

# Shanghai Food Safety Report 2024

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

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Food safety is not just a matter of public health; it's a cornerstone of a thriving society and a fundamental measure of quality of life. In 2024, Shanghai made food safety a top governance priority, aligning its efforts with national strategies to create a world-class food safety environment. Driven by the central government's *Opinions on Deepening Reform and Strengthening Food Safety Governance*, and its own tailor-made implementation plan, Shanghai embarked on a comprehensive program to enhance food safety and boost regulatory efficiency in protection of consumers' interests.

Under the leadership of the Shanghai Municipal Government, and with the strong support of Shanghai's legislative and advisory bodies, the city's food safety regulators implemented sweeping initiatives to strengthen every aspect of food safety governance. These initiatives were guided by a commitment to the "four mosts" with regard to food safety: ensuring the highest standards, implementing the most rigorous oversight, applying the most severe penalties for violations, and demanding the strongest accountability for all stakeholders.

As a result of these concerted efforts, Shanghai significantly strengthened its regulatory framework and risk prevention measures, and, crucially, increased public confidence in the safety and integrity of its food

supply. This report details the key achievements and initiatives of Shanghai's food safety efforts in 2024.

## **I. State of Food Safety in Shanghai**

In 2024, the overall compliance rate for food safety monitoring in Shanghai, across major food categories, was 99.4%, marking an increase of 0.2% from the previous year and demonstrating a consistently high level of safety. Public awareness of food safety information scored 91.6 out of 100, an increase of 0.6. Overall public satisfaction with food safety conditions rose by 0.6, reaching 91.5. Notably, for the third consecutive year, there were no reported cases of widespread foodborne diseases or major food safety incidents. This indicates a stable and improving food safety landscape in Shanghai (see Appendix 1 for key performance indicators).

Shanghai's food safety strategy relied on coordinated efforts among different districts and regulatory agencies, fostering a citywide commitment to ongoing improvement. Key developments in 2024 include the following:

### **1. Strengthening Food Safety Governance**

Shanghai reinforced local accountability by implementing a structured approach to food safety oversight. The “Three Notices and One Letter” (3N1L) initiative addressed responsibilities for local governments at all levels, and for regulatory departments, as well as for food enterprises. Furthermore, the city introduced “Ten Optimized Measures” to improve food safety governance and promote the “Joint Responsibilities” framework, which emphasizes both government

supervision and corporate accountability.

## **2. Enhancing Risk Prevention and Control**

Shanghai prioritized comprehensive risk management across the entire food supply chain. Efforts focused on strengthening oversight of agricultural practices through targeted campaigns. These campaigns addressed soil contamination and heavy metal residue in agricultural products. The city also expanded the *Three-Year Action Plan to Eliminate Prohibited Substances, Control Pesticide Residues, and Improve Food Quality (2021-24)*. At the same time, the city intensified food safety inspections in schools and meat markets. Law enforcement campaigns, such as “Iron Fist,” “Kunlun,” and “National Gatekeeper”, continued to combat illicit food trade and counterfeit products.

## **3. Advancing Food Safety Regulation**

Regulatory innovation remained a core focus of enforcement efforts. Shanghai continued to implement a credit-based management system for food production and distribution businesses, using risk classifications and credit ratings to encourage compliance. Digital governance was strengthened through the “1+4+N” framework, which includes a central food safety intelligent management platform, four key regulatory mechanisms, and a range of specialized applications. This use of digital technology aimed to improve monitoring and regulatory efficiency. Meanwhile, public health, agriculture, and market regulatory agencies intensified routine inspections and transparent reporting, ensuring accountability and maintaining consumer trust.

## **4. Promoting Industry Innovation and High-quality Development**

The “5+4+N” integrated regulatory model was fully implemented in

the catering sector. This model consists of five key regulatory aspects, namely, licensing management, routine inspections, targeted enforcement campaigns, risk-based supervision, and a credit system for food service providers. These aspects are supported by four essential mechanisms: digital supervision, public participation, professional training, and an emergency response system. These mechanisms ensured compliance and allowed for quick responses to potential risks. The “N” component represents a series of adaptable initiatives tailored to specific challenges in different catering service environments.

Additionally, a QR-code traceability system for pre-packaged food was introduced to enhance consumer confidence. A new section named “One-item” was added to Shanghai One-Stop Government Services Platform, to facilitate restaurant registration and reduce administrative burdens. Furthermore, Shanghai expanded cooperation with neighboring provinces through the publication of the *Food and Agricultural Product Traceability Standard for the Yangtze River Delta*, ensuring stronger food safety mechanisms across the region.

## **5. Strengthening Food Safety Co-governance and Shared Responsibility**

Public engagement remained a critical pillar of Shanghai’s food safety strategy. Initiatives included a “Food Safety Week” and themed educational campaigns designed to raise consumer awareness. A new column named “Community Leaders’ Insights on Food Safety” was launched in Wenhui Daily, which provided a platform for public discussion about food safety policies. The 5<sup>th</sup> Shanghai Food Safety Co-governance Forum, held on October 24, brought together representatives from industry, government, and academia to explore effective ways of

improving collective oversight. Community-based monitoring programs, such as “You Request, We Test” encouraged public participation in food safety testing and education, fostering a collaborative approach to food safety governance.

Through these comprehensive efforts, Shanghai continued to build a robust and forward-looking food safety system, ensuring the highest standards of food safety for both residents and visitors.

## **II. Supervision and Management of Food Production and Distribution**

### **(I) Overview of Food Production and Distribution Businesses**

By the end of 2024, Shanghai had 392,979 registered food production and distribution businesses, a 3.7% increase from the previous year. Among them, there were 1,563 food production enterprises (excluding those engaged in the production of special foods and food additives), including 1,558 holding food production licenses, and other 5 operating under small-scale workshop permits, which represented an increase of 10.1% from the previous year. The number of food retail entities reached 241,076, a 4.3% growth; this included 139,801 holding food sales licenses and 101,275 registered solely for the sale of pre-packaged food. Additionally, the city was home to 149,002 food service providers, a 2.8% growth, including 144,627 licensed entities and 4,375 small-scale businesses with temporary registrations. Shanghai also hosted 39 special food production enterprises, a 4.9% decrease from the previous year. The number of food additive manufacturers stood at 137, marking a 3.0% increase. Meanwhile, the number of food-related product manufacturers



totaled 493, a 3.3% decrease, holding 517 industrial product safety certificates. At Shanghai’s ports of entry, 669 food production and distribution businesses operated at border crossings, a 3.2% increase (Table 1).

Table 1. Number of Food Production and Distribution Businesses in Shanghai (2020–2024)

Year	Food Manufact urers *	Food Distribution Businesses	Food Service Providers	Special Food Manufact urers	Food Additive Manufact urers	Food-Related Product Manufacturers	Businesses at Ports of Entry	Total
2024	1,563	241,076	149,002	39	137	493	669	392,979
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

*\* The number of food production businesses includes small-scale food processing workshops.*

**1. Food Production Businesses**

In 2024, Shanghai’s regulatory authorities granted 111 new food production licenses, renewed 34, modified 387, and revoked 70. By the end of the year, the city had 1,558 certified food production businesses and 137 certified food additive manufacturers (Figure 1). These businesses underwent rigorous compliance checks to ensure they met national food safety regulations.

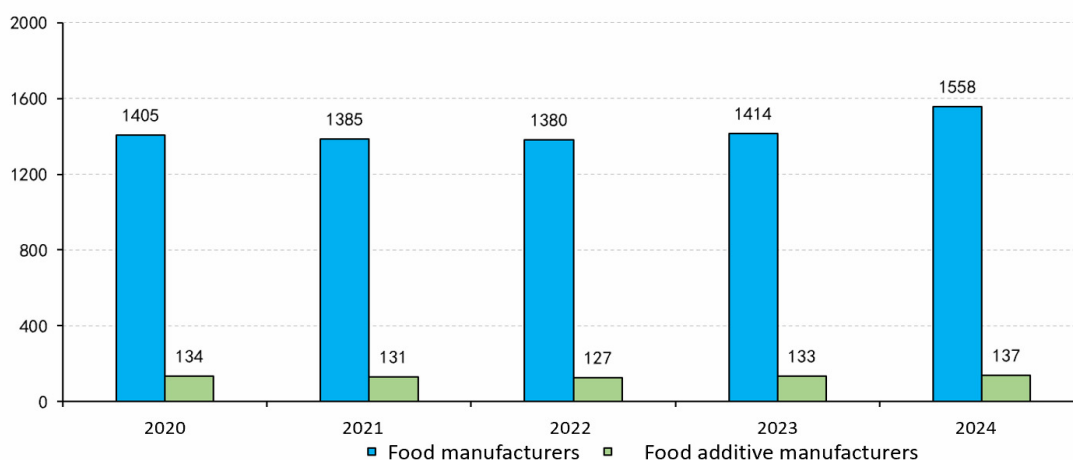


Figure 1. Businesses (excluding small food processing workshops) obtaining licenses in Shanghai for producing foods (excluding special foods) and food additives, 2020-2024

## 2. Food Distribution Businesses

In 2024, a total of 26,004 new food business licenses were issued for food sales enterprises. Additionally, 6,046 licenses were renewed, 12,556 were modified, and 16,622 were revoked. By the end of the year, Shanghai had 241,076 registered food sales businesses. Of these, 139,801 held food sales licenses (Table 2) and 101,275 were registered exclusively for pre-packaged food sales.

Table 2. Classification of Food Distribution Businesses in Shanghai, 2020–2024

Year	Wholesalers	Retailers	Hybrid	Other	Total
2024*	52,365	87,436	/	/	139,801
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

\* Starting in 2024, food distribution businesses are categorized solely into wholesalers and retailers, discontinuing the previous subcategories of “wholesalers & retailers” and “other.”

In the food service sector, 33,212 new food business licenses were issued, 7,895 renewed, 22,980 modified, and 14,371 revoked in 2024. Shanghai had 144,627 licensed food service providers, including 128,133 restaurants (of which 253 were centralized meal delivery providers and 115 were central kitchens) and 16,494 institutional canteens. Additionally, 4,375 small-scale food service providers were operating under temporary registration status (Figure 2).

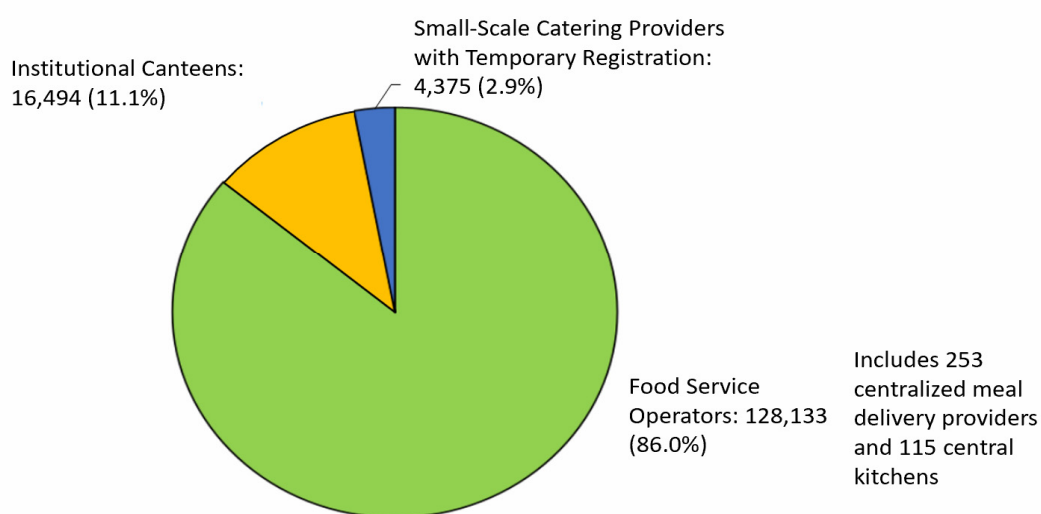


Figure 2. Breakdown of Food Service Providers in Shanghai, 2024

### 3. Special Food Production and Distribution Businesses

Under the *Food Safety Law of the People's Republic of China*, special food products include health foods, infant formula, and foods for special medical purposes (FSMP). These products are subject to strict regulatory oversight.

In 2024, Shanghai issued 1 new special food production license, renewed 4, modified 57, and revoked 3. By the end of the year, the city had 39 certified special food production businesses, consisting of 35 health food manufacturers and 4 infant formula manufacturers. These 4 infant formula producers had 11 product series and 33 formula types in production.

Shanghai also registered 48 new health food products, including 32 new registrations and 16 modifications. The 35 health food producers in the city had a total of 607 registered health food products, which included compound nutritional supplements and raw material extracts.

By the end of 2024, Shanghai had 51,536 registered special food business entities, of which 26,874 held special food sales licenses. This included 25,977 health food sales licenses, 4,591 infant formula sales licenses, and 1,526 FSMP sales licenses. Additionally, 24,662 businesses were registered exclusively for the sale of pre-packaged special food products, comprising 23,961 health food retailers, 8,431 infant formula retailers, and 7,193 FSMP retailers. Some businesses held multiple licenses for different types of special foods (Table 3).

Table 3. Special Food Manufacturers and Distributors in Shanghai, 2020-2024

Product Category Year		Health Food	Infant Formula Milk Powder	FSMP	Total
2024	No. of Manufacturers	35	4	0	39
	No. of Distributors *	49,938	13,022	8,719	51,536
2023	No. of Manufacturers	37	4	0	41
	No. of Distributors *	51,610	13,623	7,465	53,059
2022	No. of Manufacturers	36	4	0	40
	No. of Distributors *	33,232	8,474	2,412	35,316
2021	No. of Manufacturers	37	4	0	41
	No. of Distributors *	32,790	10,679	2,750	37,749
2020	No. of Manufacturers	38	4	0	42
	No. of Distributors *	28,522	10,541	2,119	31,750

\* 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 2024, Shanghai issued 45 new industrial product safety licenses for food-related products, renewed 20, modified 50, and revoked 40. By the end of the year, 493 food-related product manufacturers were operating in the city, holding 517 industrial production permits (Table 4).

Table 4. Food-Related Product Manufacturers in Shanghai, 2020-2024

Year	No. of Manufacturers	No. of Licenses Issued	No. of Licensed Product Types
2024	493	517	77
2023	510	536	75
2022	521	546	75
2021	512	536	76
2020	537	557	76

#### 5. Registration of Import-Export Food Businesses and Licensing of Sanitation Permits at Ports of Entry

In 2024, 489 food businesses in Shanghai obtained certification as registered food production exporters, while 42 agricultural businesses secured permits for the export of food ingredients and raw materials. The number of registered import food traders reached 8,091 (Table 5). Additionally, 669 food production and distribution businesses were granted border sanitation permits, ensuring compliance with international food safety and quarantine regulations (Table 6).

Table 5. Filing of Food Importers and Exporters at Shanghai's Ports of Entry, 2020-2024

Year	No. of Registered Food Exporters	No. of Registered Outbound Planting and Animal Farming Businesses	No. of Registered Food Importers
2024	489	42	8,091
2023	437	48	7,933
2022	366	45	7,236
2021	332	41	6,807
2020	300	39	6,156

Table 6. Issuance of Health Permits at Shanghai's Ports of Entry, 2020-2024

Year	No. of Food Manufacturers	No. of Catering Service Providers	No. of Food Distribution Businesses	Total
2024	5	365	299	669
2023	5	348	295	648
2022	5	332	271	608
2021	5	415	338	758
2020	5	420	297	722

## 6. Licensing of Livestock Slaughter Businesses

In 2024, Shanghai maintained five designated swine slaughterhouses located in Chongming, Jiading, Songjiang, and Fengxian districts, alongside five beef and lamb slaughterhouses situated in Baoshan, Chongming, Songjiang, and Fengxian districts.

The total number of swine slaughtered in 2024 reached 385,000, representing a decrease from the previous year, while the number of cattle and sheep slaughtered increased to 21,176.

## 7. Registration of Local Food Safety Standards and Corporate Food Safety Standards

In 2024, Shanghai approved four new local food safety standards, further aligning regulatory frameworks with national and international guidelines. Additionally, 111 corporate food safety standards, submitted by a total of 46 companies, were registered, ensuring compliance and industry-wide safety improvements (Figure 3).

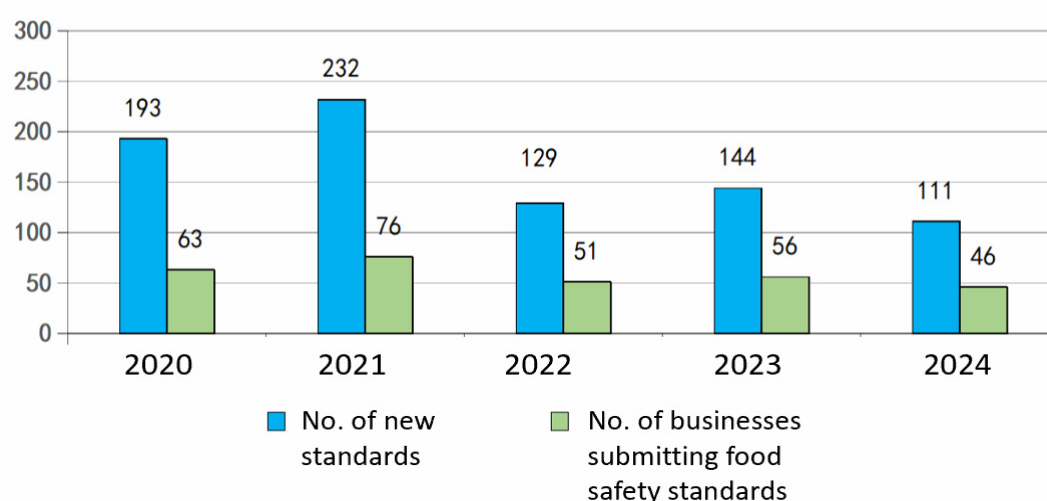


Figure 3. Registration of Corporate Food Safety Standards in Shanghai, 2020-2024

### (II) Food Industry and Supply Chain

In 2024, Shanghai had 470 large-scale food enterprises, defined as those with an annual production value exceeding 20 million RMB. These businesses collectively generated 116.5 billion RMB in industrial output, a 1.2% year-on-year increase. However, total revenue slightly declined by 0.1% to 146.36 billion RMB, while profits grew by 3.7% to 9.81 billion RMB (Figure 4).

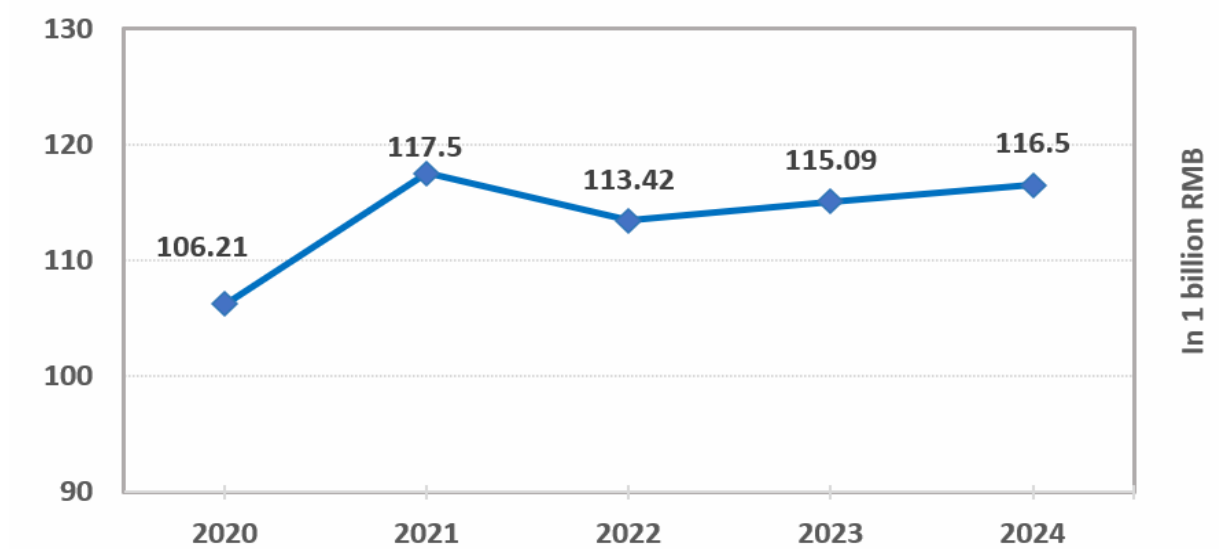


Figure 4. Output of Large-Scale Food Businesses in Shanghai, 2020-2024

The total consumption of agricultural products in Shanghai reached 21 million tonnes, with 80% sourced from other provinces. The city's 16 major wholesale markets handled 10.49 million tonnes of agricultural products, including 384,000 tonnes of pork and 3.32 million tonnes of vegetables (Table 7).

Table 7. Consumption of Edible Agricultural Products in Shanghai, 2020-2024

Year	Total Consumption of Edible Agricultural Products (million tonnes)	Annual Wholesale Trade of Food and Agricultural Products (million tonnes)	Inbound Supply Share of Total Consumption (%)
2024	21	10.5	80
2023	20	10.2	80
2022	20	6.5	80
2021	26	10.5	80
2020	26	10.4	80



Shanghai's 862 vegetable cooperatives produced 2.59 million tonnes of fresh produce, while 117 large-scale pig farms contributed 586,000 pigs to the market. In addition, 892 aquaculture farms supplied 99,000 tonnes of seafood (Table 8). Regarding local agricultural products, there were six certified organic food businesses, covering 15 certified products. There were also 1,144 green food-certified businesses, with 2,454 certified products and a total production of 1.64 million tonnes, resulting in a green food certification rate of 32.6%.

Table 8. Supply of Major Edible Agricultural Products in Shanghai, 2020-2024

Year	Vegetables (1,000 tonnes)	Live Pigs (in 1,000s)	Aquaculture Products ( 1,000 tonnes)
2024	2,586	586	99
2023	2,540	720	100
2022	2,529	900	83
2021	2,440	400	68
2020	2,443	310	56

Shanghai's food import and export trade continued to expand in 2024 (Table 9). The top three imported food categories were meat (81.61 billion RMB), dairy products (38.42 billion RMB), and seafood (21.35 billion RMB). The top three exported food products included stuffed pastries (10.43 billion RMB), health foods (6.69 billion RMB), and natural casings (3.99 billion RMB).

Table 9. Quantity of Food Imports and Exports at Shanghai's Ports of Entry, 2020-2024

Year	Imports		Exports	
	No. of Batches (in 1,000s)	Weight (1,000 tonnes)	No. of Batches (in 1,000s)	Weight (1,000 tonnes)
2024*	354	10,341	155	1,806
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

\* Trade statistics data has been used for food imports and exports since 2020. 2024 data as at end of November.

### (III) Graded Regulatory Oversight

To enhance corporate accountability in food safety, Shanghai's regulatory agencies strengthened supervision on corporate credit, and classified the food production and distribution businesses based on their food safety credit.

#### 1. Food Manufacturers

In 2024, a total of 1,407 food and food additive production businesses were subject to graded credit risk supervision, excluding those that were newly established or temporarily suspended. The food safety credit risk ratings were classified as follows: 56.6% were rated A, 38.8% were rated B, 3.8% were rated C, and 0.8% were classified as high risk (D)(Table 10 and Figure 5).

Table 10. Graded Supervision of Food Manufacturers in Shanghai, 2020-2024

Grades		A	B	C	D	Total
2024	No. of Businesses	797	546	53	11	1,407
	%	56.6	38.8	3.8	0.8	100
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

Note: 1. New businesses or those ceasing operations are not included in the assessment.

2. As of 2022, a revised classification methodology was adopted, leading to variations in risk grading compared to previous years.

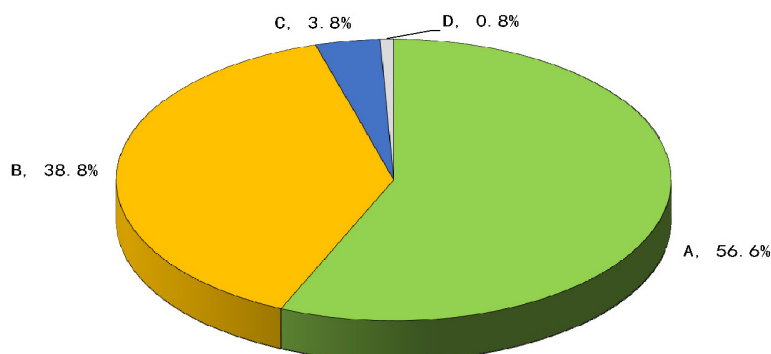


Figure 5. Graded Supervision of Food Manufacturers in Shanghai, 2024

## 2. Food Distribution Businesses

(1) **Food Sales Businesses:** Among Shanghai's 241,076 registered food sales businesses, 199,578 were actively operating and subject to risk-based classification assessments. The grading results were as follows: 92.6% were rated A, 6.5% were rated B, 0.7% were rated C, and 0.2% were classified as high risk (D) (Table 11 and Figure 6).

Table 11. Graded Supervision of Food Sales Businesses in Shanghai, 2020-2024

Grades		A	B	C	D	Total
2024	No. of Businesses	184,848	12,976	1,289	465	199,578
	%	92.6	6.5	0.7	0.2	100
2023	No. of Businesses	177,608	12,477	1,239	578	191,902
	%	92.6	6.5	0.6	0.3	100
2022	No. of Businesses	189,179	1,660	235	864	191,938
	%	98.6	0.9	0.1	0.5	100
2021	No. of Businesses	180,416	1,462	189	698	182,765
	%	98.7	0.8	0.1	0.4	100
2020	No. of Businesses	169,204	1,365	180	60	170,809
	%	99.1	0.8	0.1	0.0	100

Note: New businesses or those temporarily suspending operations were excluded from risk grading.

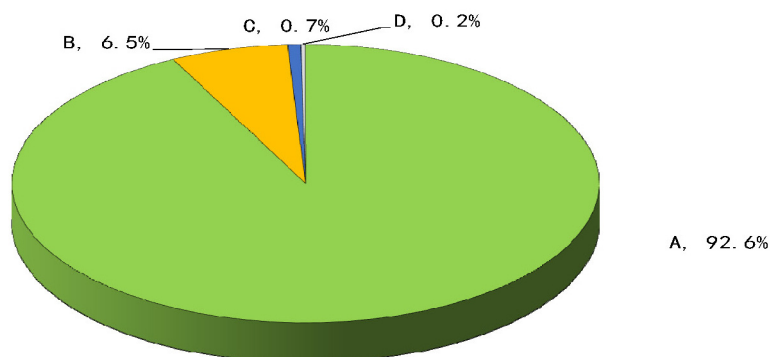


Figure 6. Graded Supervision of Food Sales Businesses in Shanghai, 2024

## (2) Catering Businesses

Of 144,627 licensed catering businesses, 132,126 were actively operating and underwent risk-based classification and public disclosure of assessment results. The classification outcomes were: 40.4% were rated A (excellent), 58.6% B (moderate risk), 1.0% C (higher risk), and 0.002% D (highest risk)(Table 12 and Figure 7).

Table 12. Risk Grading of Catering Business in Shanghai, 2020-2024

Grades		A	B	C	D	Total
2024	No. of Businesses	53,379	77,426	1,318	3	132,126
	%	40.4	58.6	1.0	0.0	100
2023	No. of Businesses	54,308	82,331	434	2	137,075
	%	39.6	60.1	0.3	0.0	100
2022	No. of Businesses	42,850	68,733	1,001	/	112,584
	%	38.1	61.0	0.9	/	100
2021	No. of Businesses	47,496	69,764	747	/	118,007
	%	40.0	59.0	1.0	/	100
2020	No. of Businesses	50,153	60,280	1,019	/	111,452
	%	45.0	54.0	1.0	/	100

Note: 1. Businesses that were newly registered and had not undergone initial inspection, or temporarily suspending operations were excluded from grading;  
2. In 2024, risk management was implemented for catering businesses according to the Shanghai Catering Service Food Safety Supervision: Quantitative Grading Management Measures," resulting in some differences in grading compared to previous years.

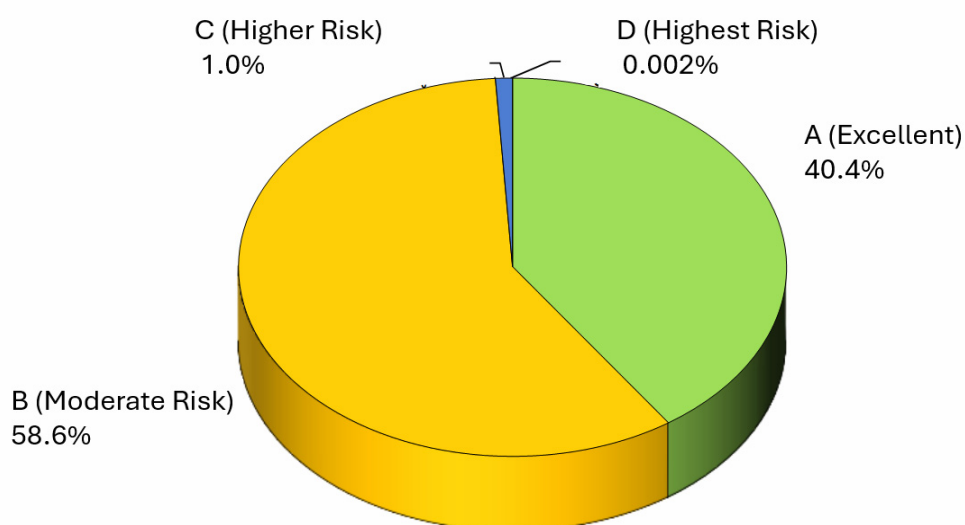


Figure 7. Food Safety Risk Ratings of Shanghai Catering Businesses, 2024

### 3. Special Food Production and Distribution Businesses

#### (1) Special Food Production Businesses

Shanghai's 31 active special food manufacturers, which included

health foods and infant formula producers, underwent risk and credit-based classification assessments. The results showed 83.9% were rated A, 16.1% were rated B, and none were classified as C or D (Table 13 and Figure 8).

Table 13. Graded Supervision of Special Food Manufacturers in Shanghai, 2020-2024

Grades		A	B	C	D	Total
2024	No. of Businesses	26	5	0	0	31
	%	83.9	16.1	0.0	0.0	100
2023	No. of Businesses	29	4	0	0	33
	%	87.9	12.1	0.0	0.0	100
2022	No. of Businesses	34	0	0	0	34
	%	100.0	0.0	0.0	0.0	100
2021	No. of Businesses	32	7	1	0	40
	%	80.0	17.5	2.5	0.0	100
2020	No. of Businesses	30	7	0	0	37
	%	81.1	18.9	0.0	0.0	100

Note: Businesses that had temporarily suspending operation or were newly established in the current year were not included in the assessment.

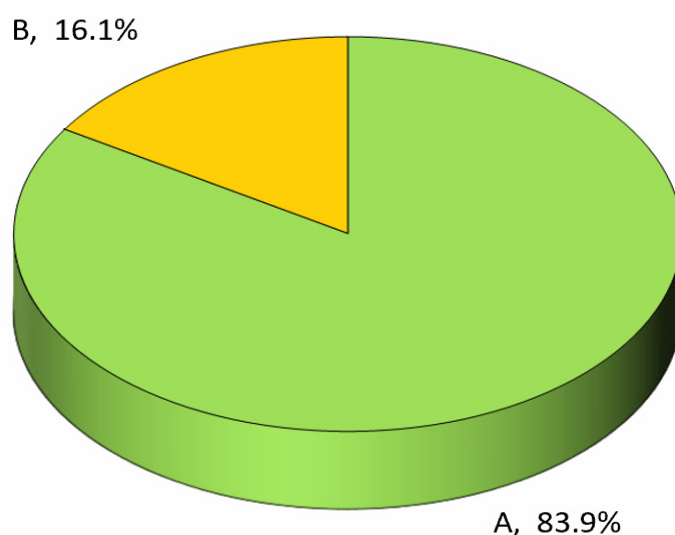


Figure 8. Graded Supervision of Special Food Manufacturers in Shanghai, 2024

## (2) Special Food Distribution Businesses

Among 37,408 actively operating special food distribution businesses, 98.7% were rated A, 1.1% B, 0.1% C, and 0.1% D (Table 14 and Figure 9).

Table 14. Graded Supervision of Distribution Businesses for Special Foods in Shanghai, 2020-2024

Grades		A	B	C	D	Total
2024	No. of Businesses	36,976	407	12	13	37,408
	%	98.7	1.1	0.1	0.1	100
2023	No. of Businesses	35,331	405	27	24	35,787
	%	98.7	1.1	0.1	0.1	100
2022	No. of Businesses	25,094	25	0	0	25,119
	%	99.9	0.1	0.0	0.0	100
2021	No. of Businesses	36,628	885	231	5	37,749
	%	97.0	2.4	0.6	0.0	100
2020	No. of Businesses	30,722	871	134	23	31,750
	%	96.8	2.7	0.4	0.1	100

Note: Businesses that had not been in operation for were not assessed.

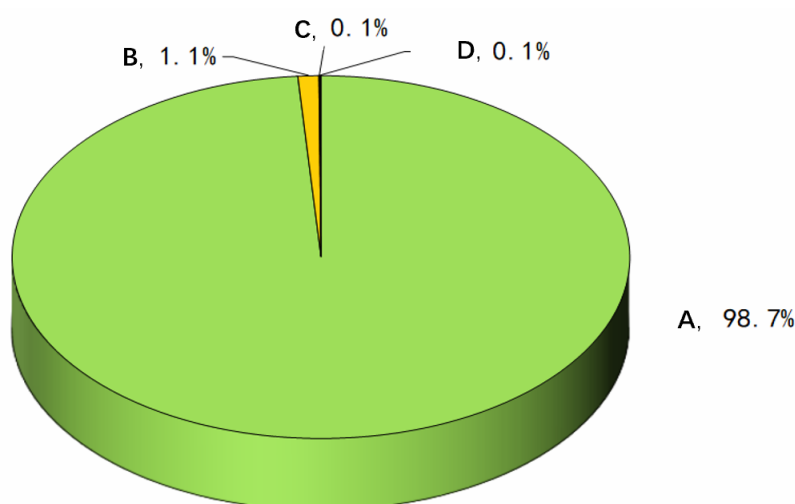


Figure 9. Graded Supervision of Distribution Businesses for Special Foods in Shanghai, 2024

## 4. Food-Related Product Enterprises

Shanghai classified 493 food-related product manufacturers based on

risk assessment: 43.2% were rated A (company accountability-based management), 55.4% B (regular supervision), and 1.4% C (enhanced supervision) (Table 15 and Figure 10).

Table 15. Classification and Supervision of Food-Related Product Manufacturers in Shanghai, 2020-2024

Grades		A	B	C	Total
2024	No. of Manufacturers	213	273	7	493
	%	43.2	55.4	1.4	100
2023	No. of Manufacturer	329	171	10	510
	%	64.5	33.5	2.0	100
2022	No. of Manufacturers	254	259	8	521
	%	48.8	49.7	1.5	100
2021	No. of Manufacturers	246	251	15	512
	%	48.1	49.0	2.9	100
2020	No. of Manufacturers	256	253	28	537
	%	47.7	47.1	5.2	100

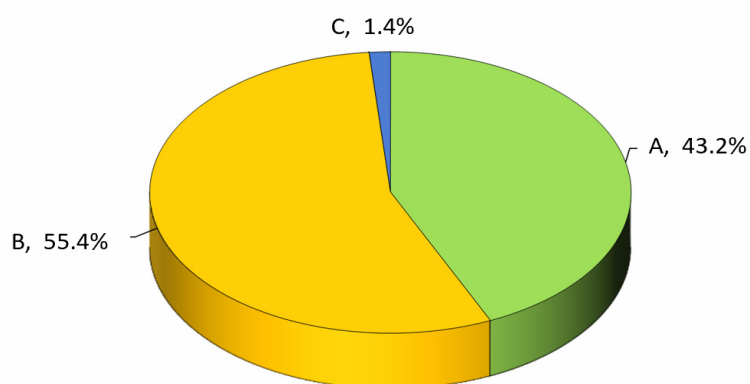


Figure 10. Graded Supervision of Food-Related Product Manufacturers in Shanghai, 2024

## 5. Food Manufacturers and Distributors at Ports of Entry

A total of 555 manufacturers and distributors at Shanghai's ports of entry underwent graded supervision based on comprehensive annual



assessments. The classification results showed that 496 businesses (89.4%) achieved an A rating, while 59 businesses (10.6%) were classified as B. No businesses fell into the C category (Table 16 and Figure 11).

Table 16. Graded Supervision of Food Production and Distribution Businesses at Shanghai's Ports of Entry, 2020-2024

Grades		A	B	C	Total
2024	No. of Businesses	496	59	0	555
	%	89.4	10.6	0.0	100
2023	No. of Businesses	437	59	0	496
	%	88.1	11.9	0.0	100
2022	No. of Businesses	475	133	0	608
	%	78.1	21.9	0.0	100
2021	No. of Businesses	542	78	0	620
	%	87.4	12.6	0.0	100
2020	No. of Businesses	573	93	0	666
	%	86.0	14.0	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.

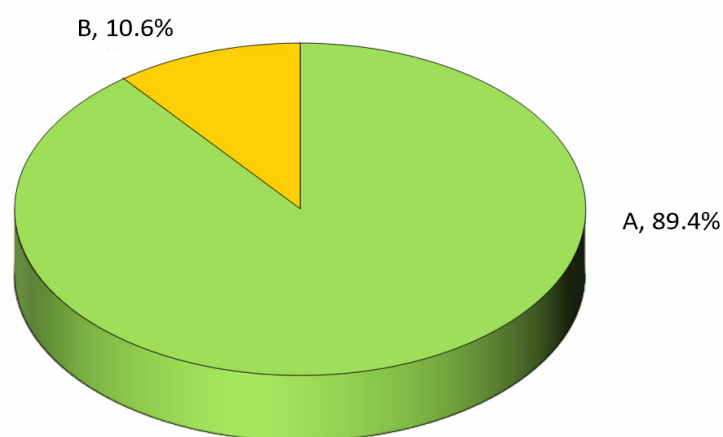


Figure 11. Graded Supervision of Food Manufacturers and Distributors at Shanghai's Ports of Entry, 2024

#### (IV) Food Safety Supervisory Sampling Inspection Overview

Supervisory sampling played 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 2024, a total of 146,810 samples were inspected, with an overall compliance rate of 98.7%. The Agricultural and Rural Affairs Department, responsible for the farming and planting stages, conducted 6,240 tests, achieving a 98.9% compliance rate. The SMAMR, responsible for overseeing food production, circulation, and catering services, tested 125,537 samples, with a 97.4% compliance rate. The Customs Department, which monitors imported and exported foods, examined 15,033 samples, with a 99.7% compliance rate (Figure 12). Additionally, 192,296 rapid screening tests were carried out, leading to the identification of 3,225 positive samples requiring further investigation.

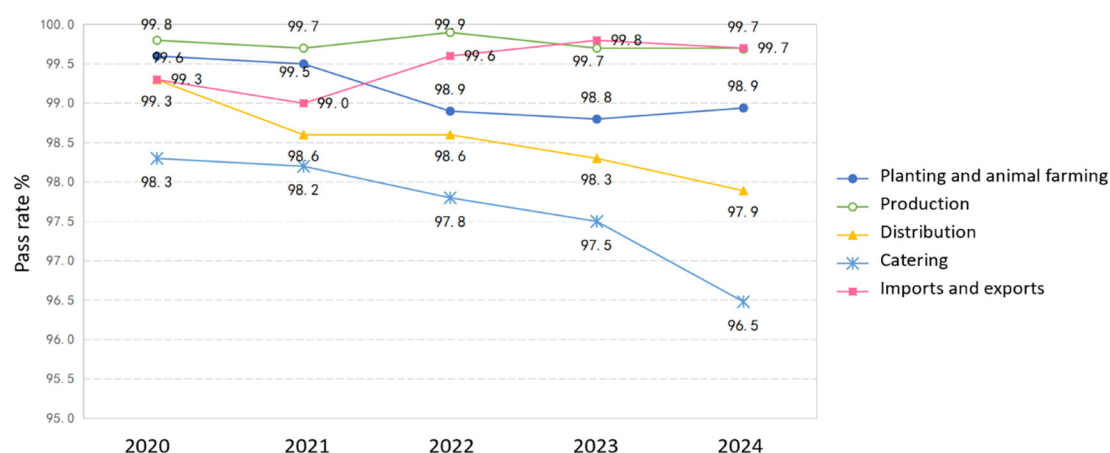


Figure 12. Overall Pass Rate of Food Safety Supervisory Sampling Inspection in Various Stages of Production in Shanghai, 2020-2024

An analysis of non-compliant cases revealed several key causes of food safety violations. These included contamination from various sources, excessive pesticide and veterinary drug residues, microbial contamination,

unauthorized or excessive use of food additives, heavy metal contamination, and failure to meet quality criteria. Certain food products also tested positive for the illegal addition of non-edible substances, raising serious concerns regarding regulatory compliance (Figure 13).

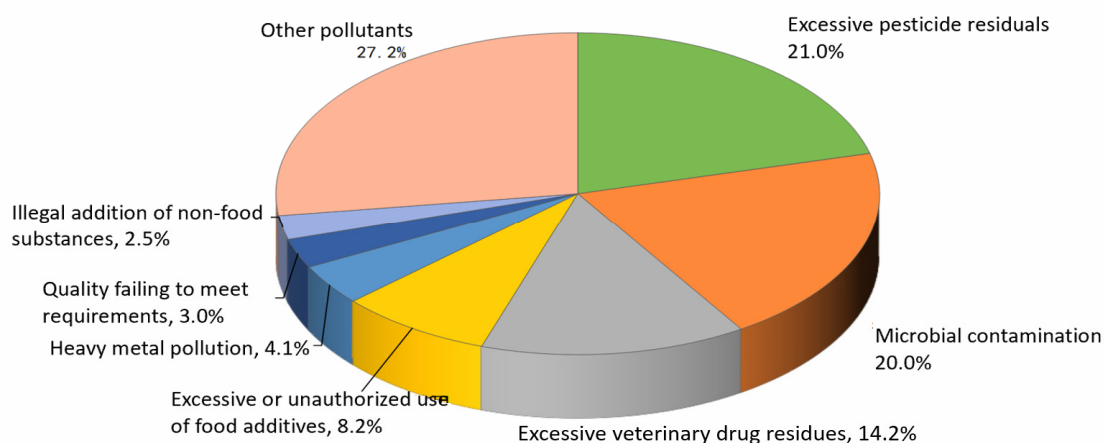


Figure 13. Factors Contributing to Non-compliant Cases in Food Safety Supervisory Sampling Inspections, 2024

Analysis of the non-compliant cases in food safety supervisory sampling inspections is as follows.

**1. Agricultural products:** Shanghai’s locally produced food continued to demonstrate high safety levels. However, certain agricultural products contained prohibited or excessive pesticide and veterinary drug residues (particularly in aquatic products).

**2. Food production and processing:** This sector maintained a generally high compliance rate, though microbial contamination was detected in some pastry products.

**3. Food distribution:** This sector exhibited a range of non-compliance issues, including quality defects in processed aquatic products, excess pesticide and veterinary drug residues in agricultural products, heavy

metal contamination, and microbial contamination in pastries. Processed meat products also exhibited inconsistencies in quality.

**4. Catering:** Non-compliance primarily stemmed from *E. coli* and anionic synthetic detergent residues detected in restaurant utensils, unauthorized or excessive use of food additives in seafood products prepared on-site, and pesticide and veterinary drug residues in agricultural products used in catering establishments.

**5. Food-related products:** Safety concerns were identified, particularly in industrial and commercial electric food processing equipment, where electrical protection, grounding measures, stability, and mechanical safety indicators failed to meet standards. Additionally, certain out-of-Shanghai manufacturers produced paper-based food contact materials containing excessive levels of 3-chloro-1,2-propanediol and 1,3-dichloro-2-propanol, exceeding GB 4806.8-2022 national standard limits. Some food preservation films and bags also failed to meet oxygen barrier property standards.

**6. Imported Foods:** Non-compliance was largely associated with excessive or unauthorized use of food additives, some animal disease viral nucleic acids detected in meat and seafood, and the presence of excessive or banned veterinary drug residues in beef. Further concerns arose from microbial contamination in food processing concentrates and excessive chloroform levels in certain drinking waters.

## **(V) Handling of Complaints and Reports**

In 2024, the city's market supervision complaint and reporting system recorded 320,394 complaints and reports related to food. Of these, 114,211 cases were categorized as involving food safety issues.

Due to the optimization and integration of government hotlines, the expansion of reporting channels, and an increase in professional compensation claims and whistleblower reports, the volume of complaints and reports concerning food and food safety issues has shown a continuous upward trend (Figure 14).

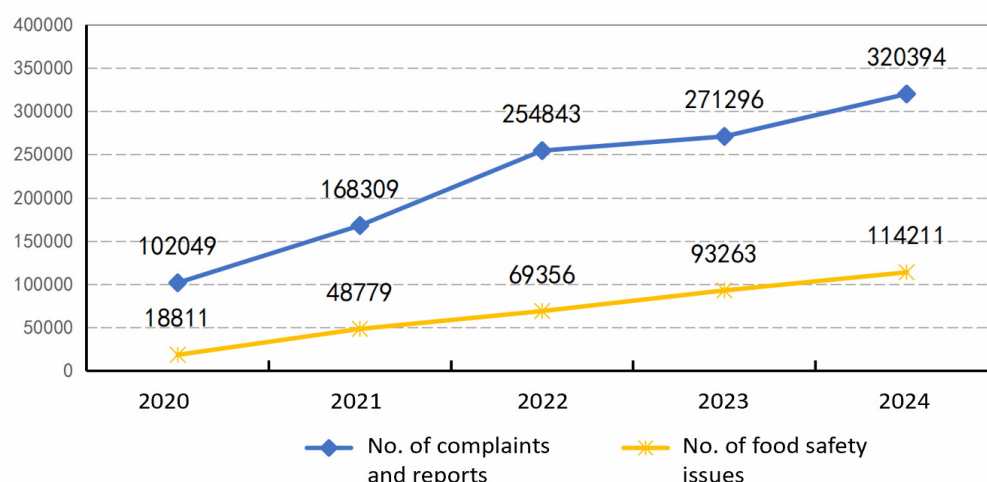


Figure 14. Food Safety Complaints and Reports Received by Shanghai's Market Regulators, 2020-2024

Among the 114,211 food safety complaints, the top five categories with the highest number of reported issues were catering food, fruit, beverages, poultry livestock meat and by-products, and processed meat products. Consumers primarily raised concerns regarding purchases made via live-stream sales, e-commerce platforms, supermarkets, wet markets, and restaurant dining. The most common issues reported included spoilage, foreign objects, expired products, adverse health reactions after consumption, improper labeling, and businesses operating without the necessary licenses (Table 17).

Table 17. Top Five Categories of Food Safety Complaints and Reports in Shanghai, 2024

	Catering Foods	Fruits	Beverages	Processed Meat Products	Poultry and Livestock Meat and By-products	Total
No. of reports/complaints	25,270	7,935	7,281	5,885	5,671	52,042
% of all food safety complaints recorded*	22.1	6.9	6.4	5.2	5.0	45.6

\* The base number is the total number of food safety-related complaints and reports received by the Shanghai market supervision system in 2024, which was 114,211.

## (VI) Incidents of Widespread Foodborne Illness

Shanghai maintained a strong food safety record in 2024, with no reported cases of widespread foodborne illness or other major food safety incidents ( Figures 15 and 16).

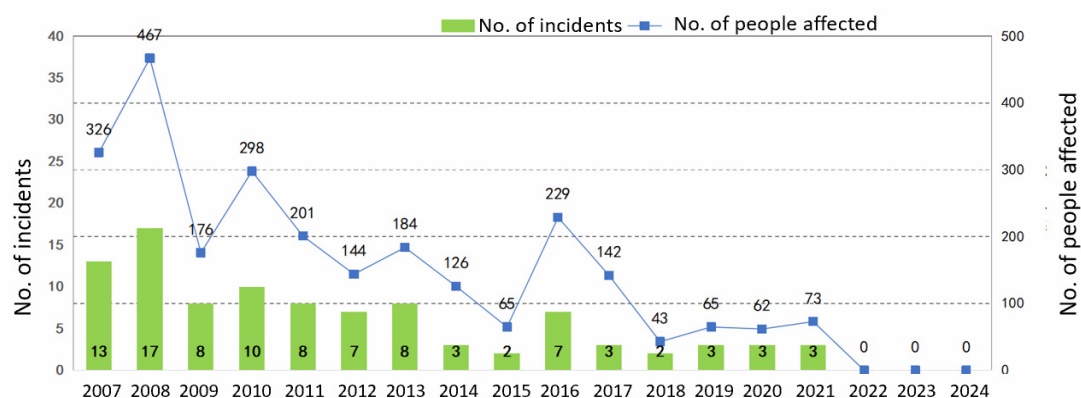


Figure 15. Number of Incidents and Persons with Widespread Foodborne Illness in Shanghai, 2007-2024

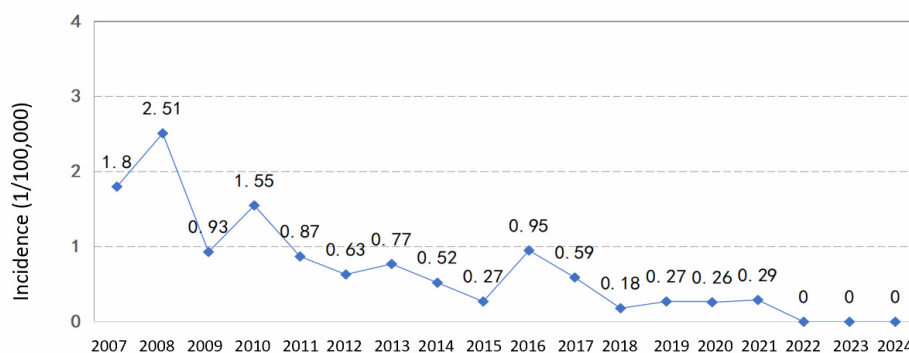


Figure 16. Incidence of Widespread Foodborne Illness in Shanghai, 2007-2024

### **III. Food Safety Regulatory Framework, Special Actions, and Law Enforcement**

#### **(I) Revision of Food Safety Regulations**

In 2024, Shanghai continued to enhance its legal and regulatory framework for food safety by implementing the *Food Safety Law of the People's Republic of China*, its implementation regulations, and the Shanghai Food Safety Regulations. Efforts were made to improve systemic governance through legislative amendments, including revisions to the *Shanghai Food Safety Regulations*, the *Shanghai Supervision Measures for the Quality and Safety of Swine Products*, and the *Shanghai Temporary Registration Supervision Measures for Small Catering Businesses*. Additionally, the municipal government and relevant departments revised and formulated 28 key policy documents related to food safety (Table 18).

Table 18. Major Regulatory Documents on Food Safety in Shanghai, 2024

No.	Documents	Responsible entity
1	Shanghai Interim Measures for the Supervision and Administration of Temporarily Registered Small-Scale Catering Businesses	Shanghai Municipal Government
2	Shanghai Municipal Government Notice on the Designated Entry Points for Animal and Animal Product Imports	Shanghai Municipal Government
3	Shanghai Municipal General Office Opinions on Innovating and Strengthening the Integrated Supervision of the Catering Industry	Shanghai Municipal General Office
4	Shanghai Special Action Plan for the Implementation of 'Internet + Transparent Kitchens' to Promote the High-Quality Development of Food Safety in Catering Services	Shanghai Municipal General Office
5	Shanghai 2024 Food Safety Responsibility List	Shanghai Municipal Food and Drug Safety Commission (SFDSC)
6	Notice on Further Optimizing the Local Food Safety Responsibility Mechanism	SFDSC
7	Shanghai 'Three Notices and One Letter' Initiative for Food Safety	SFDSC
8	Shanghai 2024 Key Supervision List of Edible Agricultural Products	Office of the Shanghai Municipal Food and Drug Safety Commission (SFDSC Office)
9	Shanghai Special Action Plan for Cracking Down on Illegal Activities in the Meat Industry	SFDSC Office, Shanghai Municipal Public Security Bureau, Shanghai Municipal Commission of Agriculture and Rural Affairs (SCARA), Shanghai Municipal Administration for Market Regulation (SMAMR)
10	Shanghai Special Action Implementation Plan for Campus Food Safety Inspections and Rectifications	FDSC Office, Shanghai Municipal Education Commission, Shanghai Municipal Public Security Bureau, Shanghai Municipal Health Commission (SMHC), SFDSC Office, SMAMR
11	Cross-Departmental Supervision Plan for Food Production Enterprises Certified the Green Food Label in Shanghai	SMAMR, SCARA
12	Implementation Plan for Promoting the 'Internet + Transparent Kitchens' Initiative among Catering Businesses	SMAMR, Shanghai Municipal Bureau of Finance



No.	Documents	Responsible entity
13	Shanghai 'One-Stop Registration' Initiative for Opening Catering Businesses	SMAMR, Shanghai Municipal Data Bureau, Shanghai Landscaping and City Appearance Administrative Bureau, Shanghai Fire and Rescue Corps
14	Shanghai School Vector-Borne Disease Prevention and Control Guidelines	SMHC, SMAMR
15	Implementation Opinions on Promoting the High-Quality Development of Elderly Meal Services in Shanghai	Shanghai Civil Affairs Bureau, Shanghai Municipal Bureau of Finance, SMAMR
16	Work Plan for the Cross-Departmental Supervision Reform of Elderly Care Institutions in Shanghai	Shanghai Civil Affairs Bureau, Shanghai Public Security Bureau, Shanghai Municipal Commission of Housing and Urban-rural Development, SMHC, SMAMR, Shanghai Municipal Bureau of Housing Management, Shanghai Fire and Rescue Corps, Shanghai Municipal Medical Insurance Bureau
17	Implementation Plan for the Cross-Departmental Supervision Reform of Rural Homestays in Shanghai	Shanghai Municipal Administration of Culture and Tourism, Shanghai Public Security Bureau, Shanghai Municipal Bureau of Planning and Natural Resources, Shanghai Municipal Bureau of Ecology and Environment, Shanghai Municipal Commission of Housing and Urban-rural Development, Shanghai Municipal Bureau of Housing Management, SCARA, Shanghai Water Authority, SMAMR, Shanghai Landscaping and City Appearance Administrative Bureau, Shanghai Urban Management and Law Enforcement Bureau, Shanghai Municipal Bureau of Housing Management, Shanghai Disease Control Bureau, Shanghai Fire and Rescue Corps

No.	Documents	Responsible entity
18	Shanghai Guidelines for Assigning Traceability QR Codes to Prepackaged Foods in Food Production Enterprises	SMAMR
19	Shanghai Implementation Guidelines for the Management of Allergens in Food Production	SMAMR
20	Shanghai Measures for Food Business Licensing and Registration Management	SMAMR
21	Notice on Further Advancing the 'One License for One Business Line' Reform in the Food Distributors	SMAMR
22	Notice on Regulating the Marketing Practices of Online Catering Businesses to Prevent Food Waste	SMAMR
23	Notice on Implementing Cross-Departmental Supervision of One-Stop Registration Services for Large Restaurants	SMAMR
24	Guidelines for the Procurement and Acceptance Check of Food and Raw Materials in School Canteens	SMAMR
25	Regulations on the Epidemic Prevention and Supervision of Incoming Animals and Animal Products in Shanghai	SCARA
26	Shanghai Plan for the Designated Distribution of Restricted-Use Pesticides	SCARA
27	Notice on the Implementation of the Newly Revised <i>Law of the People's Republic of China on the Quality and Safety of Agricultural Products</i>	SCARA
28	Announcement on the Approval and Release of the Yangtze River Delta Regional Standard: <i>Food and Edible Agricultural Product Information Traceability</i>	SMAMR and Jiangsu, Zhejiang and Anhui provincial administrations for market regulation

## (II) Special Enforcement Campaigns

In line with national regulatory directives, Shanghai undertook 18 targeted food safety campaigns in 2024, focusing on major food safety risks and strengthening compliance across all sectors (Table 19).

Table 19. Overview of Shanghai's Special Food Safety Enforcement Campaigns, 2024

No.	Name	Timeframe	Key Measures and Outcomes	Responsible Entity
1	Special Action for Food Safety Risk Investigation and Enforcement	Year-round	<ul style="list-style-type: none"> <li>• SMAMR issued a notice for this action.</li> <li>• 10 coordination meetings were held.</li> <li>• 276,857 market entities were inspected, with 21,089 risk hazards identified and fully addressed (100% rectification rate).</li> </ul>	SMAMR
2	Special Action to Prevent Food Waste in the Catering Industry	Year-round	<ul style="list-style-type: none"> <li>• Food waste prevention was incorporated into routine supervision.</li> <li>• Approximately 112,000 catering businesses were inspected, leading to 342 legal cases, 35 publicly disclosed exemplary cases, and awareness campaigns reaching 683,104 individuals.</li> <li>• 77,838 catering employees received training.</li> </ul>	SMAMR
3	Special Rectification Action Against Illegal Practices in the Meat Industry	April – December 2024	<ul style="list-style-type: none"> <li>• 35,247 inspections were conducted, resulting in 301 administrative enforcement cases and 10 criminal investigations.</li> <li>• Violations included water injection, illegal drug use, addition of ractopamine, unknown sources, and uninspected or unqualified meat.</li> <li>• 19 counterfeit meat cases (e.g., fake beef, lamb, and donkey meat) were cracked down on.</li> <li>• 187 public awareness events were held, producing 23 educational materials such as brochures, posters, infographics, and videos.</li> </ul>	SFDSC Office, Public Security Bureau, SCARA, SMAMR
4	Special Action Against the Illegal Use of Food Additives	April – November 2024	<ul style="list-style-type: none"> <li>• Inspections of 86,386 food businesses uncovered 685 issues, through on-site checks, sampling, advertising monitoring, online surveillance, and consumer complaints.</li> <li>• 225 businesses were ordered to rectify violations; 126 cases were prosecuted, and two cases were escalated for criminal investigation.</li> <li>• 167 training sessions were held for 12,921 food safety managers and employees.</li> </ul>	SMAMR
5	Special Action for Campus Food Safety Inspection and Rectification	December 2023 – June 2024	<ul style="list-style-type: none"> <li>• Issued the <i>Shanghai Campus Food Safety Inspection and Rectification Action Plan</i>, which outlines seven key focus areas with 22 specific tasks for a six-month campaign.</li> <li>• 18,233 school canteens, school meal contractors, and off-campus catering providers were inspected.</li> <li>• 380 regulatory consultations were held, 2,758 violations were rectified, 181 legal cases were filed, and two local food safety standards were revised.</li> </ul>	SFDSC Office, Public Security Bureau, SMHC, SMAMR

No.	Name	Timeframe	Key Measures and Outcomes	Responsible Entity
6	Special Rectification of Prominent Food Safety Issues in Primary and Secondary Schools	May – December 2024	<ul style="list-style-type: none"> <li>• Focused on two core objectives, seven key tasks, four implementation steps, and four supporting measures.</li> <li>• Inspections covered 6,934 school canteens and off-campus meal providers, identifying 973 issues requiring rectification and leading to 79 legal cases.</li> <li>• Eight new policy documents and seven updated standards were created.</li> </ul>	SMAMR
7	Crackdown on Illegally Labeled ‘Special Supply’ Alcohol	March – December 2024	<ul style="list-style-type: none"> <li>• 107,744 inspections were conducted, covering 59,779 food businesses.</li> <li>• 118 illicit alcohol sources were traced, and 47 businesses were interviewed.</li> <li>• 70 prosecutions in coordination with public security agencies were made, and over 2,000 bottles of counterfeit “special supply” alcohol were seized.</li> <li>• Nationwide operations dismantled 29 counterfeit production and sales hubs in provinces including Guizhou, Jiangxi, Guangxi, Zhejiang, Jiangsu, and Sichuan.</li> <li>• Law enforcement apprehended over 180 suspects and seized counterfeit “Guizhou Maotai” and other fraudulent government/military-exclusive alcohol worth over 130 million RMB.</li> </ul>	SMAMR, Public Security Bureau
8	Regulating Marketing Practices of Online Catering Businesses to Prevent Food Waste	March – December 2024	<ul style="list-style-type: none"> <li>• The <i>Notice on Regulating Marketing Practices of Online Catering Businesses to Prevent Food Waste</i> was issued, outlining four key areas and 12 tasks, including holding platforms accountable, enforcing regulations, strengthening standards, and public awareness campaigns.</li> <li>• The initiative led to 342 legal cases and 20 publicly disclosed exemplary cases.</li> </ul>	SMAMR
9	Crackdown on Illegal Online Sales of Complete Nutrition Food for Special Medical Purposes	March 2024	<ul style="list-style-type: none"> <li>• 30 online platforms were supervised, which conducted self-audits and identified seven links selling non-compliant products involving two platform vendors.</li> <li>• Local market regulatory agencies took enforcement actions.</li> </ul>	SMAMR

No.	Name	Timeframe	Key Measures and Outcomes	Responsible Entity
10	Online Monitoring of Special Food Sales	July 2024	<ul style="list-style-type: none"> <li>• A targeted online investigation of e-commerce businesses selling special dietary products, was conducted, uncovering 80 violations related to false advertising, failure to display product registration certificates, and unlicensed operations.</li> <li>• The campaign resulted in 13 legal cases, 61 cases referred to other provinces, and six instances of illegal information removed from online platforms.</li> </ul>	SMAMR
11	Special Inspection on Risk Assessment and System Management for Specialty Food Manufacturers	September – November 2024	<ul style="list-style-type: none"> <li>• On-site inspections were conducted at three infant formula manufacturers and 33 health food producers.</li> <li>• The risk assessment covered 15 categories and over 120 inspection criteria.</li> <li>• Issues were identified in production environment conditions, process control, and product testing, with all affected businesses required to implement corrective measures.</li> </ul>	SMAMR
12	“Kunlun 2024” Special Campaign	Year-round	<ul style="list-style-type: none"> <li>• Focused on cracking down on food safety crimes, particularly those related to meat products, “special supply” alcohol, and health foods.</li> <li>• Five rounds of meetings were held to coordinate efforts; more than 10 large-scale inspections and enforcement actions were organized, targeting over 20 high-risk areas across the city.</li> </ul>	Public Security Bureau
13	Crackdown on Illegal Practices in the Health Food Sector	July – December 2024	<ul style="list-style-type: none"> <li>• Utilized financial, communication, and logistics data analysis to dismantle a counterfeit health food network spanning five provinces and ten locations.</li> <li>• A total of 33 suspects were arrested, and three tonnes of illegally labeled health foods were seized, with an estimated value exceeding 30 million RMB.</li> </ul>	Public Security Bureau
14	Special Rectification Campaign Against Counterfeit Agricultural Inputs	January – November 2024	<ul style="list-style-type: none"> <li>• Focused on seeds, pesticides, fertilizers, and veterinary drugs.</li> <li>• Conducted 2,914 patrols and deployed 10,430 enforcement personnel.</li> <li>• 4,031 agricultural supply businesses were inspected, with 13,491 product samples tested.</li> <li>• The campaign led to 56 administrative penalties and the destruction of 4.86 tonnes of non-compliant agricultural inputs.</li> </ul>	SCARA

No.	Name	Timeframe	Key Measures and Outcomes	Responsible Entity
15	2021-2024 Three-Year Action Plan for Prohibiting Violations, Controlling Drug Residues, and Improving Quality of Edible Agricultural Products	June 2021 – June 2024	<ul style="list-style-type: none"> <li>• Focused on 11 key agricultural products, including cowpeas, chives, celery, eggs, and black-bone chicken.</li> <li>• 28,800 quantitative tests and 958,600 rapid tests were conducted on locally produced agricultural products. 119 non-compliant samples were identified.</li> <li>• Inspections of 1,809 pesticide production and distribution businesses (56 violations found) and 3,939 aquaculture and vegetable farms (55 violations found).</li> <li>• 6,240 batches of agricultural products were randomly sampled, resulting in 66 non-compliant findings, 75 administrative penalties, and 6 cases referred for criminal investigation.</li> </ul>	SCARA
16	Targeted Rectification of Drug Residue Issues in Key Agricultural Products	July – December 2024	<ul style="list-style-type: none"> <li>• Focused on cowpeas, celery, and seven fish species (crucian carp, bream, snakehead, largemouth bass, large yellow croaker, eel, and bullfrog);</li> <li>• Implemented strict monitoring measures, including record-keeping, daily inspection, batch testing, and guarantee of compliance, and reported to the Ministry of Agriculture and Rural Affairs.</li> <li>• 1,862 samples were tested, achieving an overall compliance rate of 98.23%, a 0.71 percentage point increase from the previous year.</li> </ul>	SCARA
17	Joint Special Inspection of Animal Product Safety During Major Holidays and the China International Import Expo (CIIE)	During major holidays and CIIE	<ul style="list-style-type: none"> <li>• Conducted joint inspections at entry points and checkpoints, in collaboration with public security departments and interprovincial border inspection stations.</li> <li>• 186 enforcement officers and 62 patrol vehicles were deployed, inspecting 736 transport vehicles, 12,335 live poultry, and 3,239.25 tonnes of animal products.</li> <li>• 1,000 informational brochures were distributed to promote compliance.</li> </ul>	SCARA
18	“National Gatekeeper” Initiative for Ensuring Safety of Imported Food	Year-round	<ul style="list-style-type: none"> <li>• Implemented the <i>2024 Import and Export Food Safety Supervision and Risk Monitoring Plan</i>, focusing on preventing food smuggling.</li> <li>• 995 batches of non-compliant imported food were intercepted, all of which were either returned or destroyed.</li> <li>• Law enforcement agencies investigated 35 food smuggling cases worth 625 million RMB, involving tax evasion of 119 million RMB. The seized goods included alcohol, bird’s nest, lobster, fruits, dried fruit, health supplements.</li> <li>• 75 administrative cases related to imported food were prosecuted.</li> </ul>	Shanghai Customs

### (III) Investigation and Prosecution of Food Safety Violations

In 2024, regulators-including the SMAMR, SCARA, Customs, Urban Management and Law Enforcement, and Public Security Bureau-conducted 432,770 routine inspections and enforcement actions. These inspections identified 63,968 non-compliant businesses, which were either penalized or required to rectify violations. A total of 32,760 food safety violations were prosecuted, resulting in 66.04 million RMB in fines and confiscations (see Table 20).

Table 20. Investigation and Prosecution of Food Safety Violations in Shanghai, 2020-2024

Regulatory entities		Agricultural and Rural Affairs	Market Regulation	Customs *	Urban Management and Law Enforcement *	Public Security	Total
2024	No. of Cases	53	16,838	110	15,577	182	32,760
	Fines and Confiscations (in 1,000 RMB)	401	61,326	1,527	2,788	--	66,042
2023	No. of Cases	69	15,058	133	17,471	217	32,948
	Fines and Confiscations (in 1,000 RMB)	310	100,241	1,452	3,858	--	105,861
2022	No. of Cases	91	11,485	36	18,035	138	29,785
	Fines and Confiscations (in 1,000 RMB)	218	127,176	370	2,544	—	130,308
2021	No. of Cases	103	10,903	40	17,798	145	28,989
	Fines and Confiscations (in 1,000 RMB)	293	116,410	69	3,560	—	120,332
2020	No. of Cases	43	6,782	1	13,834	118	20,778
	Fines and Confiscations (in 1,000 RMB)	81	85,356	5	2,615	—	88,057

\* From 2021 onwards, Customs case data includes food smuggling cases, while Urban Management cases cover illegal street food vending, unauthorized live poultry sales, and improper disposal of kitchen waste and waste cooking oils.

Additionally, Shanghai's Public Security Bureau cracked 182 criminal cases related to food safety, arresting 738 suspects. The Procuratorate initiated lawsuits against 128 individuals, with 103 convictions secured in first-instance court trials. The main characteristics of food safety crimes in 2024 included the following:

- **Persistence of Counterfeit, Substandard, and Hazardous Food:** This includes counterfeit alcoholic beverages and fruits, as well as addition of prohibited ingredients to certain health foods.

- **Increase in Cross-Province Criminal Activities:** Advancements in communications and logistics have made food safety violations more sophisticated. Shanghai primarily served as a destination and distribution hub for counterfeit and substandard food, with production and warehousing often occurring in other provinces.

- **Rise of Online-Based Food Safety Crimes:** Criminal networks used e-commerce and social media platforms to distribute non-compliant food products, increasing regulatory challenges.

#### **(IV) Coordinated Governance in Food Safety**

In 2024, Shanghai continued to strengthen cross-agency collaboration to enhance farm-to-table food safety enforcement and oversight. Key initiatives include:

1. **Joint Supervision and Case Management:** The Shanghai Municipal Food and Drug Safety Commission (SFDSC) Office, in partnership with the Public Security Bureau, the Procuratorate, and SMAMR, jointly supervised two batches of 10 high-profile food safety cases involving the production and sale of toxic, harmful, and substandard food products.

2. **Enhanced Interdepartmental Cooperation:** Law enforcement agencies



collaborated closely on case referrals, joint investigations, and forensic testing. The Huangpu District Public Security Bureau, following leads from the SMAMR, dismantled an illegal beef distribution network, arresting 10 suspects and confiscating over 140 tonnes of expired frozen beef imported from Uruguay, Australia, and the United States, valued at over 10 million RMB. Separately, the Economic Investigation Division of the Shanghai Municipal Public Security Bureau, in coordination with the SMAMR, cracked a case involving the illegal sale of toxic zigzag snails, arresting 13 individuals with an estimated transaction value exceeding 1.2 million RMB.

**3. Strengthening Technology-Driven Enforcement:** The Shanghai Public Security Bureau compiled and analyzed over 70 million data entries from regulatory bodies and e-commerce platforms, such as Douyin and Alibaba, to develop a predictive model for identifying counterfeit beef and mutton, fraudulent alcoholic beverages, and illicit health food sales. This intelligence led to the dismantling of a five-province, 10-city criminal network engaged in the production and sale of counterfeit and illegally labeled health foods targeted at vulnerable groups such as the elderly, pregnant women, and infants. Authorities arrested 33 suspects, seizing 3 tonnes of counterfeit health food tablets valued at over 30 million RMB.

**4. Public Awareness and Consumer Education:** Regulators actively engaged the public in food safety awareness efforts. The SMAMR, Public Security Bureau, and Procuratorate jointly released reports highlighting enforcement achievements and three high-profile food safety violation cases, which received widespread public attention. Additionally, the China Central Television's Legal Report program featured a documentary on the successful crackdown of an illegal "special supply" liquor distribution scheme in

Shanghai, using real case studies to educate consumers and deter further violations.

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

### (I) Monitoring of Food Contaminants and Harmful Substances

#### 1. Overview

In 2024, the Shanghai Municipal Health Commission, in collaboration with other agencies (including the Shanghai Municipal Commission of Commerce, the Municipal Commission of Economy and Informatization, the Municipal Education Commission, the SCARA, the SMAMR, the Grain and Material Reserves Bureau, and Shanghai Customs), conducted extensive monitoring of food contaminants and hazards. The surveillance covered all stages of the food supply chain, including agricultural production, slaughtering, food processing, distribution, and catering services. Monitoring spanned all subdistricts and towns in Shanghai. A total of 30,926 samples were collected, with 898,350 individual test items performed across different departments (Table 21).

Table 21. Monitoring of Food Contaminants and Hazards in Shanghai, 2024

	SMHC	SMAMR	SCARA	Shanghai Food and Strategic Reserves Administration	Total
No. of Samples Collected	24,841	985	4,990	110	30,926
No. of Monitored Items	433,017	4,133	460,280	920	898,350

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

In 2024, the overall compliance rate for monitored contaminants and hazards was 99.9%. Compliance rates varied across different categories, with the lowest levels observed in non-edible substances and food additives. Compliance for pesticide and veterinary drug residues, heavy metals, and other categories remained high (see Table 22).

Table 22. Monitoring of Contaminants and Hazards in Food in Shanghai, 2024

Items	No. of Tests	No. of Passing Tests	Compliance Rate (%)
Non-edible substances	1,776	1,753	98.7
Food additives	18,792	18,586	98.9
Microorganisms	37,518	37,429	99.8
Hormones, antibiotics, and plant growth regulators	72,715	72,589	99.8
Pesticide and veterinary drug residues	564,699	564,266	99.9
Heavy metals	81,316	81,214	99.9
Other contaminants	45,707	45,698	99.9
Total	898,350	897,318	99.9

The monitoring results indicated that grains, oils, fruits, vegetables, and dairy products maintained high compliance levels. No fungal toxins were detected in wheat and wheat products, confirming continued improvements in food safety. However, specific concerns were identified in several categories:

- Freshwater fish: Traces of malachite green, aminoguanidine, eugenol, diazepam, oxazepam, enrofloxacin, and ciprofloxacin were found.
- Aquatic products: N-nitrosodimethylamine contamination was found in some aquatic products, while instant jellyfish products contained alum.

- Meat and meat products: Enrofloxacin (including ciprofloxacin), metronidazole in pigeon meat, and clenbuterol was found in beef.

- Eggs: Residues of tilmicosin, sulfonamides, enrofloxacin (including ciprofloxacin), doxycycline, and 14 other veterinary drugs were detected.

- Grain and grain products: Seasoned wheat-based snacks (spicy strips), contained neotame, saccharin, and sucralose, while corn-based steamed buns had tartrazine contamination.

- Vegetables and vegetable products: Cadmium contamination was found in some vegetables. Fresh vegetables contained thiamethoxam pesticide residues. Vegetable-based products contained benzoic acid. Dried vegetables exceeded safe limits for sulfur dioxide.

## **(II) Food Safety Evaluative Sampling and Inspection**

### **1. Overview**

In 2024, the SMAMR conducted evaluative food safety sampling across the city. It established 1,800 fixed sampling sites across 16 districts, supplemented by temporary sampling sites (Figure 17). A total of 16,800 food samples were collected across 26 categories, including agricultural products, edible oils, fat products, and grain products (Figure 18). These samples were analyzed against 212 safety indicators, with over 170,000 tests conducted. The goal was to assess the overall food safety status and identify potential hazards, to support effective food safety regulation.

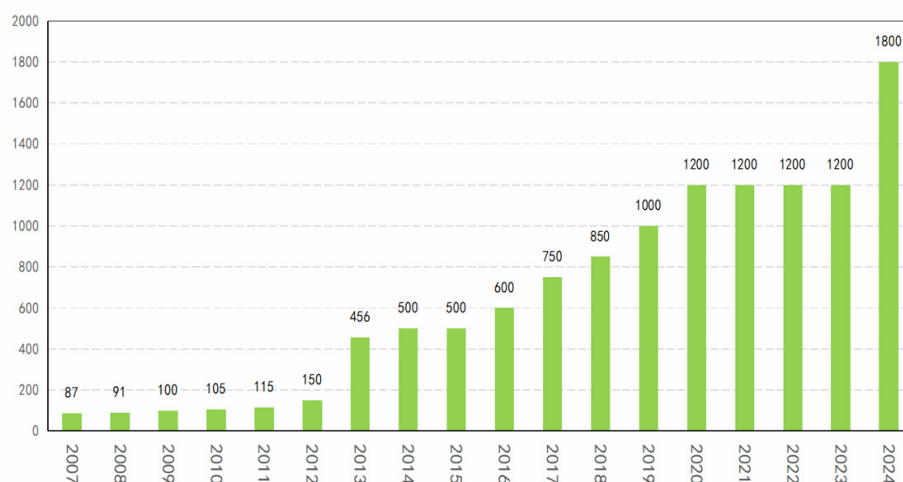


Figure 17. Number of Fixed Sites for Evaluative Sampling in Shanghai, 2007-2024

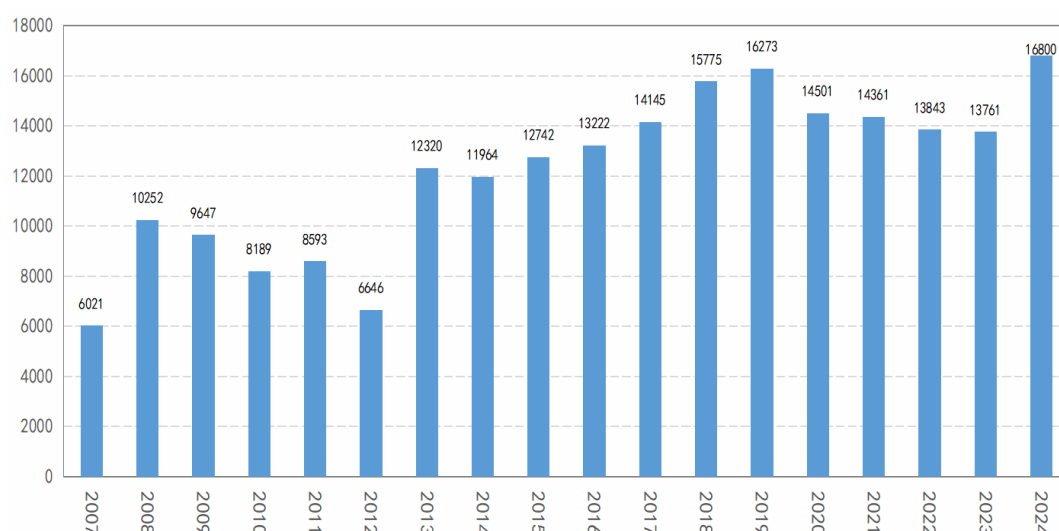


Figure 18. Number of Samples Collected for Evaluative Sampling in Shanghai, 2007-2024

## 2. Key Issues Identified from Evaluative Sampling

In 2024, the overall compliance rate for evaluative food safety sampling was 99.4% (Figure 19). Ten major food categories achieved a 100% compliance rate, including grain products, edible oils, fat products, condiments, dairy products, frozen beverages, tea products, alcoholic beverages, egg products, cocoa and roasted coffee products, and soy products. However, 16 other categories recorded instances of

non-compliance, with agricultural products, catering food, honey products, and fruit products being the most affected. Key non-compliant items included tableware, aquatic products, vegetables, and fruits (Table 23).

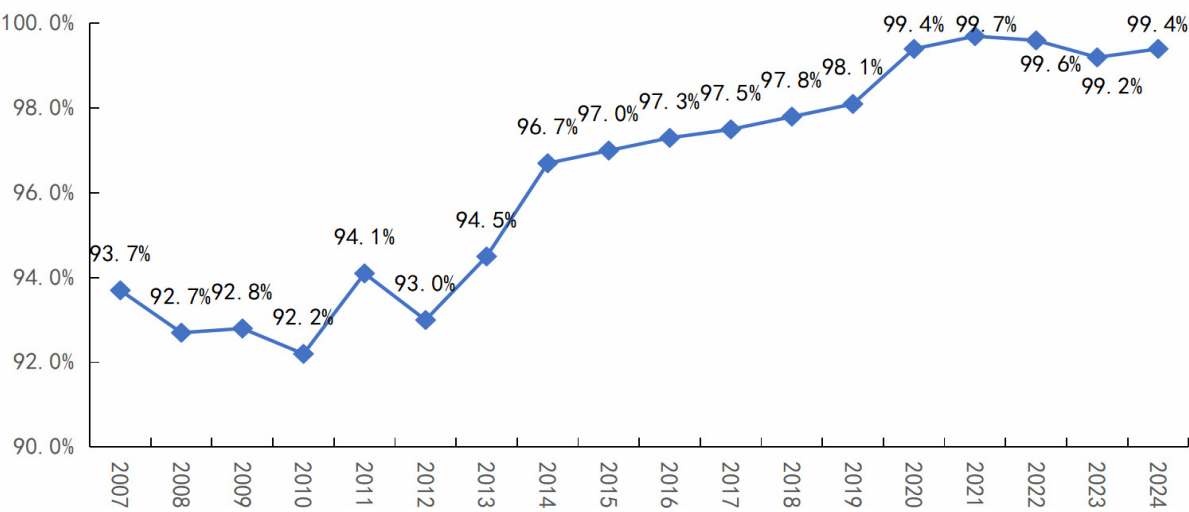


Figure 19. Overall Pass Rate of Food Safety Evaluative Sampling in Shanghai, 2007-2024

Table 23. Overview of Food Safety Evaluative Sampling in Shanghai, 2024

No.	Food Category	No. of Tested Samples	No. of Tested Items	Pass Rate (%)	YoY Change (%)
1	Grain Products	828	6,780	100.0	0.0
2	Edible Oils, Fats, and Their Products	441	4,390	100.0	0.1
3	Condiments	303	2,721	100.0	0.0
4	Meat Products	654	9,752	99.5	0.2
5	Dairy Products	433	4,483	100.0	0.2
6	Beverages	732	5,804	99.5	-0.5
7	Biscuits	321	6,175	99.4	-0.6
8	Frozen Beverages	325	2,009	100.0	0.0
9	Frozen Foods	863	5,744	99.8	-0.2
10	Potato Products and Puffed Foods	224	1,799	99.6	-0.4
11	Confectionery	720	6,961	99.9	-0.1

No.	Food Category	No. of Tested Samples	No. of Tested Items	Pass Rate (%)	YoY Change (%)
12	Tea and Tea Products	145	2,320	100.0	0.0
13	Alcoholic Beverages	595	4,545	100.0	0.0
14	Vegetable Products	407	3,594	99.5	-0.5
15	Fruit Products	207	3,991	98.1	-1.9
16	Roasted Seeds and Nuts	370	3,941	99.2	-0.8
17	Egg Products	130	529	100.0	0.0
18	Cocoa And Roasted Coffee Products	95	222	100.0	0.0
19	Sugar	232	1,454	99.6	-0.4
20	Aquatic Products	139	1,254	97.8	-2.2
21	Starch And Starch Products	386	3,114	99.0	-1.0
22	Pastries	438	10,364	99.8	-0.2
23	Soybean Products	421	4,283	100.0	0.1
24	Honey Products	44	659	88.6	-11.4
25	Catering Foods	1,823	8,903	98.5	-1.5
26	Edible Agricultural Products	5,524	72,693	99.3	0.8
Total		16,800	178,484	99.4	0.2

The primary issues identified were:

- Tableware: Excess anionic synthetic detergents and *E. coli*.
- Honey products: Excessive osmophilic yeast counts and furazolidone metabolites.
- Agricultural products, particularly freshwater fish, freshwater shrimp, and eggs: Excessive enrofloxacin veterinary drug residues.
- Bananas: Excess thiamethoxam and clothianidin.
- Carrots and cabbage: Elevated residues of thiamethoxam and fipronil.

- Roasted nuts, biscuits, frozen staple foods, frozen prepared foods, and puffed snacks: Excessive peroxide values.

- Ready-to-eat meat products and beverages: Excessive total bacterial counts.

- Starch and starch products, and roasted nuts: Excessive sulfur dioxide.

- Pastries, fruit products, vegetable products, and self-prepared steamed buns (catering): Excessive tartrazine.

- Aquatic and ready-to-eat meat products: Excessive levels of N-nitrosodimethylamine

- Beverages: Elevated chloroform levels.

- Fruit and vegetable products: Lead contamination was detected in certain products.

### **(III) Foodborne Disease Surveillance**

The Shanghai Municipal Health Commission and the Center for Disease Control and Prevention (CDC) continued enhancing the city's foodborne disease surveillance system in 2024. The reporting network expanded to cover all 396 medical institutions, including both public and private hospitals that provide diagnosis and treatment for foodborne illnesses. A total of 14,232 cases of foodborne illness were reported, demonstrating the effectiveness of Shanghai's integrated outbreak monitoring, case tracking, and traceability investigations (Table 24 and Figure 20).

In addition, pharmacies participated in monitoring sales of diarrhea-related medications, helping to identify early warning signals for potential foodborne outbreaks. Surveillance at 29 sentinel hospitals was



enhanced to monitor foodborne pathogens, leading to the collection of 5,200 biological samples. The top five foodborne pathogens detected were Norovirus, Enterotoxigenic *Escherichia coli*, *Campylobacter*, *Salmonella*, and *Vibrio parahaemolyticus*.

Table 24. Foodborne Disease Surveillance Reports and Sentinel Hospitals in Shanghai

Surveillance Category	Hospital Level	No. of Hospitals
Foodborne Disease Case Surveillance	Grade III (top level)	58
	Grade II	56
	Grade I	250
	Non-graded	32
Active Foodborne Disease Surveillance	/	29

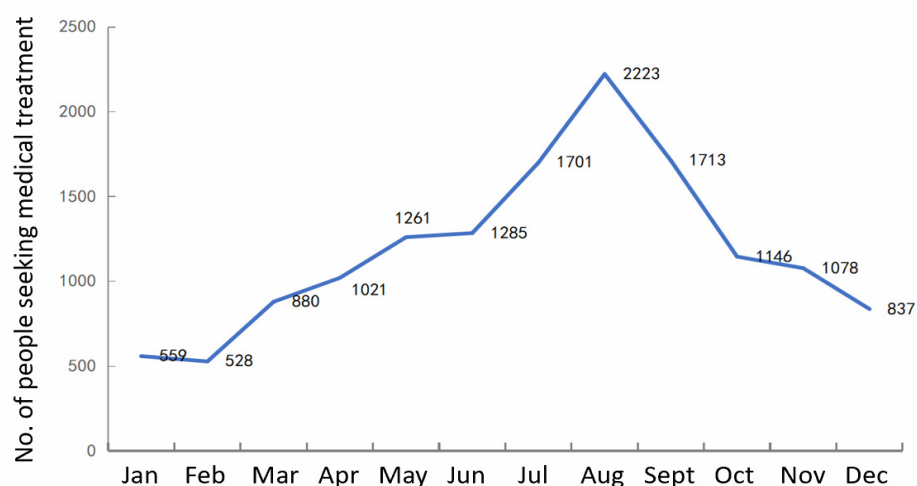


Figure 20. Surveillance of Foodborne Disease Cases in Shanghai, 2024

Additionally, a pharmacy-based monitoring system was implemented across 550 drugstores to track sales of the top 10 diarrhea-related medications. This revealed sales peaks in January, July, and August—potentially indicating seasonal variations in foodborne illness cases (Figure 21).

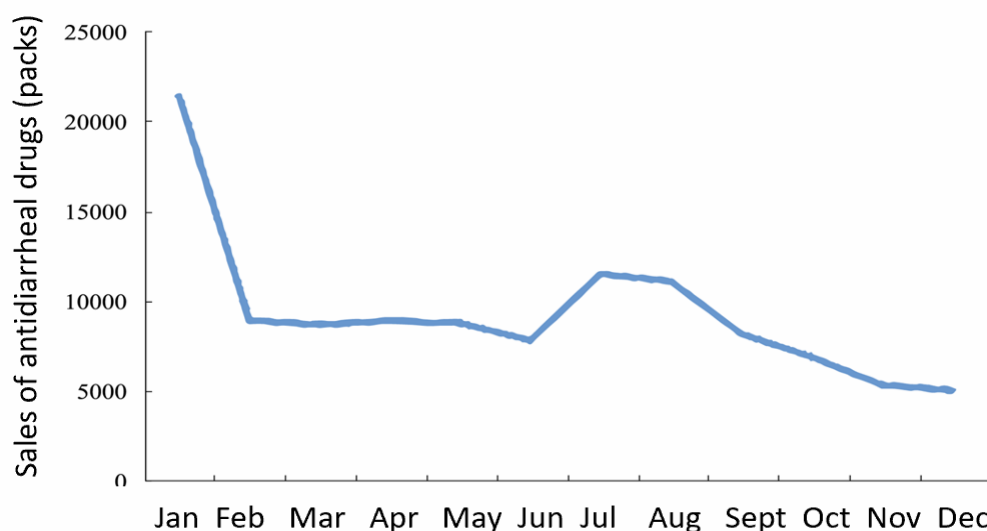


Figure 21. Monitoring of Diarrhea Medication Sales in Pharmacies in Shanghai, 2024

#### (IV) Risk Assessment Findings

In line with national directives, the Shanghai Municipal Health Commission continued to advance its food safety risk assessment program in 2024. The goal was to enhance evaluation capabilities, inform local regulatory decision-making, and improve the application of assessment results. Following evaluations by the Shanghai Food Safety Risk Assessment Expert Committee, six major risk assessment projects were completed (Table 25).

Table 25. Food Safety Risk Assessment Projects in Shanghai, 2024

No.	Food Safety Risk Assessment Project	Responsible Institution
1	Health risk assessment of internal and external exposure to synthetic phenolic antioxidants (SPAs) among Shanghai residents	Fudan University
2	Health risk assessment of joint exposure to microplastics and phthalates in preschool children	Fudan University
3	Monitoring and risk assessment of multiple mycotoxins in coix seeds	Shanghai Institute of Nutrition and Health, Chinese Academy of Sciences
4	Recommendations on process control, risk assessment, and standards of foodborne pathogens contamination in prepared aquatic food products	Shanghai Ocean University

No.	Food Safety Risk Assessment Project	Responsible Institution
5	Risk assessment of pesticide residues in locally grown strawberries	Shanghai Agricultural Technology Extension and Service Center
6	Risk assessment of zearalenone in infant cereal-based complementary foods (containing corn ingredients)	Shanghai Academy of Agricultural Sciences & Shanghai Songjiang District Center for Disease Control and Prevention

## (V) Food Safety Risk Communication

### 1. Regular Publication of Food Safety Monitoring Reports

To enhance transparency and public engagement, the SMAMR and district-level agencies regularly published food safety monitoring results in 2024. A total of 130,837 food safety reports were released, of which 127,999 batches met safety standards. During key festive periods—Lantern Festival, Qingming, Dragon Boat Festival, and Mid-Autumn Festival—targeted reports were issued on traditional seasonal foods such as *tangyuan*, *qingtuan*, *zongzi*, and mooncakes. Additionally, quarterly food safety analysis reports were made available to the public, fostering greater consumer trust and regulatory accountability.

### 2. Combating Food Safety Misinformation

Efforts to counter food safety misinformation were reinforced through digital media platforms. The Shanghai Network Rumor Debunking WeChat Official Account published a series of food safety myth-busting and educational articles, addressing public concerns about trending food safety topics. A dedicated “Food Safety Rumor Debunking” section was launched on the Shanghai Food Safety website. There, 122 fact-checking articles were published attracting 276,755 views.

The “Xiao Duan Food Safety Classroom” initiative was introduced as a flagship risk communication platform, featuring 34 professionally produced educational micro-videos that combined evidence-based insights, consumer engagement campaigns (such as “You Request, We Test”), and expert analyses. These videos were widely disseminated and republished on platforms such as Xuexi Qiangguo, China Quality Daily, China Market Regulation News, Shanghai Food Safety Network, Food Safety China, and Special Food World, reaching over 300,000 viewers.

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

### **(I) Overview**

In 2024, Shanghai’s overall public opinion on food safety remained stable, with most discussions being neutral or non-sensitive in nature. Key areas of focus included special inspections on school food safety, food safety sampling reports, and market regulation enforcement measures. Reports on timely responses to public concerns and proactive enforcement actions received positive media coverage. Regulators gained widespread public approval for their prompt disclosure of food safety test results, strict handling of non-compliant samples, and rapid consumer advisories.

#### **1. Public Opinion Remaining Stable and Positive**

Public opinion on Shanghai’s food safety was largely neutral or non-sensitive, accounting for 85.5% of all discussions. Public interest centered on food safety inspection outcomes, regulatory enforcement actions, and policy updates. High-profile incidents related to

influencer-driven restaurants and school cafeterias also garnered substantial media attention, reflecting a strong commitment to transparency and public awareness.

## **2. Strengthened Enforcement and Rapid Response to Public Concerns**

The SMAMR published 42 food safety inspection reports, ensuring strict handling of non-compliant food products. Regulators mandated immediate recalls, removals, and product quarantines for problematic items. Additionally, consumer advisories were disseminated through WeChat, Weibo, and video channels, offering clear guidance on safety measures and regulatory outcomes. Enhanced public engagement and real-time responsiveness significantly improved government credibility and public trust in the city's food safety governance.

## **(II) Public Opinion Trends and Analysis**

### **1. Fluctuations in Food Safety Discussions**

Shanghai's food safety discourse fluctuated throughout 2024, peaking in March and July due to several high-profile incidents (Figure 22):

- March: "A well-known bubble tea brand flagged by the Shanghai Consumer Rights Protection Commission."

- July: "Shanghai's 2023 Food Safety Satisfaction Score reaches a record-high 90.9."

- Other incidents: "CoCo Tea employee consumes watermelon while cutting it, triggering an enforcement inspection."

Between September and November, public interest remained elevated, fueled by events such as:

- Luxury chocolate brand encountering hygiene issues (fly infestation in a flagship store).

- Eight food batches failing regulatory safety tests.
- A citywide school food safety emergency drill by the SMAMR.
- Reports of insects (caterpillars, snails) found in school cafeteria vegetables, sparking public debate.

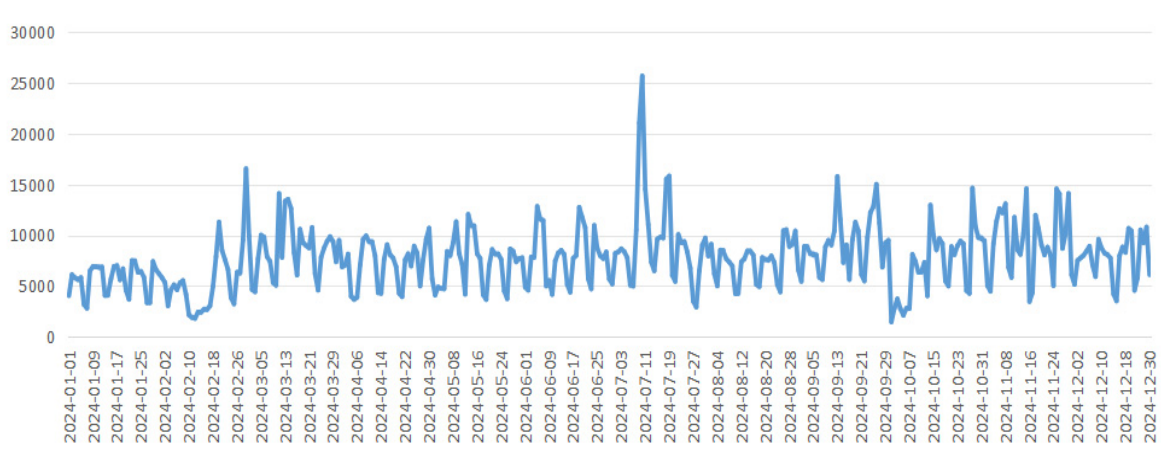


Figure 22. Trends of Public Opinion on Food Safety in Shanghai, 2024

## 2. Sentiment Analysis of Food Safety Reports

In 2024, 83.4% of Shanghai’s food safety-related discussions were classified as non-sensitive, while 2.1% were neutral, focusing primarily on regulatory achievements, inspection outcomes, and policy interpretations. Notable positive narratives included:

- “Shanghai strengthens regulatory services for the China International Import Expo.”
- “Shanghai implements new digital reforms to streamline restaurant licensing.”
- “Food Safety Awareness Week launches, promoting collective governance under the theme ‘Integrity, Conservation, and Shared Responsibility’.”
- “Shanghai receives an A-rating in China’s national food safety

assessment for the third consecutive year.”

- “Citywide food safety compliance rates and public satisfaction levels hit record highs.”

Conversely, 14.5% of reports were classified as sensitive, covering food safety violations in influencer restaurants, school cafeteria mismanagement, and issues with price gouging in dining establishments (Figure 23).

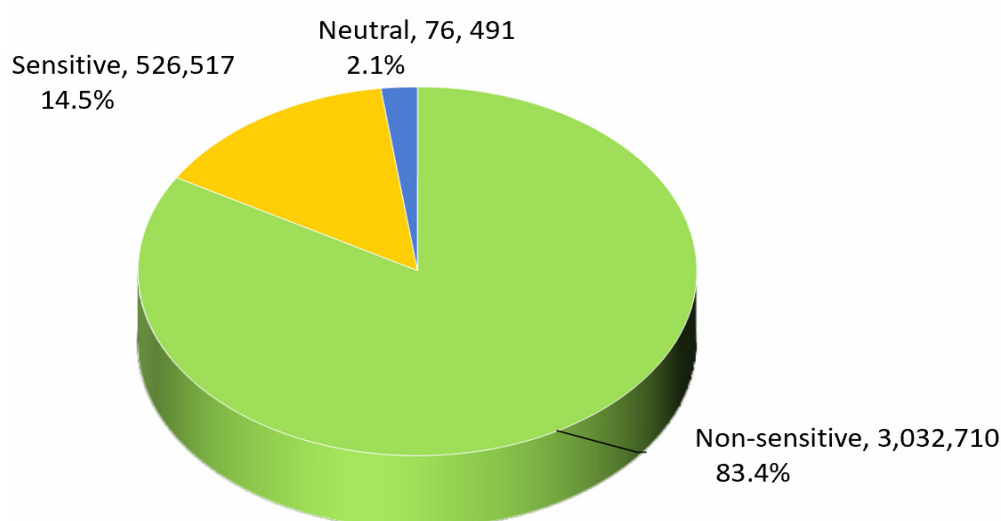


Figure 23. Trends of Public Opinion on Food Safety in Shanghai, 2024

### 3. Media Coverage and Reporting Levels

Food safety reports were classified into provincial, national, municipal, commercial, corporate, and smaller independent media categories. Provincial media led in coverage due to their broad reach and authoritative stance. National media provided a nationwide perspective on Shanghai’s food safety landscape. By contrast, commercial and municipal media outlets published fewer reports (Figure 24).





Table 26. Hot-Button Food Safety Issues Reported by Media in Shanghai, 2024

Date	Titles	Source
Jan 8	Haibawang fined 500,000 RMB for false advertising	SMAMR WeChat Official Account
Jan 9	New blacklist of food production and operation released: raw marinated seafood remains banned, freshly squeezed drinks by food vendors now allowed	Shanghai Observer
Jan 25	2023 Shanghai Food Safety White Paper released	People's Daily Online
Feb 9	2024 Shanghai Lunar New Year food safety inspection results released	Shanghai Release
Feb 23	Shanghai Municipal Administration for Market Regulation issues the <i>Key Points of 2024 Shanghai Product Quality and Safety Supervision Work</i>	Shanghai Municipal People's Government
Mar 6	Shanghai Customs strengthens port health supervision to ensure public health safety during the Two Sessions	Xinmin Evening News
Mar 6	<i>2024 Shanghai Food Safety Standards, Monitoring, Evaluation, and Nutrition Work Plan</i> released	Shanghai Municipal Government
Mar 9	New journey begins! 2024 Shanghai Food Safety Science Education Community Program officially launched	Food & Life WeChat Official Account
Mar 9	Well-known milk tea brand criticized by Shanghai Consumer Rights Protection Commission; 1 million cups sold in 10 days—Have you tried it?	Guangming Online
Mar 11	Huangpu District sets an example for campus food safety management	The Paper
Apr 3	SMAMR announces 2024 food safety test results for <i>Qingtuan</i> (green rice balls)	Jintai.com
Apr 15	SMAMR issues <i>Key Points of 2024 Shanghai Food Business Safety Supervision Work</i>	Shanghai Municipal Government
Apr 29	SMAMR and three other departments issue <i>Notice on Strengthening 2024 Spring School Food Safety</i>	SMAMR
May 6	Shanghai releases Q1 2024 food safety supervision and inspection report	SMAMR WeChat account

Date	Titles	Source
May 11	New Shanghai regulations: Smashed cucumber no longer requires a dedicated preparation area, and snack shops can now bake bread and brew coffee on-site	Guangming Online
May 14	Shanghai food safety work rated Grade A for three consecutive years	China Food Safety News
May 27	SMAMR introduces ten measures to improve food business management	The Paper
Jun 12	One-stop registration service goes live! From today, opening a restaurant in Shanghai requires just one application form	SMAMR
Jun 20	SMAMR report: Three batches of food failed inspections, including rice cakes and crab sticks	Morning News
Jun 28	Two food safety indicators hit record highs as Shanghai kicks off 2024 Food Safety Promotion Week	China National Radio Online
Jul 1	2023 Shanghai food safety satisfaction score reaches 90.9, setting a new record	People's Daily Online
Jul 1	Songjiang District launches 2024 Food Safety Promotion Week	China Food Safety Network
Jul 3	"Taste China and Enjoy Global Cuisine in Shanghai"—2024 Global Food Festival opens	Wenhui Daily
Jul 4	Food safety is no small matter—regulation and education go hand in hand	The Paper
Jul 5	SMAMR issues <i>Notice on Strengthening Food Safety Accident Prevention in Summer and Autumn</i>	Shanghai Municipal Government
Jul 6	Famous milk tea chain employee caught eating watermelon while preparing food; investigation results released	Guangming Online
Jul 18	Shanghai market regulators host joint initiative event to combat "Special Supply" alcohol and promote transparency	Shanghai Observer
Aug 3	Five batches of food fail Shanghai inspections, including jelly, dried mango, and five-spice radish	China Food Industry Magazine
Aug 19	2024 H1 Food Safety Supervision & Inspection Report released	China Food Safety Network
Sept 13	"Hermès of Chocolate" luxury counter found with flies—Luxury brand commits basic food safety error	Jimu News
Sept 29	SMAMR announces public consultation on the revised draft of the <i>Shanghai Food Safety Regulations</i>	SMAMR

Date	Titles	Source
Oct 10	Warning! Eight batches of food fail safety tests	SMAMR WeChat account
Oct 11	“You Request, We Test” campaign launched to enhance community cafeteria food safety	China Food Safety Network
Oct 16	Seminar on “Implementing Food Safety Strategy and Constructing a Chinese-style Food Safety Governance System” held	SMAMR WeChat account
Oct 22	Invitation to the 5th Food Safety Co-governance Forum	SMAMR WeChat account
Oct 25	“Light Snacks Spicing Up Live in Shanghai: How Can We Ensure Food Safety Together?”	Xinmin Evening News
Nov 5	7th China International Import Expo (CIIE) opens—Market regulators actively ensure safety and compliance	SMAMR WeChat account
Nov 20	SMAMR conducts 2024 full-process emergency drill for school food safety incidents	SMAMR WeChat account
Nov 27	Investigation: 200-RMB bowl of plain porridge—Shop still operating, manager says sales are poor	The Beijing News
Nov 28	Insects found in school cafeteria meals—Official response issued overnight	Global Times
Nov 29	SMAMR leaders visit rural collective dining operations to assess food safety	The Paper
Dec 3	Shanghai 2024 public satisfaction survey on health food safety released	China Food Safety Network
Dec 5	Shanghai strengthens food safety management for rural collective dining	China Food Safety News
Dec 13	Food recall: Ten batches fail inspections, including kimchi, popcorn, and sausage	China Food Safety News
Dec 16	Shanghai Changning District unveils its first Campus Food & Drug Science Education Center	The Paper
Dec 17	Shanghai encourages public participation in campus food safety oversight—Whistleblowers eligible for rewards	The Paper
Dec 19	Jinshan District of Shanghai enhances integrated food safety regulation for the restaurant industry	China Consumer News

## VI. Public Perception of Food Safety in Shanghai

### (I) Public Awareness of Food Safety

A third-party institution conducted the *2024 Shanghai Citizens' Food Safety Knowledge Survey*, which revealed positive trends in public awareness:

**1. Rising Public Awareness of Food Safety:** Survey results showed that public awareness of food safety information continued to rise, reaching 91.6 (out of 100) in 2024, an increase of 0.6 compared to 2023 (Figure 26).

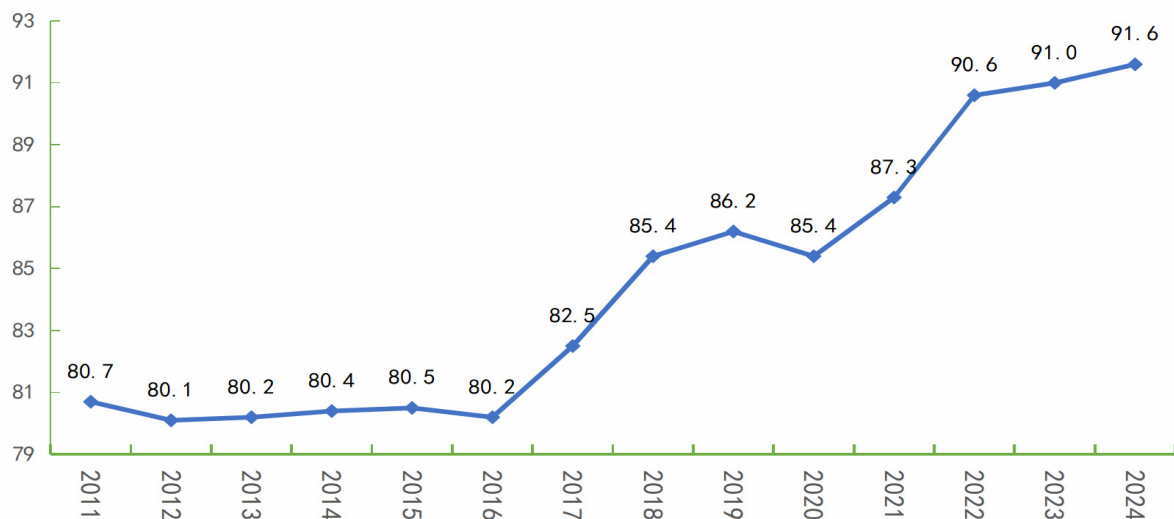


Figure 26. Shanghai Citizens' Scores on Food Safety Awareness, 2011-2024

**2. Strong Understanding of Safe Food Handling Practices:** Shanghai residents demonstrated a high degree of knowledge regarding proper food handling practices. The highest-scoring areas included: Safe handling of raw and cooked foods and understanding food safety information on public display boards. Both of these categories received scores above 95, indicating widespread knowledge of best practices.

**3. Areas of Weakness in Food Safety Knowledge:** Despite the overall

high level of awareness, the survey identified key knowledge gaps. Understanding proper consumption of edible oils and methods for reducing pesticide residues in fruits and vegetable both scored below 80 points. These findings highlight the need for enhanced public education on food processing, risk prevention, and basic food safety principles.

#### **4. Disparities in Awareness Across Age Groups:**

The survey revealed variations in food safety knowledge across different age demographics: middle-aged and younger residents had higher levels of awareness; older adults exhibited lower levels of knowledge, indicating a need for tailored education strategies.

To effectively reach older demographics, educational efforts should prioritize offline engagement methods, with simplified and accessible content to improve comprehension and uptake of safe practices.

#### **(II) Public Satisfaction with Food Safety**

A separate *2024 Shanghai Citizens' Food Safety Satisfaction Survey*, conducted by a third-party organization, provided the following insights:

**1. Rising Public Satisfaction:** Public satisfaction with food safety in Shanghai continued to rise steadily, reaching 91.5 (out of 100) in 2024, an increase of 0.6 from 2023 ( Figure 27).

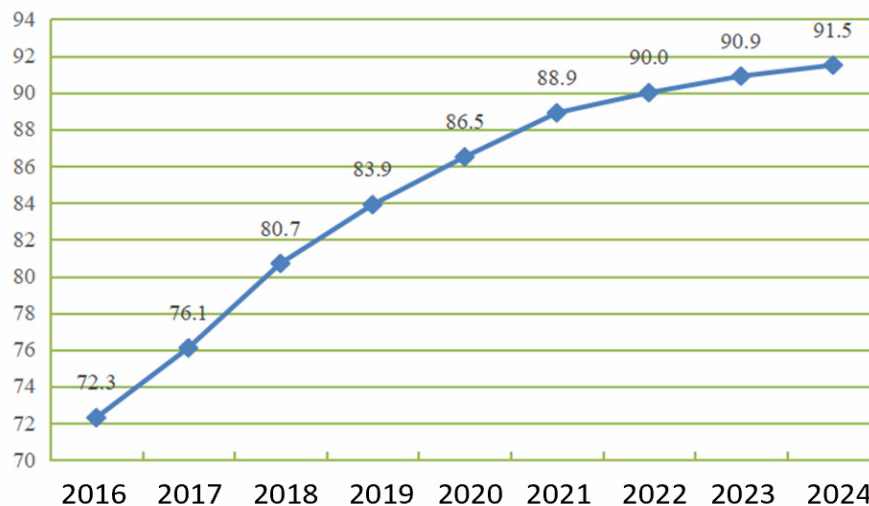


Figure 27. Shanghai Residents' Satisfaction Scores on Food Safety, 2016-2024

## 2. High Ratings for Overall Food Safety and Government Performance:

The survey assessed seven key areas of food safety, including government oversight, safety conditions in food supply chains, and consumer education initiatives. The highest satisfaction scores (92.5) were recorded for overall food safety conditions, and government food safety efforts and policies.

**3. Minimal Disparities in Satisfaction Across Districts:** The results indicated consistent food safety satisfaction levels across all districts, with all scores ranking at an excellent level, demonstrating uniform food safety management standards citywide.

**4. Variations in Satisfaction Across Dining Venues:** Despite high overall scores, satisfaction levels varied by dining venue type:

- Restaurants, canteens, and beverage shops received scores above 90, reflecting strong consumer confidence.
- Fast food outlets and small eateries had a lower satisfaction score of 86.4, suggesting greater public concern over food safety in these establishments.

## VII. Main Food Safety Measures for 2024

### (I) Strengthening Systematic Planning and Enhancing Food Safety Governance

**1. Implementing Joint Responsibility:** The Shanghai Municipal Party Committee and Municipal Government convened high-level meetings to strategize food safety oversight. The SFDSC issued directives on food safety, reinforcing the *Shanghai Food Safety Key Work Arrangement for 2024* and the *2024 Shanghai Food Safety Oversight Responsibility List*. The Commission fully implemented the State Council's food safety assessment tasks and strengthened evaluations of district governments and regulatory agencies. Additionally, 18,700 supervisors conducted inspections on 265,500 food businesses, achieving a 100% completion rate and full resolution of identified issues.

**2. Strengthening Institutional and Legal Frameworks:** Shanghai developed new food safety policies, including the “Three Notices and One Letter” System, which consists of an interview notice, a case investigation notice, and an administrative penalty notice (for businesses) / administrative recommendation (for government agencies) and a reminder and urging letter. This system is designed to regulate market behavior, prevent and combat monopolistic practices, and promote fair competition in the food sector. Additionally, *Emergency Regulations on Food Safety Public Opinion Events* were introduced to strengthen crisis management. Revisions to key legislation, such as the *Shanghai Food Safety Ordinance*, *Small-Scale Catering Providers Supervision Measures*, and *Shanghai Swine Product Quality and Safety Management Measures*, were either completed or actively pursued.

**3. Enhancing Regulatory Capacity and Training:** Specialized workshops, such as the “Implementing Food Safety Strategy and Building a Chinese-Style Food Safety Governance System” Seminar, were held. Additionally, 39 training sessions on the performance of joint food safety responsibilities were conducted, covering 56,800 regulatory and inspection personnel. In parallel, 24 public education and training sessions focused on food production safety were held to enhance industry standards.

## **(II) Optimizing the Business Environment and Promoting High-Quality Industry Growth**

**1. Innovating Regulatory Models:** Shanghai implemented the “5+4+N” integrated supervision model (see Section I) for the catering industry and cross-department oversight for green-labeled food businesses. These initiatives streamlined resources, improved inspection efficiency, and enhanced regulatory precision.

**2. Upgrading Service Standards:** The *Shanghai Food Business Licensing and Registration Measures* were introduced, along with continued improvements in chain food business licensing. Shanghai became the first city in China to offer fast-track online restaurant registration via its One-Stop Government Services Platform.

**3. Improving Food Quality Standards:** A citywide initiative mandated 100% QR-code traceability for pre-packaged food. Shanghai advanced coordinated urban-rural food safety initiatives, establishing over 4,000 new certified food retail demonstration stores as part of efforts to enhance food safety supervision and consumer trust. Additionally, the city introduced the Implementation Plan for the “Internet + Transparent



Kitchens” Initiative to improve transparency in the food service sector and added over 1,500 online food business demonstration stores to promote standardized and reliable online food operations. Further quality enhancement programs focused on dairy, meat, infant formula, and health food products to ensure industry-wide improvements.

### **(III) Strengthening Oversight Across the Entire Food Supply Chain**

#### **1. Ensuring the Safety of Edible Agricultural Products**

The *2024 Shanghai Key Supervised Edible Agricultural Products List* was formulated, advancing the *Three-Year Action Plan (2021-2024)* to eliminate prohibited substances, control pesticide residues, and improve food quality, with a compliance rate of 98.4% across 11 key product categories. The commitment-to-compliance certification system for edible agricultural products was fully implemented, with 8.86 million certificates issued and 1.11 million tonnes of certified agricultural products entering the market. Measures were taken to prevent heavy metal contamination in farmland soil, and a *Three-Year Action Plan for Standardization, Improvement, and Safety in Livestock and Poultry Slaughterhouses (2023-2025)* was launched. The city also enhanced testing capacity in local grain enterprises, completing 590 tests on edible agricultural products and their soil samples, achieving 100% coverage in variety and geographic monitoring.

#### **2. Enhancing Supervision Across the Food Production and Distribution Chain**

Risk-based hazard identification and control mechanisms were strengthened, requiring businesses to establish risk lists and mitigation measures to ensure compliance. The city promoted corporate integrity

systems in the food industry while implementing risk-tiered and credit-based regulatory models. In line with the national initiative to build Shanghai as a pilot zone for digital market supervision, the city has established the “1+4+N” intelligent food safety governance framework (see Section I). This includes optimizing the Shanghai Agricultural Product Quality and Safety Mobile Supervision and Analysis System and the Shanghai Digital Agriculture Cloud Platform, as well as promoting AI-driven smart supervision methods to detect and regulate non-compliant behaviors.

### **3. Strengthening Oversight of Imported Food**

A special enforcement campaign on cross-border e-commerce bonded food imports (“Health & Safety 2024”) was conducted, identifying 781 batches of non-compliant imported food. Authorities investigated 31 criminal cases and handled 39 administrative violations related to imported food.

## **(IV) Addressing Key Issues and Strengthening Special Governance Measures**

### **1. Launching Special Enforcement Campaigns**

Several targeted operations were carried out, including food safety risk inspections, crackdowns on illegal practices in meat production, rectification of violations in edible vegetable oil transport via tankers, and eliminating illicit “special supply” liquor chains. A total of 276,857 inspections of food producers and distributors were conducted. Additionally, 10,680 thousand tonnes of waste cooking oil was collected and disposed of, and 1,451 violations related to its disposal were investigated. Meanwhile, 12,195 cases of illegal street food sales were

handled.

## **2. Enhancing Campus Food Safety Oversight**

A citywide food safety review covered school cafeterias, food vendors near campuses, and related businesses, leading to 18,233 inspections, 2,758 corrective actions, and 181 law enforcement cases. Two local food safety standards related to group meal deliveries were revised.

## **3. Continuing Efforts to Prevent Food Waste**

Awareness campaigns were launched to curb food waste, resulting in 712 corrective actions and 342 legal cases. Schools implemented the “Clean Plate Initiative,” and canteen assessments were conducted to enforce waste reduction in government agencies and institutions.

## **4. Cracking Down on Food Safety Violations**

The SFDSC and Shanghai Public Security Bureau jointly supervised 10 major food safety cases. Across the city, authorities handled 182 food-related criminal cases, arresting 738 suspects, with total financial losses exceeding RMB 380 million. Shanghai’s law enforcement efforts were recognized by the Ministry of Public Security with two national-level commendations.

# **(V) Implementing Risk Management for More Effective and Sound Regulation**

## **1. Enhancing Risk Monitoring and Assessment**

Over 18,000 food samples were tested for contaminants and harmful substances, and 12,000 cases of foodborne illnesses were monitored. The *Shanghai School Vector-Borne Disease Prevention and Control Guidelines* were published. Additionally, 28,423 batches of locally grown agricultural products underwent quantitative testing, with a 99.6% compliance rate.

## **2. Expanding Food Safety Supervision and Evaluative Sampling**

Authorities conducted 142,000 food safety supervision samples, with a compliance rate of 98.4%, and 16,800 evaluation samples, with a compliance rate of 99.4%. The “You Request, We Test” initiative tested 15,400 food samples, with a 99.2% compliance rate.

## **3. Strengthening Risk Early Warning and Communication**

Quarterly risk assessment meetings were held to identify key hazards, and an early warning system for high-risk foods was implemented to notify the public. A trigger-based supervision model for Category A food producers was launched, ensuring that 218 businesses flagged in early warnings were fully rectified, and 11 companies had their safety ratings downgraded due to risk violations.

## **4. Enhancing Food Business Risk and Credit-Based Supervision**

The Shanghai food safety risk classification and credit-based regulatory framework was reinforced. Five business entities were placed on the list of seriously dishonest violators, facing strict penalties and monitoring.

## **(VI) Strengthening Public Participation in Food Safety Governance**

### **1. Expanding Public Awareness and Outreach**

The city organized 3,400+ food safety awareness events, attracting 3.22 million participants. Academia-industry collaboration was enhanced through the 5<sup>th</sup> Shanghai Food Safety Co-governance Forum, which drew 340,000 attendees.

### **2. Enhancing Digital Outreach and Public Education**

Food safety awareness efforts leveraged social media platforms, publishing 116 WeChat articles (total 368,000 views), 441 Weibo posts

(total 140 million views), and 40 Douyin (Domestic version of TikTok) short videos (total 2.25 million views).

### 3. Improving Public Supervision Mechanisms

A social oversight network was expanded to include consumer representatives, industry volunteers, and regulatory liaisons. The food safety reporting and reward system processed 557 reports, disbursing RMB 225,500 in rewards.

Table 27. Highlights of Districts' Food Safety Efforts, 2024

No.	Districts	Highlights
1	Pudong New Area	<ul style="list-style-type: none"> <li>- Two guidelines, <i>Promoting Safety and High-Quality Development of the Food Industry with 'New Productive Forces and Strategic Priorities in Support of Coordinated Food Safety Governance in the Yangtze River Delta</i>, were recognized as 2024 Outstanding Policy Documents for Promoting Public Participation in Food Safety Governance by <i>China Food Safety Newspaper</i>.</li> <li>- Hosted the 2024 "Five Cities and One District" (namely, Huai'an, Yangzhou, Wenzhou, Taizhou, Huangshan and Pudong New Area) Food Safety Testing and Inspection Skills Invitational Tournament.</li> <li>- Launched a supply chain quality improvement initiative with Qingmei Group as the lead business, included as one of the top 100 national quality enhancement projects.</li> <li>- The <i>Reform Pilot on Comprehensive Supervision of One-Stop Registration Services</i> was endorsed by city leadership.</li> <li>- Assisted two alcoholic beverage importers in pioneering the nationwide pilot program for simplified labeling, allowing imported wines and distilled spirits with an alcohol content above 10% vol to forgo mandatory Chinese trademark translations.</li> <li>- Released the <i>Catering Business Food Safety and Nutrition Management Standards</i> as an industry guideline.</li> </ul>
2	Huangpu	<ul style="list-style-type: none"> <li>- First district to launch the <i>Guidelines for the Management of Entrusted Food Production</i>.</li> <li>- Deepened cross-departmental regulatory reforms, with five departments conducting joint inspections of major restaurants in commercial districts.</li> <li>- Established a law enforcement coordination mechanism between public security and market regulators, leading to nine cases involving coordination between administrative enforcement and criminal justice, with one case listed as a national-level major food safety violation by the State Administration for Market Regulation (SAMR).</li> </ul>

No.	Districts	Highlights
		<ul style="list-style-type: none"> <li>- Facilitated chain food business licensing, issuing Shanghai's first "Chain Food Business License".</li> <li>- Expanded the "You Request, We Test" and "You Submit, We Test" initiatives, using targeted sampling as a regulatory tool.</li> <li>- Developed the "I'm A Food Safety Expert" Micro-Lecture as an educational platform for students.</li> </ul>
3	Jing'an	<ul style="list-style-type: none"> <li>- Strengthened initiatives encouraging public engagement in ensuring food safety, with three recognized as "Top 10 Public Participation in Food Safety Governance Cases" and three videos on the topic awarded as "Top 10 Micro Videos" in city-level evaluations.</li> <li>- Two food safety governance cases, "Ensuring School Food Safety for a Better Dining Experience" and "Three-Tiered Governance for a Food-Safe Jing'an", were recognized nationally.</li> <li>- Improved food safety supervision effectiveness, conducting disposal of inedible pork to prevent its entry into the market.</li> <li>- Created Shanghai's first "Annual Restaurant Waste Contracting System".</li> <li>- Established four rapid testing labs for vegetable markets, ensuring year-round sampling and testing with surprise inspections piloted.</li> </ul>
4	Xuhui	<ul style="list-style-type: none"> <li>- Digitalized food safety inspections, launching an electronic patrol system to enhance monitoring of centralized dining facilities.</li> <li>- Enhanced self-governance initiatives, transitioning to a 2.0 version self-management model where street-level officials serve as governance council members for merchant self-regulation, in an effort to enforce the "joint responsibilities".</li> <li>- Implementing the "5+X" Quality Enhancement Initiative, which provides one-stop guidance across five key market safety areas—food, special equipment, pharmaceuticals, medical devices, and metrology—while extending support to additional relevant sectors as needed. As part of this initiative, a digital tool was introduced to help businesses conduct pre-opening self-inspections and generate compliance reports.</li> <li>- Released a "Red and Black Lists" for restaurant compliance, intensifying public awareness and regulatory enforcement.</li> <li>- Continued expansion of the "Food Knowledge School" brand, with the case "Learning Food Knowledge to Promote Food Safety" recognized as one of the Top 10 Legal Publicity Cases in the Shanghai market supervision system.</li> </ul>
5	Changning	<ul style="list-style-type: none"> <li>- Published <i>"Food Safety Management Guidelines for Summer &amp; Winter Childcare Meal Services"</i>, first of its kind in Shanghai.</li> <li>- First to pilot "One-Stop Restaurant Registration Services" initiative, integrating all approvals into a unified mobile system.</li> <li>- Two cases, "Multi-Layered Protection for Food Safety on Campus" and "Tech-Enabled Food Safety: Interactive 'You Request, We Test' Mini Program", were recognized nationally.</li> <li>- Investigated and cracked a toxic meat sales case, which was selected as a</li> </ul>

No.	Districts	Highlights
		<p>national-level typical case by SAMR's Anti-Corruption Task Force.</p> <ul style="list-style-type: none"> <li>- Established a "Real-Time Online Linkage System" for food waste tracking, pioneering smart market system construction.</li> </ul>
6	Putuo	<ul style="list-style-type: none"> <li>- Launched the "Community Food Safety Micro-Network" initiative to improve grassroots supervision capacity.</li> <li>- Issued the <i>Putuo District Food Waste Reduction and Anti-Food Waste Work Plan</i>, including donating qualified food samples to sanitation workers.</li> <li>- Released the <i>School Cafeteria Food Ingredient and Management Standards</i> and the <i>Top 10 Things Every Principal Should Know About School Food Safety</i>.</li> <li>- Implemented integrated supervision for 50 leading restaurant enterprises.</li> <li>- Promoted the "Food Businesses of Different Sizes in Symbolic Operations" initiative and established a Food Production Supervision Training Center.</li> </ul>
7	Hongkou	<ul style="list-style-type: none"> <li>- Developed a fully digitalized comprehensive food safety supervision model covering the entire supply chain for campus food safety.</li> <li>- Implemented a "Comprehensive Restaurant Oversight Program", establishing five new regulatory systems and four standardized checklists.</li> <li>- Established an integrated supervision model for food businesses, coordinating inspections across multiple government agencies.</li> <li>- Strengthened the "One License for One Business Line" framework, issuing compliance guidelines for coffee shops and tea houses.</li> </ul>
8	Yangpu	<ul style="list-style-type: none"> <li>- Through the "University Canteen Food Safety Self-Governance Alliance", the SFDSC Office encouraged Fudan University, Shanghai Polytechnic University, and others to create real-time complaint handling platforms.</li> <li>- University-run hotlines and feedback channels improved dining quality and food safety management.</li> </ul>
9	Baoshan	<ul style="list-style-type: none"> <li>- Implemented Shanghai's first district-level Anti-Food Waste Standard, receiving national recognition.</li> <li>- Launched "Cloud-Based Food Safety Blueprint Review Services" to streamline pre-market approvals for food businesses.</li> <li>- Conducted food safety emergency drills at construction sites to improve response protocols.</li> <li>- Strengthened cross-regional traceability of agricultural products through inter-regional cooperation.</li> <li>- Expanded the "Baoshan Food Safety Knowledge" campaign, adding digital learning modules.</li> <li>- Successfully cracked a case of fraud, specifically a case involving misrepresentation of <i>Thamnaconus septentrionalis</i> (a type of filefish) as more expensive seafood. This case received attention and commendation from the Ministry of Public Security and the Shanghai Municipal Public Security Bureau.</li> </ul>

No.	Districts	Highlights
10	Minhang	<ul style="list-style-type: none"> <li>- Issued the <i>Implementation Plan for Strengthening Grain Saving and Anti-Food Waste in Minhang District</i>.</li> <li>- Signed a Food Safety Cooperation Agreement with Huainan, Anhui Province, establishing an inter-provincial coordination mechanism.</li> <li>- Expanded the “Internet + Transparent Kitchens” project to improve food safety visibility.</li> <li>- Developed a cross-departmental restaurant regulatory model, streamlining inspections.</li> <li>- Jointly issued and implemented the <i>School Cafeteria Food Safety Management Standards</i>.</li> <li>- Piloted “One Address, Dual Purposes” and “Industrial Upgrading” models for food businesses, with Yili Innovation Center receiving Shanghai’s first “One Address, Dual Purposes” Food Production License of 2024.</li> </ul>
11	Jiading	<ul style="list-style-type: none"> <li>- Innovative rural school food safety supervision measures were recognized by the State Administration for Market Regulation (SAMR).</li> <li>- The “Malu Integrated Food Safety Supervision Service” case was awarded as a 2024 Outstanding Case for promoting public participation in food safety governance.</li> <li>- Cracked down on counterfeit and substandard health foods, receiving commendation from the Ministry of Public Security.</li> <li>- Ensured food safety during major events, including Formula 1, Auto Culture Festival, and EDM Festivals.</li> <li>- Pioneered rapid seafood drug residue testing, establishing three testing centers.</li> <li>- Jiading Grain Trading Company won 2nd place in the Shanghai Grain Industry Vocational Skills Competition.</li> <li>- Launched “Jia Xiaoyu on Food Safety” as a local food safety education brand.</li> </ul>
12	Jinshan	<ul style="list-style-type: none"> <li>- Mobilized 1,282 officials across district, town, and village levels to enforce food safety supervision, integrating party leadership and establishing a “Party-Government Joint Responsibility, Three-Tier Collaboration, and District-Wide Implementation” working structure.</li> <li>- Revised the <i>Jinshan District Food Safety Incident Reporting and Investigation Measures</i> and established food safety emergency response and preparatory teams.</li> <li>- Three cases, including “Multi-Faceted Efforts to Promote the Ready-to-Eat Food Industry”, were recognized nationally.</li> <li>- The case “Three-Pronged Approach to Ensuring Campus Food Safety” was named one of Shanghai’s Top 10 Cases of Public Participation in Food Safety Governance.</li> </ul>
13	Songjiang	<ul style="list-style-type: none"> <li>- Integrated food safety oversight into Party oversight mechanisms, with training included in Party school curricula.</li> <li>- Developed seven smart food factories, including one at the national level.</li> <li>- Promoted partnerships among businesses, pairing large companies with</li> </ul>



No.	Districts	Highlights
		<p>smaller food businesses, as part of the “Food Businesses of Different Sizes in Symbolic Operations” initiative.</p> <ul style="list-style-type: none"> <li>- Launched a smart food safety management system, integrating the “Food Safety on Cloud” mini-program and the “Food Safety Code” system.</li> <li>- Issued new food safety guidelines for schools, achieving 100% coverage of “Internet + Transparent Kitchens” programs.</li> <li>- Developed new regulations for food and pharmaceutical administrative enforcement and criminal justice coordination.</li> </ul>
14	Qingpu	<ul style="list-style-type: none"> <li>- Launched a rural banquet food safety initiative, collaborating with Jiaxing and Wujiang to promote a “New Trend in Family Banquets in the Yangtze River Delta,” improving the service level of rural collective dining venues, promoting rural food safety in the Yangtze River Delta region, and creating an influential regional “Rural Chef” brand.</li> <li>- Encouraged major food production and distribution businesses to participate in innovation projects, including “Design 100+” and “Brand 100+”, “Fashion Smart Manufacturing Space”, “Fashion Product Innovation Product Catalog”.</li> <li>- Implemented strict grain quality control, and carried out the “Iron Fist Action” for grain regulation and policy-based grain inventory inspections, ensuring 100% testing for grain entering and leaving storage facilities.</li> </ul>
15	Fengxian	<ul style="list-style-type: none"> <li>- Issued the <i>Zhuangxing Lamb Cooking and Business Management Standards</i> to regulate traditional food industries.</li> <li>- Established a cross-sector industry regulatory mechanism.</li> <li>- Launched the “FM95.9 Interview Lounge” Talk Show on food safety.</li> <li>- Launched the “Southern Shanghai: Fengxian Premium Products” brand to promote high-quality food industry development.</li> <li>- Strengthened food safety oversight in university districts, transitioning unlicensed food stalls into branded night markets.</li> <li>- Took legal action to regulate profit-driven complaints.</li> </ul>
16	Chongming	<ul style="list-style-type: none"> <li>- Established Shanghai’s first district-level food business licensing training center.</li> <li>- Issued Shanghai’s first district-level anti-food waste restaurant standard.</li> <li>- Created a Traditional Chinese Medicine and Food Safety Education Center, the city’s first dedicated center.</li> <li>- Launched the “Eco-Friendly Dining Early Assistance” online service for businesses.</li> <li>- Established the “Growth Catalyst Studio” service brand to proactively support the licensing and opening of Shanghai’s first business using fresh milk for on-site preparation of liquid milk.</li> <li>- Signed a cross-regional food safety cooperation agreement with Nantong and Hai’an, pioneering Yangtze River Delta integrated supervision.</li> <li>- Strengthened the management of green food (organic product) certification and formulated compliance guidelines for certified businesses.</li> </ul>

## **VIII. Progress with Implementing Food Safety Priorities in 2024**

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

In 2024, Shanghai intensified its efforts to implement the “Joint Responsibilities” system, a national framework designed to clearly delineate food safety responsibilities between local governments and food businesses, in accordance with the State Council Food Safety Office’s directive on refining local food safety governance. The primary objective was to enhance regulatory effectiveness while reducing unnecessary administrative burdens on grassroots authorities, ensuring that responsibilities were effectively assigned and executed.

A key component of this initiative was the application of the “Food Safety Risk Control List” issued by the State Administration for Market Regulation (SAMR). This 95-item List provided a structured framework for businesses to proactively identify and manage food safety risks. The SFDCS Office didn't just mandate the List; it actively guided and supervised businesses in adapting it to their specific operations.

Under this framework, each food business, regardless of its size or the type of food it handled, was required to conduct a thorough risk analysis. This analysis involved:

- Identifying specific potential risk within their operations.
- Developing science-based control measures tailored to those risks.
- Establishing appropriate frequencies for monitoring and control activities.
- Clearly assigning responsibility for each control measure to specific personnel.

The goal was to move beyond generic compliance and create living

risk management systems. Businesses were encouraged to integrate their customized “Food Safety Risk Control Lists” into their existing management structures and to update them dynamically as new challenges emerged. This approach aimed to foster a culture of continuous improvement and precise risk control within each food business.

### **1. Comprehensive Supervisory Oversight and Issue Resolution**

Shanghai maintained rigorous oversight of its food businesses through its “Assigned Responsibility” system. This system assigns specific officials to oversee and ensure the food safety compliance of particular businesses. In the first half of 2024, these designated officials conducted inspections of 329,373 food businesses, identifying and resolving 2,774 potential safety issues. Of these, 625 were escalated to the SMAMR for further investigation, leading to 56 formal enforcement actions.

In the second half of the year, following refinements to the supervisory mechanism, officials inspected 261,002 businesses. This streamlined approach uncovered 1,071 issues, all of which were successfully addressed. The SMAMR investigated 157 of these cases, resulting in 12 formal legal actions.

Throughout the year, Shanghai achieved a 100% resolution rate for all identified food safety issues, demonstrating a strong commitment to proactive risk mitigation.

### **2. Ensuring Business Accountability and Compliance**

Shanghai effectively implemented measures to ensure that food businesses took primary responsibility for food safety. All operating food production and distribution businesses, including those temporarily closed for less than a year, were integrated into the “Assigned Responsibility”

system and managed through the “Shanghai Food Safety Responsibilities” digital platform. This platform enabled dynamic oversight and real-time risk assessment.

All food businesses were required to:

- Establish comprehensive food safety management systems;
- Appoint designated food safety personnel (including Food Safety Directors and Food Safety Officers);
- Develop and implement specific operational guidelines, including a *Food Safety Director Responsibilities* document, a *Food Safety Officer Code of Conduct*, and a customized “Food Safety Risk Control List”, and
- Establish a “Daily Control, Weekly Inspection, Monthly Scheduling” work mechanism (Smaller businesses, such as individual vendors, small-scale processors, temporarily registered small restaurants, and retailers selling only pre-packaged food, were only required to implement the “Daily Control” mechanism).

These requirements ensured that businesses proactively managed food safety risks and conducted regular self-inspections, significantly strengthening overall compliance.

### **3. Reducing Administrative Burdens on Grassroots Regulators**

To streamline food safety regulation and reduce administrative burdens on *grassroots-level* officials, the SFDSC issued the *Notice on Further Optimizing the Working Mechanisms of Territorial Responsibility for Food Safety*. This directive refined the “Assigned Responsibility” system across ten key areas, including the scope of assigned businesses, task lists, inspection frequency, inspection methods, and overall requirements.

These changes had a significant impact:

- The average number of businesses assigned to each Food Safety Accountability Official decreased from 16.7 to 13.5 (and from 17.7 to 14.7 for village- and neighborhood-level officials).
- The total number of required annual inspections citywide decreased by 76.4%, from at least 1,141,773 to at least 269,524.

This streamlining allowed regulators to focus their efforts on higher-risk businesses while maintaining effective overall food safety oversight.

#### **4. Expanding and Enhancing Food Safety Training**

Shanghai significantly expanded and diversified its food safety training programs in 2024. A total of 905 food safety officials (from the SFDSC, market regulation departments, and food businesses) participated in specialized training programs on implementing the “Joint Responsibilities” system. These programs were organized both online and in-person, in collaboration with the Organization Department of the CPC Central Committee at the Central Party School (National Academy of Governance), and with the State Administration for Market Regulation at its administrative academy.

Furthermore, the Shanghai Practice Training Center for Implementing the Joint Responsibilities for Food Safety was established in partnership with Shanghai Jiao Tong University. This center provides immersive, hands-on training for market regulation officials, food safety accountability officials, and food safety personnel from businesses.

To reach a broader audience, 48 specialized training sessions were conducted, specifically targeting approximately 8,000 frontline food safety

personnel from school cafeterias (including kindergartens and childcare facilities), meat product manufacturers, and other high-risk sectors.

## **5. Continuous Improvement in Work Efficiency and Oversight Mechanisms**

Shanghai enhanced its food safety oversight mechanisms through a structured “Daily-Weekly-Monthly” monitoring system, which included daily online surveillance, weekly data analysis, and monthly regulatory briefings. These measures ensured real-time tracking of regulatory actions, timely identification of emerging risks, and swift intervention when necessary.

Throughout 2024, the city convened six high-level coordination meetings to assess food safety governance progress, conducted two rounds of in-depth inspections, including unannounced and in-depth audits, and issued nearly 20 official advisory notices urging corrective actions where needed. Additionally, two rounds of formal interviews were conducted with businesses found to have recurring compliance issues, ensuring accountability and regulatory enforcement.

As part of the city’s food safety promotion efforts, “Food Safety Awareness Week and Month” campaigns were leveraged to highlight exemplary inspectors and “Food Safety Accountability” officials who demonstrated outstanding commitment and leadership in food safety governance. These efforts not only reinforced public trust in food safety oversight but also motivated frontline regulatory staff by recognizing their contributions.

To further modernize and optimize regulatory efficiency, the “Shanghai Food Safety Responsibilities” digital platform was upgraded to

enable standardized, paperless, efficient, and precise digital oversight. This platform now allows for automated reporting, intelligent risk assessments, and seamless coordination across regulatory bodies, significantly improving regulatory response times and overall food safety management efficiency.

## **(II) Optimization of the Business Environment**

The SMAMR, in coordination with relevant departments, has introduced a series of targeted measures to strengthen food safety oversight, enhance regulatory efficiency, and create a more favorable business environment for the food sector. These efforts align with the broader policy directives of the CPC Central Committee, the State Council, and the Shanghai Municipal Government, which emphasize optimizing business conditions through market-oriented, law-based reforms in alignment with the best international practices. At the same time, they support Shanghai's strategic goal of becoming a global hub for economy, finance, trade, shipping, and technological innovation. By deepening high-level reforms and expanding openness, these initiatives contributed to the city's overall drive for high-quality economic growth.

### **1. Strengthening Proactive Risk Control Through a Responsive Regulatory Model for A-Rated Food Manufacturers**

A new risk-responsive regulatory model was introduced to enhance early-warning capabilities and optimize inspection efficiency. The SMAMR issued the *Guidelines on Implementing a Pre-Warning and Responsive Regulatory System in the Food Manufacturing Sector*, refining dynamic risk assessment mechanisms for food manufacturers. The guidelines outline ten key pre-warning scenarios, enabling real-time risk identification

through digital surveillance and predictive analytics.

This data-driven approach allows regulatory authorities to conduct targeted interventions only when specific risk indicators are triggered, ensuring a proactive yet minimally disruptive regulatory framework. A-rated food manufacturers, which have demonstrated consistent compliance and strong internal safety protocols, are now subject to a “no unwarranted disturbance” policy, meaning that inspections are conducted only when risk signals warrant intervention.

This model has significantly enhanced the precision and efficiency of food safety oversight, and reduced unnecessary regulatory burdens while maintaining stringent safety standards. The innovative risk-responsive regulatory system has been recognized as a best practice and included in the Shanghai Municipal Government’s *Research Report on Building a High-Level, Open, and Quality-Driven Post-Supervision Regulatory System*.

## **2. Introducing the “R&D + Production” Model to Drive High-Quality Development in the Food Sector**

To foster a globally competitive business environment, the SMAMR introduced an innovative “R&D + Production” model, streamlining administrative approvals and enhancing the efficiency of food production licensing. The newly issued Shanghai Food Enterprise R&D Center Production Licensing Application Guide proposes a groundbreaking reform that shifts from the traditional “three reductions” approach—reducing processing time, procedural steps, and physical visits—towards a fundamental optimization of licensing conditions.

This transformative approach enables food enterprises to leverage shared resources within limited spaces, integrating research, development,



and production activities more seamlessly. By facilitating a dual-use model (“One Address, Dual Purposes”), the reform reduces operational barriers for multinational and domestic food businesses, supporting Shanghai’s goal of becoming a leading global hub for food innovation and industry headquarters.

As of 2024, five major enterprises have successfully adopted this model, including PepsiCo Asia R&D Center, Coca-Cola Beverages (Shanghai) Co., Ltd., Unilever (China) Shanghai Branch, and Yili Group Shanghai Innovation Center. Notably, PepsiCo Asia R&D Center and Coca-Cola Beverages (Shanghai) Co., Ltd. have accelerated their product launch cycles by 30% to 40% through this regulatory innovation.

### **3. “Food Businesses of Different Sizes in Symbolic Operations” Initiative to Promote Industry-Wide Development**

To strengthen the food industry’s supply chain and foster synergies between enterprises of different scales, the SMAMR launched the “Food Businesses of Different Sizes in Symbolic Operations” initiative, enabling leading corporations to assist small and micro businesses in overcoming growth constraints. This program facilitates upstream and downstream industry collaboration, ensuring the high-quality and resilient development of the entire food production ecosystem.

As part of this effort, 13 successful case studies have been published to showcase best practices and replicable models. Among them, the initiative “Further Implementing Businesses Support Program to Build a Robust Food Industry Chain” was selected as one of the top five exemplary practices in the State Administration for Market Regulation’s (SAMR) 2024 First Batch of Best Practices for Business Environment Optimization.

#### **4. Strengthening Research Implementation to Improve Food Safety Standards**

In an effort to enhance food safety risk management and improve industry standards, the SMAMR conducted a specialized study on allergen risk control in food production. The research, compiled into the *Report on Allergen Risk Control in Shanghai's Food Manufacturing Industry*, was recognized as one of the top six research outcomes by the State Administration for Market Regulation.

To ensure that research findings translated into actionable improvements, Shanghai became the first city in China to issue the *Guidelines for Allergen Management in Food Production*. These guidelines cover four key areas: raw material management, production process control, labeling requirements, and transportation management.

By setting clear industry-wide benchmarks, these guidelines provide practical guidance for food manufacturers to implement comprehensive allergen risk management protocols, significantly enhancing food safety across the entire production chain.

#### **5. Strengthening Integrated Supervision of the Catering Industry**

To advance systematic and coordinated oversight of the catering sector, the Shanghai Municipal Government Office issued the *Implementation Opinions on Innovating and Strengthening Integrated Supervision of the Catering Industry*. Building on the success of pilot projects for comprehensive regulation of large-scale restaurants, Shanghai has implemented a holistic regulatory framework that balances industry development with safety enforcement.

The initiative adopts a multi-faceted approach, integrating regulatory systems and the latest technology, risk and credit-based supervision, classification and application-oriented oversight, and cross-sector collaboration.

Shanghai has now fully rolled out the “5+4+N” Integrated Catering Regulation Model (see section I), focusing on standardized, precise, digital, and collaborative supervision. This framework enhances risk prevention and control, improves the accuracy and efficiency of food safety regulation, and ultimately promotes high-quality development across the city’s catering industry.

#### **6. Expanding the “Internet + Transparent Kitchens” Initiative**

In a move to increase food safety transparency and enhance public trust, the Shanghai Municipal Government Office issued the *Action Plan for Promoting High-Quality Development of Food Safety through the ‘Internet + Transparent Kitchens’ Initiative*. This plan outlines four key objectives and twelve targeted measures to streamline food business licensing procedures, implement differentiated supervision during and after operations, strengthen food safety responsibilities of businesses, and enhance online food delivery platform governance.

The initiative follows a phased implementation strategy, ensuring that catering establishments progressively integrate digital monitoring technologies into their operations. By expanding the “Internet + Transparent Kitchens” network and adopting remote supervision mechanisms, the program is expected to enhance food safety risk management while improving regulatory efficiency and public satisfaction.

#### **7. Improving the Food Business Licensing and Registration System**

To streamline administrative processes and support industry growth, the SMAMR issued the *Shanghai Food Business Licensing and Registration Management Measures*. This initiative features an easy-to-understand, visual guide (“One-Pager”) tailored for popular business formats such as convenience stores, restaurants, coffee shops, and chain enterprises.

The reform has been widely recognized, receiving positive feedback from industry stakeholders and major media outlets, including People’s Daily Online, Xinhua News, China National Radio, China Economic Net, and China News Service. Additionally, local platforms such as The Paper, Shanghai Rule of Law Daily, Jiefang Daily, Shanghai Release, and Shanghai Television have extensively covered the initiative, amplifying its impact.

The initiative has generated over 1,500 media reports, with a total readership exceeding 5 million people. Recognizing its significance, People’s Daily conducted in-depth field interviews in Pudong, Jing’an, Putuo, and Minhang, further highlighting Shanghai’s commitment to regulatory innovation and business environment optimization.

## **8. Expanding Licensing Convenience for Chain Food Businesses and Advancing the “One License for One Business Line” Reform**

To further simplify regulatory processes and optimize business operations for chain food enterprises, the SMAMR has actively implemented the *Shanghai Food Business Licensing and Registration Management Measures*. A series of specialized training sessions were conducted to familiarize chain food businesses with the new licensing policies.

This initiative has led to the approval of five new chain food enterprises, including Burger King, Nayuki Tea, Laiyifen, Chen Xianggui

Lanzhou Beef Noodles, and COSTA Coffee, enabling them to benefit from streamlined regulatory procedures.

Additionally, the *Notice on Further Advancing the ‘One License for One Business Line’ Reform in the Food Business Sector* was issued, outlining improvements to the comprehensive industry licensing system, enhancements to cross-sectoral regulatory efficiency, and implementation of robust safeguard measures.

To support this reform, a supporting digital information system is being steadily developed, ensuring that licensing and compliance procedures remain efficient, transparent, and business-friendly.

### **9. Successful Launch of the “One-Stop Registration” Service for Opening Restaurants**

Aiming to reduce bureaucratic hurdles and improve service efficiency, the SMAMR led a collaborative effort with the Shanghai Data Bureau, the Shanghai Landscaping and City Appearance Administrative Bureau, and the Shanghai Fire and Rescue Corps to redesign the business process for opening restaurants.

On June 12, 2024, Shanghai became the first city in China to fully implement the “One-Stop Registration Services” for opening restaurants via the municipal government’s “One-Stop Online Service” platform. This initiative allows business owners to complete all necessary procedures digitally, significantly reducing processing time and administrative burdens.

By December 2024, over 2,000 applications had been processed through the platform, demonstrating the initiative’s effectiveness in improving regulatory efficiency and business convenience.

## **10. Strengthening Supervision and Support for Special Foods at the China International Import Expo (CIIE)**

To maximize the impact and international credibility of the China International Import Expo (CIIE), the SMAMR continued its innovative “6+180+365” regulatory service model for special food exhibits.

Key measures included:

- Temporary licensing, extensions, and prioritized overseas inspections for imported food exhibitors,
- 42 temporary permits issued for special food products showcased at the 7th CIIE, and
- Collaboration with the SAMR to conduct priority overseas inspections for food import registrations in Switzerland, Australia, and six other countries.

As a result, 28 special food products exhibited at the CIIE successfully received expedited import registration certificates, further enhancing the Expo’s spillover effects and bolstering Shanghai’s position as a global trade hub for food and beverages.

## **IV. Way Forward in 2025**

2025 marks the final year of the 14<sup>th</sup> Five-Year Plan (2021-2025), a critical period for fully implementing the *Shanghai Implementation Plan for Deepening Reform and Strengthening Food Safety Oversight*. Guided by the strategic directives of the 20<sup>th</sup> National Congress of the Communist Party of China (to “strengthen food and drug safety supervision”) and the Third Plenary Session of the 20<sup>th</sup> Central Committee (to “improve the food and drug safety responsibility system”), and in alignment with President

Xi's key instructions on food safety, Shanghai will continue to modernize its food safety governance. This will be achieved while maintaining a people-centered approach.

Shanghai aims to solidify its position as a leading food safety city, both nationally and internationally. The city is committed to achieving world-class standards in:

- Modernizing food safety governance and capabilities.
- Ensuring food safety regulations and risk management capabilities meet internationally advanced levels.
- Promoting high-quality, sustainable development of the food industry.
- Cultivating a strong sense of legal awareness, responsibility, and integrity among food producers and distributors.
- Elevating food quality, safety management, and public participation to international best-practice levels.

The overarching goal is to create a significantly improved food safety environment, ensuring that the public can consume food that is healthy, reassuring, and trustworthy.

#### **Key Targets for 2025:**

To achieve these ambitious goals, Shanghai has set the following key targets for 2025:

- Overall Food Compliance Rate:** Exceed 99% for major food products.
- Food Safety Sampling:** Increase to 12 samples per 1,000 people annually.
- Foodborne Illness Incidents:** Maintain a rate of fewer than 4 collective foodborne illness incidents per 100,000 people annually.

•**Public Awareness:** Achieve a public awareness score of at least 92 (out of 100) for basic food safety knowledge.

•**Public Satisfaction:** Achieve a public satisfaction score of at least 92 (out of 100) regarding overall food safety conditions.

By achieving these targets, Shanghai aims to further solidify its reputation as one of the safest and most trusted cities in the world for food.

### **Key Tasks for 2025**

Shanghai will focus on six major areas to strengthen its food safety governance. The city will fully implement the joint Party-government accountability system for food safety by ensuring that local governments, regulatory bodies, and industry stakeholders fulfill their designated responsibilities. The *Regulations on the Food Safety Responsibility System for Local Party and Government Leaders* will be enforced to ensure coordinated efforts in oversight, enforcement, and policy implementation. The SFDSC and its office will enhance policy consistency and refine performance assessments for food safety management.

At the industry level, Shanghai will strengthen the “Joint Responsibilities” framework, reinforcing compliance requirements for businesses and expanding training programs for regulatory and industry personnel. These measures will ensure clearer accountability, improved enforcement, and stronger industry self-regulation.

Shanghai will continue enforcing the strictest standards, oversight, penalties, and accountability to ensure food safety compliance. The city will align its food safety regulations with international standards, enhance enforcement of mandatory food safety requirements, and advance the revision of the *Shanghai Food Safety Regulations* to address new



challenges and risks. Coordination between administrative enforcement and judicial prosecution will be strengthened to ensure stronger legal consequences for food-related offenses.

A comprehensive farm-to-table food safety framework will be strengthened, focusing on agricultural production, food processing, distribution, and consumer rights protection. The city will strictly control pesticide and veterinary drug residues and address heavy metal contamination in agricultural production, while also enhancing market access controls by integrating origin certification with entry regulations. The “National Gatekeeper” initiative for imported food safety will be expanded.

At the production level, a customized “1,000 Risk Profiles for 1,000 Businesses” risk control framework will be implemented to strengthen risk-based supervision for food manufacturers. Large-scale retailers and online food service platforms will be subject to enhanced oversight, while intensified efforts will target food fraud and safety violations through continued enforcement operations like “Sharpening Sword” and “Kunlun”. Additionally, cross-regional, cross-sectoral enforcement cooperation will be expanded to implement targeted regulatory actions, improve risk detection, and enhance rapid response mechanisms, particularly for campus food safety and high-risk sectors.

Shanghai will improve food safety risk monitoring and early warning through the establishment of a global risk assessment network and the “Compass” sampling inspection activities in the city, and the emergency response will be upgraded through targeted emergency contingency plans and new patterns of public opinion monitoring. The city will further develop the Shanghai Agricultural Product Quality and Safety Mobile

Supervision and Analysis System for real-time data-driven oversight. The city will also implement the initiative of “Internet + Transparent Kitchens,” to achieve that direct web access to food production and operation in the most timely manner. A comprehensive information platform on food safety will also be established in Shanghai to progressively enhance the Yangtze River Delta's regional cooperation in food traceability. Utilizing large-scale data and artificial intelligence (AI) analytics, Shanghai seeks to achieve greater digital transparency, reduce the risk of food safety incidents, and enhance regulatory efficiency, in turn improving public trust in food safety governance.

To support sustainable food industry growth, Shanghai will encourage digital transformation in food production and processing by creating smart manufacturing demonstration zones. The city will strengthen integrated regulatory oversight for the restaurant sector by enhancing real-time data collection and monitoring, while also optimizing the business environment by furthering “One-Stop Online Services” for industry licensing and compliance. Industry self-regulation will be encouraged, with businesses adopting best practices in food safety and risk management. These initiatives will ensure Shanghai’s food industry remains globally competitive while also enhancing consumer confidence and trust in food safety governance.

A multi-stakeholder approach to food safety governance will be fostered, with citizens encouraged to participate through expanded whistleblower rewards and improved complaint-handling systems. Academic and industry expertise will be leveraged by strengthening partnerships with food safety research institutions and professional associations. Food safety awareness campaigns will be expanded,

including initiatives such as “Food Safety Awareness Week”, while public education efforts will be strengthened through specialized food and drug safety education hubs. These efforts will reinforce a transparent, accountable, and participatory food safety governance model.

Shanghai’s 2025 food safety roadmap prioritizes systematic reforms, digital transformation, cross-sectoral collaboration, and stronger industry self-regulation. The city is committed to strengthening oversight across all food sectors, enhancing risk management through proactive monitoring, encouraging responsible industry practices, and fostering greater public trust in food safety governance. These efforts will guarantee that Shanghai’s residents can enjoy safer, healthier, and more sustainable food options, reinforcing the city’s reputation as a global leader in food safety governance.

## Appendix 1

### Completion of Key Food Safety Performance Indicators in Shanghai, 2024

Categories	No.	Indicators	2024 Target	2024 Outcome
Quality and Safety of Food and Edible Agricultural Products	1	Overall Food Safety Compliance Rate for Major Food Products (%)	≥99	99.4
	2	Food Safety Risk Monitoring Coverage (%)	≥97	100
	3	Overall Pass Rate of Quality Monitoring for Major Agricultural Products (%)	≥98	99.6
	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 (1,000 tonnes)	< 2.8	2.2
	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 Distributors	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	86.5
	13	Compliance Rate of “Reassuring Canteens” in Institutional Canteens (%)	≥80	87.2
	14	Coverage of “Transparent Kitchens” in Public Catering Service Units (%)	100	100
	15	Traceability Coverage of Major Food Varieties (%)	100	100

Categories	No.	Indicators	2024 Target	2024 Outcome
	16	Insurance Coverage for High-Risk Food Producers and Distributors (%)	≥90	100
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	10.0
Food Industry Development Quality	19	Total Output Value of Large-Scale Food Industries (billion RMB)	≥100	116.5
	20	Standardized Productivity of Planting and farming Industries (%)	≥90	91.0
Public Awareness of and Satisfaction with Food Safety	21	Number of Food and Drug Safety Knowledge and Education Centers	≥370	504
	22	Public Awareness of Basic Food Safety Knowledge (out of 100 points)	≥91	91.6
	23	Basic Food Safety Awareness Among Primary and Secondary School Students (out of 100 points)	≥92	93.5
	24	Overall Public Satisfaction with Food Safety (out of 100 points)	≥91	91.5

Note 1. The “2024 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 “Shanghai’s Food Safety Priorities 2024”;

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