	220	297	44	345	164	511	292	144	523	95	402	525
Rectification rate	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

**2. Implementation of Responsibility of Businesses as Key Actors:** All levels of grassroots government were equipped with food safety management personnel in compliance with regulations (11,490 businesses equipped 12,343 food safety supervisors, and 324,637 businesses equipped 411,170 food safety staff). In line with their actual situations, they formulated “Food Safety Supervisor Responsibilities,” “Food Safety Staff Code of Conduct,” and “Food Safety Risk Control Checklist,” and established and improved the “daily control, weekly inspection, monthly scheduling” or “daily control” work systems and mechanisms, implementing self-inspection requirements. The shared responsibility for food safety was implemented. In June 2023, the SMAMR organized a city-wide event where 1,396 food manufacturers publicly committed to strictly fulfilling their food safety responsibilities as main actors in the food industry.

Table 33 Staffing of Food Safety Supervisors and Inspectors in Food Businesses

	City-wide	Pudong	Huangpu	Jing'an	Xuhui	Changning	Putuo	Hongkou	Yangpu	Baoshan	Minhang	Jiading	Jinshan	Songjiang	Qingpu	Fengxian	Chongming
No. of Supervisors	11,490	1,600	1,425	1,262	389	594	1164	182	521	1,300	1,115	363	197	436	239	512	191
No. of inspectors	324,637	51,909	7,511	12,754	10,179	8,830	14,257	5,948	9,898	25,832	27,993	36,136	39,301	30,404	18,599	14,612	10,474

**3. Orderly Conduct of Inspections**

Building upon the self-inspections in each district, the Office of the SFDSC conducted two rounds of city-level inspections covering all 16 districts in March and October 2023. According to requirements, the

district and street office of the SFDSC completed 100% of the hierarchical inspections covering no less than once for 2,234 streets (parks) and 6,234 residential villages. Issues identified by the supervision of grassroots officials were handed over to the SMAMR for investigation and handling, with 79 cases filed. In mid-April 2023, a batch of typical cases violating the *“Regulations on Supervision and Management of Businesses’ Implementation of Food Safety Responsibility”* was exposed on the SMAMR WeChat public account, aiming to strengthen the implementation of shared responsibilities through law enforcement inspections and public exposure.

#### **4. Technological Empowerment to Reduce Burden at Grassroots Level**

The SFDSC fully met the municipal Party committee and government’s requirement to reduce the burden at the grassroots level by implementing advanced management in 4,559 school canteens (including kindergartens and childcare institutions). To strengthen technological empowerment, the “Shanghai Food Responsibility” system was developed and launched, achieving standardized, paperless, and convenient grassroots work. An information management module for implementing shared responsibilities (“daily control, weekly inspection, monthly scheduling”) was added to the Shanghai food safety information traceability platform. The SFDSC integrated and coordinated the performance of the joint responsibility system and the “special action for rectification of food safety risks.” The SMAMR conducted targeted inspections on problem entities identified by grassroots officials’ supervision and promptly marked issues discovered by the SMAMR on the



“Shanghai Food Responsibility” system, achieving targeted supervision and enhancing the effectiveness of grassroots supervision.

### **5. Continuous Improvement of Supporting Systems**

In 2023, various departments including the SFDC and the SMAMR issued 13 supporting documents. These documents included “Guiding Opinions on Further Implementing the State Council Food Safety Commission’s Opinion on Establishing a Hierarchical, Precise Prevention and Control, End-of-Chain Efforts, and Terminal Results Mechanism to Promote the Implementation of Food Safety Territorial Management Responsibilities,” “Guidelines for Other Types of Food Producers and Operators in Shanghai to Implement Shared Responsibility for Food Safety,” “Management Measures for Supervision and Inspection of Food Safety Knowledge of Food Industry Personnel in Shanghai,” “Guidelines for Food manufacturers in Shanghai to Implement Shared Responsibility for Food Safety,” “Guidelines for Shanghai Food Enterprise R&D Centers on Food Production License Application,” “Guiding Opinions on Carrying out the ‘Food Operators of Different Sizes in Symbolic Operations’ Initiative in Shanghai,” “List of Food Safety Risks and Prevention and Control Measures for Edible Oil, Fat, and Their Products Producers in Shanghai,” “Guidelines for Food Sales Businesses in Shanghai to Implement Food Safety Responsibility,” “Guidelines for Catering Businesses in Shanghai to Implement Shared Responsibility for Food Safety,” “Notice on Implementing the Supervision and Management Regulations of Businesses on Food Safety Responsibility in School Cafeterias in Shanghai,” “Notice on Further Strengthening the Management of Food Safety in Construction Sites in Shanghai,” “Notice

on Strengthening the Work of Food Safety and Nutrition Health in Primary and Secondary Schools and Kindergartens in Shanghai,” and “Notice on Carrying out the Pilot Work of Remote Non-site Supervision of Key Points for Special Food manufacturers such as Infant Formula Milk Powder in Shanghai.” These documents aimed to strengthen the implementation of the “Joint responsibilities” mechanism for food safety.

## **6. Gradual Establishment of Work Mechanisms**

The implementation of “joint responsibilities” for food safety was identified as one of the municipal government’s key tasks in 2023. This initiative was included in the annual performance evaluation of leadership teams at all levels of the party and government and was listed as a component for creating food safety streets that meet residents’ satisfaction. The SMAMR included the provision that grassroots market supervision offices actively assist officials in their work and promptly address identified problems into the “Implementation Opinions (Trial)” and the grading criteria system for evaluating these offices. This ensured effective coordination between territorial management responsibilities and departmental supervision responsibilities. All districts fully adhered to the requirements of shared food safety responsibilities between the party and government. The directors of the food and drug safety committees in all 16 districts actively participated in grassroots supervision, with some district party and government officials taking the lead in these efforts.

## **7. Enhanced Training**

The SFDC provided comprehensive training for all staff and grassroots officials in food and drug safety offices across the city, with approximately 23,000 participants, distributing about 29,000 copies of the

“Practical Guide for On-site Food Safety Inspections.” Each of the 16 districts, along with 234 streets, conducted hierarchical and classified comprehensive training. Moreover, various levels of SMAMR conducted nearly 2,000 training sessions for food safety supervisors and management personnel of businesses, with over 140,000 participants in total.

### **8. Increasingly Intense Communication Efforts**

Through various channels such as the “Shanghai Release” WeChat public account, the Shanghai Food Safety Website, the SMAMR WeChat public account, outdoor electronic screens, posters, promotional videos, forums, lectures, and other platforms, the communication for “joint responsibilities” for food safety intensified. According to statistics from the Office of the SFDC, they produced four training videos for grassroots supervision, distributed 82,000 communication posters, and published nearly 220 reports. At the launch ceremony of the Shanghai Food Safety Promotion Week, city leaders awarded “supervision certificates” to representatives of grassroots supervision, and 11 districts in the city held commendations for “outstanding food and drug safety officials” and “the most appreciated grassroots supervisors.”

#### **(iii) Improving Business Environment in the Food Industry**

To promote the construction of a business-friendly environment, deepen high-level reform and opening up, accelerate high-quality development, and help build Shanghai into an international center for economy, finance, trade, shipping, and scientific and technological innovation, the SMAMR took multiple measures in line with the decisions and arrangements of the Party Central Committee, the State Council, and

the Municipal Party Committee and Government. These measures focused on ensuring food safety, improving service efficiency, and promoting the continuous optimization of the business environment.

### **1. Application of the Innovative Concept “One Premise, Dual Uses”.**

The SMAMR issued the *Guidelines for Food Production License Application for Food Operator R&D Centers* in line with Shanghai’s optimized business environment version 6.0. This innovative approach allows the integration of production functions into existing research and development centers, breaking the constraints of separate spaces for food research and production and establishing a new “research + production” model. The initiative aims to accelerate the marketization of research and innovation processes, stimulate corporate innovation vitality, and contribute to the innovative development of the headquarters economy. By continuously optimizing the full life cycle service of businesses, it enhances their perception and sense of acquisition. The Municipal Development and Reform Commission recognized this as exemplary case for creating a first-class business environment, and it was widely reported by more than 20 media outlets, including Wenhui Daily.

### **2. Advancing “Food Operators of Different Sizes in Symbolic Operations” Initiative.**

The SMAMR issued guidelines for the implementation of the “Food Operators of Different Sizes in Symbolic Operations” initiative to facilitate high-quality development of the food production industry. The initiative follows the principles of “government guidance, food operator ownership, mutual benefit, and cooperation” and pairs large enterprises in Shanghai with small and medium-sized enterprises with demand and potential,

forming one-on-one or one-to-many pairing mechanisms. Through activities such as training centers, symposiums, and training sessions, 46 exchanges were conducted, benefiting 57 businesses and supporting SME development. The integrated release pilot project for policies related to market entities' production activities in the food production sector collected and compiled 363 national, municipal, and district-level laws and policies and was officially launched on the Shanghai Municipal Government Portal website on July 1, 2023.

### **3. Early Warning System for Food Manufacturers and New Mechanisms for Trigger-based Supervision**

To establish a risk early warning system for food manufacturers, the SMAMR issued guidelines for implementing trigger-based supervision in the food production field. It collects comprehensive information on administrative licenses, inspections, penalties, and spot checks for food (including special food) producers, constructing a credit risk classification model and a risk early warning information system. For food manufacturers with lower credit risk levels (A-level), mainly risk-triggered supervisory inspections are adopted to enhance targeted supervision and reduce interference with normal business operations. The State Administration for Market Regulation included Shanghai's case of managing credit risks for food manufacturers in the "China Enterprise Credit Yearbook."

### **4. "Two-in-One" Licensing for Liquor Product Operations**

The SMAMR introduced four major measures to simplify the licensing process for liquor product operations by incorporating liquor product operation licenses into food operation permits. These measures include

adjusting food operation projects, simplifying application materials, unifying validity periods, and clarifying regulatory requirements. This problem-oriented approach achieves simplified pre-approval for nearly 100,000 businesses, with “one form for one application, and one approval leading to one certificate.”

### **5. Simplifying Chain Food Business Licensing Process**

The SMAMR issued and implemented the “Shanghai Measures for Facilitating Licensing of Chain Food Business (Trial),” which simplifies application materials, waives on-site inspections, and shortens approval times for headquarters and branch stores of chain food businesses. This reduces institutional transaction costs for businesses. The review of 15 chain food business headquarters was completed, and 445 branch stores were opened using these streamlined measures, reducing the average approval time to 1.5 days. The “*Shanghai Guidelines for the First Supervision Inspection of Facilitating Licensing of Chain Food Business (Trial)*” was formulated to improve the connection between licensing and supervision.

### **6. “Smart and Easy” Food Business Licensing**

Online assistance services were provided, leveraging big data, artificial intelligence, and other means to increase the pre-filled rate of application information and the rate of waived materials, achieving “self-service terminal” processing for food business licensing cancellations. Progress was made in opening up the Yangtze River Delta electronic licenses to online food ordering platforms.

### **7. Exploring Remote Non-Site Supervision**

A pilot program was implemented to explore remote, non-site supervision for critical control points in the production of infant formula (4 businesses) and health foods (31 businesses). Following a frequency of at least once every two weeks for online inspections, routine online inspections and record filing of key control points for production and processing of special food manufacturers were conducted, serving as a supplementary means for on-site supervision.

### **8. Measures for Licensing and Supervising Plant-based Cold Foods**

The SMAMR issued the *“Trial Opinions on Standardizing the Licensing and Supervision of Plant-based Cold Foods by Small-scale Catering Service Providers”* to address hot topics such as the sale of “smacked cucumbers” and “cold-dressed cucumbers.” Using the concept of “penetrating supervision,” it ensures food safety while simplifying certification for related simple food production and sales activities, effectively improving regulatory efficiency and optimizing the business environment. Since the policy's implementation, there has been an increase of 669 small-scale catering service providers engaged in the sale of cold food items.

#### **(iv) Building Food Safety Streets and Neighbourhoods**

**1. A “three-tier Collaboration” Approach:** The municipal government enhanced the mechanism for building food safety neighborhoods that met citizen expectations, creating national food safety demonstration cities, and constructing food safety cities that satisfied citizens. This included improving the grassroots governance system for food safety and promoting urban governance modernization. The SFDSC issued the “Shanghai Municipal Food Safety Neighborhood Construction Plan,”

initiating the recommendation and selection process for the first batch of such neighborhoods citywide.

**2. A Three-year Creation Cycle to make Shanghai Food-Safe:** The initiative to build food safe neighborhoods that satisfied citizens commenced in 2023, with 1/5 to 1/3 of neighborhoods from each jurisdiction participating in the implementation process annually. Each creation cycle spanned three years and included four stages: district-level recommendation, neighborhood creation, district-level preliminary evaluation, and municipal-level acceptance. Neighborhoods that passed the evaluation were designated as “Shanghai Municipal Food Safety Neighborhoods” by the SFDSC. The plan aimed to complete 3 to 5 rounds of creation, ensuring that neighborhoods across the city met the required standards.

**3. Enforcing Strict Evaluation Criteria:** The criteria for evaluating food safety neighborhoods that satisfied citizens were outlined in the “Shanghai Municipal Food Safety Neighborhood Construction Evaluation Guidelines.” These guidelines covered basic indicators, food safety conditions, demonstration leadership, and disqualification criteria. The evaluation standards focused on indicators such as sustained good food safety conditions, implementation of basic food safety oversight measures, and public satisfaction. Failure to achieve a satisfaction score of at least 85 points resulted in disqualification.

**4. Implementing SFDSC Plenary Session Decision:** In December 2023, during the second plenary session of the SFDSC, it was announced that 73 neighborhoods in the city were shortlisted as pilot food safety neighborhoods that satisfied citizens’ needs. Through this initiative, the



food safety governance systems of these neighborhoods were improved, their governance capabilities significantly enhanced, and various metrics such as the incidence of collective food poisoning incidents, public awareness of basic food safety knowledge, and overall public satisfaction with food safety met the required standards.

Table 34 First Batch of Towns and Streets Shortlisted for “Food Safety Neighbourhoods”

Initiative

District	Towns and Streets
Pudong	Nanhui New Town, Lujiazui Street, Weifang Xincun Street, Huamu Street, Pu Xing Road Street, South Wharf Road Street, Zhou Jiadu Street, Jinqiao, Tangzhen, Gaodong, Sanlin, Xuanqiao
Huangpu	Nanjing East Road Street, Bund Street, Ruijin 2nd Road Street, Xiaodongmen Street
Jing’an	Caojiadu Street, Tianmu West Road Street, North Station Street, Gonghe New Road Street, Pengpu
Xuhui	Tianping Street, Xietu Street, Huajing
Changning	Beixinjing Street, Hongqiao Street, Tianshan Road Street, Chengjiaqiao Street
Putuo	Changzheng, Caoyang Xincun Street, Wanli Street
Hongkou	North Sichuan Road Street, Jiaxing Road Street, Ouyang Road Street
Yangpu	Yanji Xincun Street, Changbai Xincun Street, Changhai Road Street
Baoshan	Yuepu, Daba, Gaogao, Youyi Road Street
Minhang	Qibao, Xinzhuang, Jiangchuan Road Street, Hongqiao Town, Xinhong Street
Jiading	Malu, Juyuan New District, Jiading Town Street
Jinshan	Jinshanwei, Lvxiang, Shanyang, Zhujing
Songjiang	Zhongshan Street, Fangsong Street, Yueyang Street, Jiuliting Street, Dongjing Town, Shihudang
Qingpu	Xujing, Zhaoxiangn, Huaxin, Xiayang Street
Fengxian	Nanqiao, Xidu Street, Jinhai Street, Bay Tourism Area
Chongming	Chengqiao, Chenjia, Changxing, Jianjian, Gangyan, Hengsha

## **IX. Way Forward in 2024**

### **1. Overall Goal**

In 2024, Shanghai aims to be at the forefront of food safety efforts both domestically and internationally. The city will fully implement the roadmap charted by the Communist Party of China at the 19th National Congress and comprehensively advance the implementation of the *“Shanghai Implementation Plan for Deepening Reform and Strengthening Food Safety Oversight.”* Building on the strategic directives outlined by the 19th National Congress regarding the strengthening of food and drug safety supervision and President Xi Jinping’s instructions on food safety, Shanghai will focus on modernizing its governance system and capabilities for higher levels of food safety.

The city’s goals include:

- Elevating food safety regulations and risk management to international standards
- Promoting high-quality and environmentally friendly development in the food industry
- Enhancing the legal awareness, responsibility, and integrity of food producers and operators
- Improving public knowledge and satisfaction with food safety measures.

By achieving a significant improvement in food safety conditions, Shanghai aims to ensure that its residents can eat healthily, comfortably, and confidently. The city targets an overall food monitoring qualification rate of over 99%, with a sampling volume of edible agricultural products and food reaching 10 batches per thousand people. The incidence of collective

food poisoning incidents should be less than 4 cases per 100,000 people annually. Furthermore, efforts will be made to increase public awareness of food safety, aiming for a score of over 91 in both knowledge and overall satisfaction ratings. These efforts will help establish Shanghai as one of the safest, most reassuring, and most satisfactory cities in terms of food safety.

### **Main Tasks**

The main tasks for 2024 are as follows:

- The principle of shared responsibilities between the Party and the government will be upheld, and all stakeholders' responsibilities will be rigorously implemented and enforced. This includes establishing a hierarchical and precise prevention and control mechanism, fully implementing local food safety management, industry supervision, and departmental oversight responsibilities. The focus will be on ensuring businesses fulfill their primary responsibilities while advancing the modernization of the food safety governance system and capabilities.
- Comprehensive food safety supervision will be strengthened by implementing the "strictest standards" principle. This involves strict control over various aspects, such as the environmental conditions of production areas, the use of agricultural inputs, the quality and safety of grains, food production and processing, and the quality and safety of food operations. Special attention will be given to addressing prominent issues of public concern, such as controlling excessive residues of agricultural and veterinary drugs,

cracking down on food adulteration and counterfeiting, regulating the misuse of food additives and illegal additives, and enhancing food safety supervision in emerging industries and formats like central kitchens, pre-packaged meals, live-streaming sales, and fresh e-commerce.

- Innovation will be fostered to enhance the level of scientific regulatory capabilities. This includes leveraging the construction of the National Market Supervision Digital Pilot Zone (Shanghai) to promote digital transformation and intelligent supervision, enhancing the informatization of food safety supervision work, strengthening grassroots foundations, and reinforcing joint credit punishment mechanisms.
- Regional cooperation will be strengthened, and the implementation of major national tasks will be advanced by aligning with national strategies. Efforts will be made to promote high-quality integrated development of food safety in the Yangtze River Delta region, advance the construction of the National Market Supervision Administration's food review center in the Yangtze River Delta, and explore new mechanisms for food production, operation permits, and regulation in the China (Shanghai) Pilot Free Trade Zone (including the Lingang New Area).
- Shanghai will maintain an open and cooperative stance by actively participating in the revision of national and international standards. The city will benchmark against the highest international standards, engage in international exchanges and cooperation in the field of food safety, and enhance the

international visibility of “Shanghai standards.”

- Social governance will be emphasized by improving the food safety governance system. This includes doubling efforts towards the designation of “national food safety demonstration districts” and promoting the construction of food safety neighborhoods. It also involves strengthening food safety awareness and education, maximizing the role of experts and social supervision through news media, complaints, and reporting, effectively managing public opinion, and continuously enhancing the public’s sense of security and satisfaction with food safety measures.

## Schedule

### Completion of Intended Targets for Food Safety in 2023

Categories	No.	Indicators	2023 Intended Target	2023 Completion Status
Quality and Safety of Food and Edible Agricultural Products	1	Overall Food Safety Compliance Rate for Major Food Products (%)	≥99	99.2
	2	Food Safety Risk Monitoring Coverage (%)	≥97	100
	3	Overall Pass Rate of Quality Monitoring for Major Agricultural Products (%)	≥98	99.5
	4	Annual Reported Incidence of Collective Food Poisoning Incidents (cases per 100,000 people)	<4	0.0
	5	Total Pesticide Usage for Local Agricultural Products (10,000 tons)	<0.28	0.22
	6	Safe Utilization Rate of Contaminated Arable Land (%)	≥95	100
	7	Compliance Rate of Water Quality in Centralized Drinking Water Sources (%)	100	100
Quality and Safety Management of Food Producers and Operators	8	Proportion of Food Production Businesses Implementing the HACCP System (%)	100	100
	9	Self-Inspection Report Rate of Quality Management Systems in Food Production Businesses (%)	100	100
	10	Compliance Rate of “Trustworthy Supermarkets” (%)	100	100
	11	Proportion of Standardized Markets (%)	100	100
	12	Compliance Rate of “Reassuring Restaurants” in Medium and Large Public Catering Service Units (%)	≥80	82.4
	13	Compliance Rate of “Reassuring Canteens” in Institutional Canteens (%)	≥80	80.5
	14	Coverage of “Transparent Kitchens and Bright Stoves” in Public Catering Service Units (%)	100	100
	15	Traceability Coverage of Major Food Varieties (%)	100	100
	16	Insurance Coverage for High-Risk Food Producers and operators (%)	≥90	100

Categories	No.	Indicators	2023 Intended Target	2023 Completion Status
Food Safety Supervision and Comprehensive Management Capability	17	Proportion of Standardized Grassroots Market Supervision Offices (%)	100	100
	18	Annual Food Safety Sampling and Monitoring Samples per 1,000 People (batches)	≥10	9.3
Food Industry Development Quality	19	Total Output Value of Large-Scale Food Industries (billion yuan)	≥1000	1150.9
	20	Standardized Productivity of Farming and Breeding Industries (%)	≥90	91.0
Public Awareness and Satisfaction with Food Safety	21	Number of Food and Drug Safety Knowledge and Education Centers	≥370	419
	22	Public Awareness of Basic Food Safety Knowledge (points)	≥90	91.0
	23	Basic Food Safety Awareness Among Primary and Secondary School Students (points)	≥92	92.6
	24	Overall Public Satisfaction with Food Safety (points)	≥90	90.9

\*1. The “2023 Expected Targets” are the milestones set out in the “Implementation Plan for the Shanghai Municipality to Implement the Opinions of the Central Committee of the Communist Party of China and the State Council on Deepening Reforms and Strengthening Food Safety” and the “Arrangement of Shanghai’s Food Safety Priorities for the Year 2023”;

2. The standardized vegetable farms include newly built and reconstructed vegetable farms.