

## Information (20:45) Thursday, March 20, 2014

To All Missions (Embassies, Consular posts and International Organizations in Japan)

### **The Revision of the “Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods concerned Applies”**

The Ministry of Foreign Affairs wishes to inform all Missions that today, the Nuclear Emergency Response Headquarters announced revisions to the “Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods concerned Applies” concerning radioactive materials in foods.

The revision was made on the basis of the results of inspections carried out for about past one year. Upon the revision, the items subject to inspections were revised based on the results of inspection for about past one year on the food items from which radioactive cesium above the maximum limits has been detected or the food items from which 1/2 of the maximum limits for radioactive cesium has been detected.

For further details of the revision, please refer to the tentative translation of “Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods concerned Applies” attached herewith. Please note that this translation is only made for the main part of the guideline (i.e. the translation does not include a table and attachments). The full translation would be made available later on and will be uploaded on the website of the Ministry of Health, Labour and Welfare.

#### **【Reference Information】**

The Nuclear Emergency Response Headquarters has established and publicly announced guidelines on the local governments' formulation of inspection plans for radionuclide in foods, and the handling of the restriction of distribution based on the Act on Special Measures concerning Nuclear Emergency Preparedness.

Contact: International Nuclear Energy Cooperation Division, Tel 03-5501-8227

(Tentative Interpretation)

Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods Concerned Applies

The Nuclear Emergency Response Headquarters

I. Purpose

In response to the occurrence of the TEPCO's Fukushima No.1 nuclear power plant accident on March 11, 2011, the provisional regulation values for radionuclides were established based on the Food Sanitation Act (Law No. 233 issued in 1947) on March 17, 2011. On April 4, the "Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods Concerned Applies" were compiled based on findings obtained until then.

Subsequently, in light of, such as, the knowledge accumulated through inspection results and dose reduction measures, changed focus of measures taken against radionuclide from radioactive iodine to radioactive cesium, expansion of foods subject to inspections based on the actual situation of the public food intake, and the enforcement of the new maximum limits for radioactive cesium as of April 1, 2012, we made necessary revisions to the following: inspection plans for properly assessing the need for restricting the distribution and/or consumption of foods, criteria for judging the necessity of restricting the distribution and/or consumption based on inspection results, and the concept of cancelling the shipping and/or consumption restrictions.

Recently, based on the inspection results accumulated over a year since April 2013, we have made additional revisions to the food items subject to inspections, the concept of cancelling the restriction of distribution and/or consumption, and others.

The implementation of the revised "Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which Restriction of Distribution and/or Consumption of Foods Concerned Applies" will be managed based on findings obtained so far (in addition to the inspection results obtained so far, the fallout and attachment of radionuclides; their migration from water, farm soil, and atmosphere; and the effects of production and feeding of animals).

(Reference) Chronology of revisions

March 17, 2011

The provisional regulation values for radioactive substances were established based on the Food Sanitation Act.

April 4, 2011

The "Concepts of Inspection Planning and the Establishment and Cancellation of Items and Areas to which the Restriction of Distribution and/or Consumption of Foods Concerned Applies" (original version) were compiled.

June 27, 2011 (partial revision)

The revised version was improved by taking into account the effects of radioactive cesium and the actual situation of the public food intake (the original version focused on foods susceptible to the fallout of radioactive iodine emitted immediately after the accident). Tea leaves, fishery products, and wheat variety were added under the handling of individual items.

August 4, 2011 (partial revision)

Beef and rice were added under the handling of individual items.

March 12, 2012 (partial revision)

The revision was based on the accumulated results of inspections conducted on agricultural and livestock products produced in 2011 and the enforcement of new maximum limits for radioactive cesium as of April 1, 2012.

April 1, 2012

New maximum limits for radioactive substances based on the Food Sanitation Act was enforced.

July 12, 2012 (partial revision)

New items and/or areas subject to inspections were added based on the inspection results accumulated since April 2012. Food items subject to inspections and requirements for cancelling the restriction of distribution and/or consumption were revised in light of the diversification of foods subject to the restriction of distribution. Soybeans and buckwheat were added under the handling of individual items.

March 19, 2013 (partial revision)

Items subject to inspections were revised based on the inspection results accumulated since April 2012. Requirements for cancelling the restriction of distribution and/or consumption were revised in light of the migratory characteristics of marine products, wild birds and animals and the importance of management of mushrooms. Log-grown mushrooms were added under the handling of individual items.

## II. Inspection planning for the local governments

### 1. Basic concepts

Basic provisions on the formulation of inspection plans implemented in the local governments for radionuclide in foods are set out.

### 2. The local governments subject to inspections

Prefectures instructed to implement inspections on respective food items are specified in the attached table. Additional inspections may be instructed based on the detected levels of radionuclides.

The prefectures shown in the attached table also conduct inspections on other items not designated as inspected items, as necessary, in a planned manner.

### 3. Items subject to inspections

Inspections are implemented on items whose information on producer and processor is identified based on values detected in the past, etc. (those closely examined by germanium detectors) as follows. The items listed in (1), (2), and (4) below are based on the inspection results obtained between April 1, 2013 and February 28, 2014. Applicable items after March 1, 2014 are also subject to the inspections.

- (1) Food items from which radioactive cesium above the maximum limits has been detected
  - i. Mushrooms, wild plants, etc. (Cultured items are included; those cultivated outdoor are selected as a priority.)
    - Log-grown Shiitake (hothouse cultivation); wild mushrooms; *Aralia cordata*;  
*Elatostema umbellatum* var. *majus* (Uwabamisou); Ostrich fern;  
*Eleutherococcus sciadophylloides* (Koshiabura); Japanese pepper; Japanese royal fern; Bamboo shoot; *Aralia elata* (shoot); Japanese horseradish (flower);  
Bamboo shoot (*nemagaritake*); Giant butterbur and *Pteridium aquilinum*
  - ii. Wild bird and animal meat
    - Meat e.g. Boar meat; Spot-billed duck meat; Green pheasant meat; Asian black bear meat; Sika deer meat; Hare meat; Mallard (wild) meat and Copper pheasant meat
  - iii. Cereals and pulse
    - Rice and Soybean
  
- (2) Food items from which 1/2 of the maximum limits for radioactive cesium has been detected (Items listed under (1) above are excluded.)
  - i. Vegetables (Those cultivated outdoor are selected as a priority. When both naturally-grown and cultivated items have been shipped (e.g. bamboo shoots), they are included under “mushrooms wild edible plants, etc.” (in iii. below).)
    - Brasenia schreberi* and Broccoli
  - ii. Fruits (Those cultivated outdoor are selected as a priority.)
    - Citrus fruit (Yuzu); Japanese apricot; *Citrus sphaerocarpa* (Kabosu);  
Kiwifruit; Ginkgo nut and Chestnut
  - iii. Mushrooms, wild edible plants, etc. (Cultivated items are included; those cultivated outdoor are selected as a priority.)
    - Log-grown Shiitake (outdoor cultivation); Log-grown *Pholiota nameko* (outdoor cultivation); Log-grown Brick cap (outdoor cultivation); Log-grown *Grifola frondosa* (outdoor cultivation); Log-grown *Bunaharitake* (outdoor cultivation); Japanese butterbur scape and *Parasenecio delphiniifolius* (Momijigasa)
  - iv. Cereals and pulse
    - Buckwheat and Azuki bean
  - v. Tea leaf
  - vi. Honey
  
- (3) Food items for which continuous monitoring inspections are needed as they are greatly influenced by the management of feeding.

- i. Milk (shall be subject to inspections in Iwate prefecture, Miyagi prefecture, Fukushima prefecture, Tochigi prefecture, and Gunma prefecture)
  - ii. Beef (shall be subject to inspections in Iwate prefecture, Miyagi prefecture, Fukushima prefecture, Tochigi prefecture, and Gunma prefecture)
- (4) Fishery products (Food items from which 1/2 of the maximum limits for radioactive cesium has been detected) (The following items are categorized in groups. For more detailed categorization of the items for the purpose of inspection, refer to the attached “Categorization of Types of Fishery Products.”)
- i. Marine fishery products (shall be subject to inspections in Fukushima Prefecture, Miyagi Prefecture, Ibaraki Prefecture, Iwate Prefecture, Chiba Prefecture, Aomori prefecture (only pacific cod), and Hokkaido (only pacific cod).)
    - Olive flounder; Righteye flounder (2 categories); Fat greenling; Rockfish, Jacopever and Scorpion fish (2 categories); Shark and Stingray; Pacific cod; Brown hakeling; Spiny red gurnard; Occella iburia (Saburo); Japanese black porgy; Striped mullet; Japanese seabass; Puffer; Conger eel; Bartail flathead; Japanese littleneck
  - ii. Inland water fishes (shall be subject to inspections in the local governments where 1/2 of the maximum limits for radioactive cesium is detected.)
    - Japanese smelt; Whitespotted char, Cherry salmon and Trout; Carp, Crucian carp, Japanese dace, Topmouth gudgeon; Japanese eel; Ayu sweetfish; Largemouth bass; American catfish; Crustacean
- (5) Food items which shall be considered when formulating inspection plans
- i. Major items which take into account of the amount of the public consumption  
(Reference) The items ranked high in the public consumption level in the National Health and Nutrition Survey (based on the survey of 2011)
    - Rice; Tea for drinking; Milk; Lightly colored vegetables (including Japanese radish, Cabbage, Chinese cabbage, Onion and Cucumber); Deeply colored vegetables (including Carrot, Spinach and Tomato); Egg; Pork; Potatos (including Potato, Sweat potato and taro); Citrus; Fruits (e.g. Apple, Grapes and Pear); Fishery products; Mushrooms; Chicken meat; Beef and Algae
  - ii. Main agricultural and fishery products of which the status of production is taken into account
- (6) Food items for which the restriction of distribution was cancelled on April 1, 2013 or after in the local governments concerned (limited to those items listed from (1) to (4)).
- (7) Foods distributed in the market (whose information on producers and processors is identified)
- (8) Processed foods served as dried goods for human consumption, including dried mushrooms, dried seaweed, dried seafood, dried vegetables, and dried fruits (excluding those foods to which the

maximum limits for radioactive cesium (100Bq/kg) apply in a reconstituted form by water)

(9) Food items from which 1/2 of the maximum limits for radioactive cesium are considered to have been detected due to a flaw in the production management (e.g. improper storage and use of covering material)

(10) Food items which are to be distributed in the market for the first time since the Fukushima Daiichi Nuclear Power Station accident and which have not been subject to the inspection in the individual municipalities in the local governments (However, the inspection could be done by designating group of items such as Non-head leafy vegetables as the representative benchmark items).

(11) Food items separately instructed by the government in accordance with the status of detection of radioactive cesium, etc.

(Reference 1) For oil materials, such as rice bran and rapeseed, inspections are conducted after they are processed as fats and oils and managed.

(Reference 2) For processed foods in (8), raw materials or finished products are inspected and managed, as necessary.

#### 4. The designation of municipalities subject to inspections

In order to grasp the regional spread of contamination, at least the following inspections are conducted, taking into account the actual situation of production and the status of the labeling of origins.

(1) Inspections on items listed in II 3 (1) (except for food items separately instructed by the government)

i. The prefectures from which of the maximum limits for radioactive cesium has been detected in relevant food categories in April 2013 or after (where indicated as ⊙ in the attached table)

Three or more samples are inspected per municipality, in areas where over 1/2 of the maximum limits for radioactive cesium has been detected in relevant items and the main production areas of these food items.

In other municipalities, 1 or more samples are inspected per municipality.

ii. The prefectures (except for those in i. above) from which 1/2 of the maximum limits for radioactive cesium has been detected in relevant food categories in April 2013 or after (where indicated as ○ in the attached table)

Three or more samples are inspected per municipality, in areas where over 1/2 of the maximum limits for radioactive cesium has been detected in the relevant items and the main production areas of these food items.

In other municipalities, 1 or more samples are inspected per municipality (prefectures may be divided into multiple areas across municipal borders, from which 3 or more samples are collected).

- (2) Inspections on items as specified in II. 3. (2) (except as otherwise provided): When over 1/2 of the maximum limits for radioactive cesium has been confirmed in the relevant food categories in April 2013 or after in prefectures, 3 or more samples are inspected per municipality, in areas where such a level of radioactive cesium has been detected in the relevant items. In other areas, 1 or more samples are inspected per municipality (prefectures may be divided into multiple areas across municipal borders, from which 3 or more samples are collected) (where indicated as ○ in the attached table).
- (3) When selecting sampling locations, the following are taken into account: concentrations of radioactive cesium in soils, the results of environmental radiation monitoring, and locations in which over 1/2 of the maximum limits for radioactive cesium has been detected in the relevant items produced in the past. When causes for increased concentrations of radioactive cesium in food items are partially identified, locations where the relevant factors apply are selected as a priority.

#### 5. The frequency of inspections

Inspections are planned in accordance with the actual situations of the production and distribution of items and carried out on a regular basis (in principle, about once a week, by designating a day of the week). For items whose picking period is limited, such as wild mushrooms and edible plants, they are inspected during the harvesting stage. In regard to the inspection in II 3 (3), milk is inspected once every 2 weeks, and Beef is inspected about once every 3 months per farm household.

Fishery products are inspected about once per week, in principle. For items which have fishery seasons, inspections are implemented prior to the start of the fishery seasons, and after the fishery seasons begin, the inspections continue to be carried out approximately once per week. As for marine fish in Hokkaido, Aomori prefecture, Iwate prefecture, and Chiba prefecture (in II 3 (4) i), inland water fishes in Saitama prefecture, and Kanagawa prefecture (in II 3 (4) ii), and fishery products (in II 3 (5), (7), (8) and (9)), the frequency of inspections is determined by taking into consideration of their past inspection results.

However, when radionuclides exceeding or close to the maximum limits are detected, the frequency of inspections is strengthened.

The government may separately instruct local governments on the frequency of inspections as needed.

#### 6. The formulation, public announcement, and reporting of inspection plans

Inspection plans are quarterly set out. The formulated plans are publicly announced over homepages and reported to the government.

#### 7. Measures to be taken based on inspection results

For foods which exceed the maximum limits, the local governments take necessary measures, such as disposal and recall of them, based on Food Sanitation Act.

When processed foods go over the maximum limits, the local governments investigate causes and adopt countermeasures as needed, such as strengthening monitoring inspections in the production areas of their raw materials, in addition to taking measures in accordance with Food Sanitation Act.

III. The requirements for establishing items and areas to which restriction of distribution and/or consumption of foods concerned applies by the government

1. Items

When it is considered that the areas producing the items exceeding the maximum limits have been spread out, relevant areas and items become subject to restriction.

2. Areas

Prefectural areas are designated, as a rule, considering that the obligation of labeling origins regulated under the Japan Agricultural Standards is by the unit of prefecture. However, prefectures can be divided into a multiple number of areas if they can be administered by prefectures and municipalities.

3. Consideration for the establishment of restrictions

- (1) The establishment of restrictions is considered per item, based on inspection results.
- (2) For consideration of the establishment of restrictions, inspection results are consolidated and their applicability with the requirements is judged in a comprehensive way. Instructions for additional inspections are given as necessary.
- (3) When the territorial spread of items exceeding the maximum limits is uncertain, the surrounding areas are inspected to determine the need for the restriction of distribution and the areas where distribution is to be restricted.
- (4) When a significantly high level of concentration is detected in items, the restriction of consumption is immediately established, regardless of the number of samples collected for the items concerned.

IV. Cancellation of items and areas to which restriction of distribution and/or consumption of food concerned applies by the government

1. Application for cancellations

The cancellations will be based on the application of the relevant prefectures.

2. Areas in which cancellation applies.

Prefectures can be divided into a multiple zones, in the light of the actual situations of the shipments of the items.

For highly migratory items, such as wild birds and animals and marine fisheries, as a general rule, the cancellations are done on the prefectural basis.

3. Requirements for cancellations

(1) As a general rule, the results of radioactive cesium inspections conducted at 3 or more locations per municipality within the last month must all fall below the maximum limits (The number of samples is increased when inspecting marine fishery products and wild birds and animals (considering their migratory behavior), mushrooms and edible plants cultivated outdoor (due to the importance of the management in growing them) and those of wild (because of the difficulty in management). These food



items must also be inspected in a way which allows us to confirm that their radioactive cesium level falls below the maximum limits in a stable manner.)

Samples are collected at the following locations (where a concentration of radioactive cesium is expected to be higher than other places) within the areas covered in the application for cancellation. In addition, measurement uncertainty must be taken into account (it must be statistically estimated that no analytical results of a series of measurements exceed the maximum limits even after repeated analyses).

- a. Locations where radioactive cesium above the maximum limits was detected from the foods concerned in the past;
- b. Locations where higher air dose rates were measured in environmental monitoring;
- c. Locations where higher radioactive cesium concentrations were detected in soil;
- d. Locations within areas where measures for reducing radioactive concentrations, such as cultivation management, are in great need but are not sufficiently implemented; and
- e. When causes for detecting high concentration levels of radioactive cesium in items are identified, such as the impact of the topography of mountains and forests, locations where the relevant causes apply.

(2) As for crops which especially require the cultivation management, etc. in order to keep their radioactive cesium below the maximum limits (e.g. log-grown shiitake), they must comply with the requirement in (1) above, and factors causing the contamination above the maximum level must also be removed through the management, etc.

(3) As for livestock products, they must comply with the requirement in (1) above, and causal factors of radioactive cesium contamination above the maximum limits must also be removed as a result of management by, such as, making sure that feeds that exceed the provisional tolerable levels are not fed.

(4) Besides the above, when measures are taken to ensure that foods exceeding the maximum limits for radioactive cesium are not shipped, the relevant restrictions may be cancelled.

(5) When the prefectural governments apply for the cancellation of the relevant restrictions, they must submit an inspection plan for conducting the inspections described above.

## V. Other

The government may separately give instructions to local governments on the matters from I to IV as needed. The handling of individual items is provided as the attachments.

Table: The local governments and items subject to inspections.

Reference: Categorization of Types of Foods (Vegetables, Fruits and Fishery products)

Attachment: Handling of individual items

- a. Vegetables, fruits, etc.

Attachment 1

b. Milk

Attachment 2

c. Tea leaf

Attachment 3

d. Fishery products

Attachment 4

e. Wheat variety

Attachment 5

f. Beef

Attachment 6

g. Rice

Attachment 7

h. Soybean and buckwheat

Attachment 8

i. Log-grown mushrooms

Attachment 9