

食品のリスク評価－食中毒原因微生物、放射性物質－

Food Risk Assessment - Food Poisoning Causative Organisms, Radioactive Nuclides in Foods



内閣府 食品安全委員会事務局 情報・緊急時対応課長・新本 英二
Eiji SHINMOTO, Director, Information and Emergency Response Division,
Cabinet Office Food Safety Commission of Japan (FSCJ)

Hello everybody. I am Eiji Shinmoto from the Cabinet Office Food Safety Commission of Japan.

Today's workshop is on the theme of food safety. Of the three factors mentioned by the chair earlier, I am going to talk about food safety and in particular about risk assessment. The FSCJ conducts risk assessments based on scientific knowledge. As examples of our recent assessments, I will talk about a risk assessment for the microorganisms that cause food poisoning, which were the subject of a previous talk. I will also talk about a risk assessment of radioactive materials which have been the focus of much debate regarding their control ever since the 2011 Fukushima Daiichi Nuclear Power Plant disaster.

When we speak of food risks, we could be referring to a variety of dangers that can affect food. For example, there are biological factors such as food poisoning causative microorganisms, prions, and various chemical substances. There are also physical risk factors, such as the risk of choking when eating certain foods such as devil's tongue. Radioactivity represents another physical risk factor. Dangers such as these exist within the food itself and our task is to assess how great the risk to health might be when people eat various foods. In this context, the scale of the risk is calculated by multiplying the probability of food poisoning occurring (when ingesting a causative agent) by the size of the agent's effect. So even if the pathogen can produce major symptoms, if the probability of food poisoning incidents is very small, the risk may be ignored or else accepted. To clarify risk size scientifically is one of the FSCJ's major roles.

The FSCJ was established inside the Cabinet Office in 2003 to carry out risk assessment and control as part of an overall framework for food safety in Japan. Until that time, the Ministry of Health, Labour and Welfare (MHLW) and the Ministry of Agriculture, Fisheries and Food (MAFF) had conducted risk assessment and risk control separately. But due to the occurrence of various problems relating to food safety a major readjustment to food safety administration was implemented. These problems included the identification, for the first time in Japan, of BSE-infected animals and the distribution of unregistered agricultural chemicals. The FSCJ is an organization established to carry out risk assessment separately from risk control but from a neutral, fair and scientifically reliable standpoint.

As I say, risk control conducted for the regulation and supervision of individual foods is handled by the MHLW and the MAFF while the FSCJ conducts the risk assessment. For instance, in the case of setting a regulatory value for a specific food, the FSCJ scientifically assesses the risk in advance for the specific hazard to be regulated. Based on the assessment results and in addition to any scientific basis, the technological possibilities, cost-effectiveness and other factors are also considered as an integrated whole and the conclusions implemented using concrete control measures. That is risk control.

Under the present system for maintaining safety and reassurance, which is termed risk assurance, risk communication is very important. Risk communication is carried out by the assessment organization and the control organization respectively. However, food safety cannot be realized by the administration alone.

It can only be realized if all the various stakeholders - the businesses, consumers and others - perform their own respective roles properly. Accordingly, all these related parties need to share the relevant information on food safety requirements and communicate it so that everybody understands what needs to be done. This is why an emphasis needs to be placed on risk communication.

About eight years have passed since the FSCJ was established. Over that time we have received requests to conduct well over 1,000 assessments, mainly from control organizations, and we have actually completed more than 1,000 of them. In the livestock-raising field, we have conducted assessments of veterinary-use medical products and feed additives. We are also making a risk assessment of BSE prions in relation to transmissions of variant Creutzfeldt-Jakob disease to humans via BSE.

Today, I am mainly intending to talk about food poisoning and radiation but I will also talk more generally about the BSE situation. The chair of today's workshop, Prof. Yoshikawa, has also chaired the FSCJ's Prion Expert Panel. The FSCJ has carried out a variety of BSE-related assessments. Based on their results, Japan is now implementing control measures on US and Canadian beef imports. We received a new inquiry from the MHLW about BSE in December 2011. In Japan BSE testing is currently required on all cattle more than 21 months old. As for beef from the US and Canada, only beef from animals below 20 months, for which import program guidelines have been followed, is eligible for import into Japan. The MHLW's present request to us is as follows. If the test month for these cattle were to change from 20 months old to 30 months old, how would this change the infection risk?

The MHLW also asked us to conduct a risk change assessment when reviewing SRM in relation to OIE. In concrete terms, the Ministry asked us to carry out the same kind of assessment on Japanese beef, US and Canadian beef, and beef imported from France and the Netherlands, although beef imports from the latter two countries are currently prohibited.

On receiving this inquiry, our Prion Expert Panel began its current deliberations. The initial panel session was held in January and it was recently announced that the second session would take place on February 27. Although I can't say when the deliberations will be completed, I want to assure you that fair and scientifically based deliberations about prions are happening.

I will now introduce several risk assessment examples related to food poisoning causative microorganisms. As Mr. Sakai and Prof. Morita introduced earlier, for the risk assessment of food poisoning, the increase or decrease of each kind of bacteria at the farm stage, distribution stage and consumption stage are all major factors. Also, as Mr. Sakai stated, the farm stage, slaughterhouse stage and distribution stage are controlled by HACCP and the number of bacteria present in food can be heavily influenced by the quality of temperature control in the processing and preparation stages. For risk management we take a scientific approach by analyzing the various contributing factors at each stage.

As one example, I would like to introduce a 2009 case in which the FSCJ produced a summarized risk assessment for *Campylobacter* bacteria within chicken meat. As Prof. Morita explained in his talk, *Campylobacter* live in the intestinal tract of livestock including poultry. There is a considerable incidence of food poisoning caused by *Campylobacter* infected chicken meat. As a countermeasure, the simple sufficient heating of the chicken meat prior to serving can eliminate the problem so there is little reason to worry about cross-contamination if such attention is paid. The FSCJ made a risk assessment on the combination of chicken meat and *Campylobacter*. The data on which the assessment was based came from actual contamination data in the chicken production and distribution fields. The positive ratio of *Campylobacter*-infected chickens was quite high at the farm stage, for example, and the contamination persisted throughout the distribution and slaughtering stages. Due to cross contamination, the test-positive ratio increases during the slaughtering process. In

addition, an important characteristic of *Campylobacter*-caused food poisoning is that it can occur if even a small number of these bacteria contaminate food during the cooking or consuming stages. The recent popularity of eating chicken raw is considered a major factor in the spread of this food poisoning.

In risk assessment, it is necessary to consider the possibility of infection at each stage and also the possibility of cross contamination. Firstly, we check the situation at the farm stage, then at the poultry slaughtering stage including the possibility of cross contamination when slaughtering. During the slaughtering process, chlorine concentration control at the water processing stage is used as a means of minimizing infection. Many factors such as these are involved at each processing stage. In this risk assessment, we proceeded with the aim of clarifying the following points scientifically, based on the data collected. These points concern what is the actual degree of risk in the current situation and how concretely will the risk of infection be changed when measures are taken at each stage? As an example of the results of the process, this is an estimate of the probability of infection. This risk assessment was conducted based on a model. The probabilities of infection in the case of eating raw meat and in the case of not eating raw meat are generated. People who eat raw meat become infected approximately 3.4 times per year. But even those who don't eat raw meat have a higher than zero risk — actually, it's 0.36 times per year — due to the possibility of cross contamination. There is nothing particularly surprising about this. It demonstrates the risk of eating raw meat. The risk of infection is high for people who eat raw chicken, although becoming infected is not necessarily the same thing as exhibiting symptoms.

In addition, we made assessments of how the risk of infection changes when specific measures are taken at each stage. For example, we assessed how effective it was at the poultry slaughtering stage when slaughtering facilities made a distinction between chicken from contaminated farms and those from uncontaminated farms, or when people stopped eating

chicken raw. And we estimated how far the number of affected individuals could be reduced through a combination of measures such as maintaining thorough control over the chlorine concentration in poultry slaughtering facilities. According to our assessment, if Japanese people would reduce the number of occasions on which they ate raw chicken by 80%, then the number of people infected with food poisoning from raw chicken would decline by 70% compared with the present situation. This assessment includes another estimate of how far the number of infected people would decline if poultry slaughtering facilities engaged in sectioned processing and implemented thorough chlorine concentration control in addition to consumers reducing the number of occasions on which they ate raw chicken.

The results of such risk assessments are reported to the MHLW and the MAFF, which are the supervising authorities. Regarding the present situation, since receiving this particular risk assessment result, the MHLW and MAFF have been conducting their own research and surveys with a view to drawing up specific control measures. Also, they are issuing more strongly-worded cautions to the general public to stop eating raw chicken.

Last year, we also carried out a risk assessment concerning enterohemorrhagic *Escherichia coli* or EHEC, which was mentioned earlier by Prof. Morita. One of the characteristics of this bacterium is that an infection can lead to food poisoning symptoms even if the number of bacteria present is relatively small. As a result of such contamination, cases in which EHEC contamination of beef and beef liver causes food poisoning are seen. In the same way as with *Campylobacter*, there is no need for concern about EHEC food poisoning when meat, including chicken, is sufficiently heated prior to serving.

As for the current situation in Japan, at the farm stage, as was mentioned earlier, in some of the facilities monitored, more than 10% of the livestock are infected. Although the rate of infection varies according to the season, a certain amount of contamination is always

present. Next, we come to the bacteria detection ratio from carcasses after slaughtering treatment. This varies from year to year within the level shown here. In recent years, the detection ratio has declined significantly, but still a certain amount of EHEC contamination is detected. At the consumption stage, if food is tested, a certain amount of contamination can be detected too.

In this type of risk assessment, the amount of bacteria present is a factor. There is a report of an incident where - to give an example of the minimum number of bacteria that can produce symptoms - food poisoning developed from just two colony-forming units (CFUs). Similarly, there are other cases in which people have developed food poisoning from ingesting very few pathogenic bacteria.

In April and May of last year (2011), there was a succession of deadly food poisoning incidents in Japan involving "yukhoe" (a Korean dish of spiced ground beef served raw). In response to these incidents, the MHLW decided to establish a new standard for foods intended for raw consumption based on the Food Sanitation Act. Accordingly, in April of last year, the FSCJ received a request to conduct a risk assessment, and this is that risk assessment. Before that time, the MHLW set out guidelines, issued notices concerning these guidelines and provided related guidance to business operators, in addition to taking measures to boost public awareness among consumers. However, after it became clear that eating yukhoe was causing food poisoning fatalities, the Ministry decided to set out a standard based on the Food Sanitation Act backed up by force of law and with penalties for infringement. Prior to establishing this regulation, the Ministry requested the FSCJ to conduct a health impact assessment to serve as the basis for formulating the standard.

This assessment was compiled and summarized by last August and the results reported to the MHLW, after which the new regulation came into force in October of last year. Regarding the outline of the standard set by the Ministry for beef intended for raw consumption, the main points are that the meat must be heat treated by heating it to more than 60 °C for more than two

minutes at a depth of more than one centimeter from the surface. The standard also specifies other things including temperature control. The reason for specifying heating to more than 60 °C for more than two minutes is that, in the course of various research conducted by the MHLW, it was found that when E. coli O157 becomes attached to the surface of whole cuts of meat, depending on the number of days passed since the animal was slaughtered, the bacteria on the surface will move to locations inside the meat. For this reason, it is necessary to heat the meat not only on the surface but also to a certain depth (in order to eliminate the bacteria).

The MHLW's idea is that its ultimate target is to hold down the number of deaths caused by E. Coli O157 annually to less than one person. Based on the number of past deaths and the E. Coli O157 contamination ratio of meat up until now, the Ministry decided to target the amount of microorganism contamination of meat at the time of consumption. Specifically, the Ministry set out a target limit of 0.014cfu/g (colony-forming units per gram). Moreover, because microorganisms propagate during both the processing and consuming stages, in the interest of safety, the Ministry set a target limit for contamination by microorganisms at the processing stage of 10% of the consumption time limit, or 0.0014cfu/g. Also, the Ministry's standard specifies the necessary measures for achieving this target including how to heat the meat and how to conduct inspections to verify whether or not the target has been reached.

The outline of the standard is as written here. In addition, meat intended for raw consumption should test negative for contamination by members of the Enterobacteriaceae family. Specifically, the main hazards are EHEC and Salmonella bacteria. But in the case of meat for raw consumption the index for the test is that the meat should be free from all Enterobacteriaceae bacteria contamination. Of course, various hygiene requirements during the preparation stage are also specified.

This is an outline of the assessment results summarized by the FSCJ in August of last year. To

be on the safe side, the MHLW's indicated target limit for microorganism contamination at the time of consumption is set low.

Furthermore, the Ministry has set the target limit for microorganism contamination at the processing stage to make a considerable allowance for safety under conditions of hygienic management. One of the conditions is that no parts of the meat that have not been heat treated should be eaten raw, and because there is no guarantee that the target level of contamination can be achieved by complying with the heating-up process standard alone, it is also necessary to conduct bacteriological testing with the necessary number of samples. This is a point concerning the FSCJ's assessments that was not contained in the MHLW's request. Specifically, it is necessary to test 25 specimens weighing 25g each. The FSCJ also added the caveat to its assessment that validation of the system is an indispensable element of the heating method.

As a result, we can say that meat satisfying the above standard is assured quite a high level of safety. But, even so, the MHLW does not guarantee a zero risk or 100% safety. At the Ministry's council, deliberations proceeded from the standpoint that, basically, people should avoid eating raw meat. The FSCJ also takes the stance that, particularly in the case of children, the elderly, and those with lower levels of natural immunity to the microorganisms that cause food poisoning, attention should be paid to avoid eating raw or undercooked meat.

In addition, the MHLW's council is continuously discussing the handling of raw liver. Administratively, it is known that in December of last year, as a result of research by the Ministry, E. coli and EHEC were detected in liver. If it becomes necessary, the Ministry will issue an assessment request concerning this issue to the FSCJ.

Next, I would like to talk about the risk assessment situation related to radioactive contamination.

When the nuclear accident occurred in March of last

year, the MHLW set a provisional regulation value for radioactivity, and this is now used to regulate food distribution. In addition, when there is a possibility of radioactive contaminated food in excess of the regulation value being distributed across a region, instructions are issued about shipment restrictions and intake restrictions within that region. These instructions are not issued by the MHLW but by the Prime Minister or the Government's Nuclear Emergency Response Headquarters to the prefectural governors concerned. In either case, regulation based on the provisional regulation value remains in force at present. Since the nuclear accident created an emergency situation, the provisional regulation value was set in March of last year without any prior assessment from the FSCJ. After the accident, the FSCJ received a request to conduct an assessment from the MHLW. The FSCJ sent back a summary of its results in October. Armed with these results, the MHLW has been conducting concrete studies since April of this year in preparation for setting a new regulation value.

Moving on to the health effects of radioactive contamination, these can be divided roughly into "deterministic" effects and "probabilistic" effects. The deterministic effects, which occur at comparatively high doses, include hair loss and infertility. In the present situation, doses are not at a level that should cause worry about deterministic effects. Regarding the probabilistic effects of low doses, it is necessary to consider the risk of cancer including leukemia. As for the relationship between cancer risk and radiation, radioactive material can emit three types of radiation, known respectively as alpha particles, beta particles and gamma rays, when unstable isotopes change into stable isotopes. Beta particles are fast moving electrons, while gamma rays are high-energy electromagnetic waves, or photons. High-energy radiation of this kind can damage the DNA in the cells of living things including human beings. Basically, our bodies are equipped with functions that can repair this damage, but occasionally, probabilistic damage can remain without being repaired in the form of a mutation that causes a cell to become cancerous. Despite the body's natural defense mechanisms, if such a cell can survive in the immune

system, it may propagate and grow into a cancer. Such developments are probabilistic effects that depend in part on the amount of radioactive material present in the body.

Radioactivity is said to have caused genetic effects in animal experiments, but in research on humans, such effects have not been detected. In the ongoing research on the atomic bomb victims of Hiroshima and Nagasaki, no clear genetic effects have been shown statistically up to the present time.

At this point, let me talk a little bit about becquerels and sieverts. The becquerel is the unit employed to quantify radioactive contamination in food, etc.,. Essentially, it measures the strength of the radioactive emissivity of the substance being measured. However, when radiation enters the body in food, which results in internal exposure, the unit used to quantify the severity of the effect on health is the sievert. Radioactive emissivity differs according to the type of radioactive material and the type of radiation emitted, such as beta particles or gamma rays, but conversion factors based on scientific knowledge have been established for each of these types. There is also a conversion factor from becquerels to sieverts, and this can be used to put a numerical value on the scale of the effect of internal exposure.

In the food health effect assessment we conducted this time, we studied approximately 3,300 domestic and international documents beginning with publications by UNSCEAR (the United Nations Scientific Committee on the Effects of Atomic Radiation), the ICRP (International Commission on Radiological Protection, and the WHO (World Health Organization). In order to clarify the relationship between doses and health effects, we closely examined documents with a focus on whether such radiation dose estimates are reliable or not, and on whether research methods for epidemiological studies are appropriate or not.

Regarding the health effects of radioactive contamination ingested via food, since epidemiological data on internal exposure has been very limited, we

studied this subject using epidemiological data that included external exposure as well. Both internal and external exposures are quantified using a common unit, namely, the sievert. Accordingly, if there happens to be some data in which individual doses are given in sieverts, this data can be used for food health effect assessment, so we studied this data as well.

Internationally, in this kind of assessment, the linear non-threshold model is used, particularly for high doses. For example, there is a finding that the mortality risk from cancer increases by 5% at a dose of 1,000 millisieverts. Under the present situation, hypothetically, a risk exists in proportion to the radiation dose even if the dose is small, and risk management is carried out accordingly. Actually, whether or not there is a real health risk at low doses has not been proven, but risk management is conducted based on the hypothesis that the risk is real.

On the other hand, the FSCJ's role is to clarify this risk based on scientific knowledge, so we have studied this risk based on epidemiological data on people who have been exposed to radiation. This is the epidemiological data we used. The first is from the State of Kerala in southern India, a region where natural background radiation is relatively high due to there being comparatively large amounts of radioactive thorium in natural sand deposits. The results of this survey, which followed 70,000 residents in Kerala over a ten-year period, showed no increase in the risk of developing cancer. According to the report, despite some very high doses (including cumulative doses as high as 500 millisieverts) the researchers found no link to carcinogenesis. However, in the case of atomic bomb victim data from Hiroshima and Nagasaki, the mortality risk from leukemia was found to rise statistically at above a borderline level of 200 millisieverts. The results of an epidemiological survey that had followed almost 100,000 people for 47 years, in the case of a group that had experienced radiation exposure of between zero and 125 millisieverts, showed a statistical rise in mortality risk due to carcinoma. But this rise couldn't be confirmed in a group that experienced radiation exposure of between zero and 100 millisieverts. So the

risk only becomes visible statistically when radiation exposure levels rise above 100 millisieverts.

This is a document concerning the effects of radiation on children. According to the text, available data indicates that children are generally more sensitive to the effects of high radiation doses. However, the epidemiological data is extremely limited concerning children exposed to low radiation doses, as in the case of the Fukushima Daiichi nuclear accident. We also studied two documents concerning Chernobyl. One of them reports that the risk of leukemia was higher among children aged less than five years. There was also a document stating that the younger the age when radiation victims were exposed, the higher their risk of developing thyroid cancer. However, when we looked at this document from an epidemiological and statistical perspective, we found that the dose estimates were imprecise in certain respects. Accordingly, the FSCJ judged that uncertainties remain concerning the risk from exposure to a given dose of radiation.

The next piece of data I want to show you concerns the effects of exposure to radiation on fetuses. This is the outline of an assessment we carried out in October of last year based on other documents and the results of an epidemiological survey. The effects of radiation exposure can be seen when the lifetime additional cumulative effective dose climbs to approximately 100 millisieverts. The significance of the term “additional” here is that, even before the Fukushima Daiichi nuclear accident, people were exposed to natural radiation in the course of their everyday lives. For Japan, the natural background radiation level is in the order of 1.5 millisieverts annually. Also, we are occasionally exposed to radiation in the course of medical examinations. When there is additional food-mediated radiation, beyond such natural background and medical examination-related radiation, and reaching 100 millisieverts, the effects of radiation exposure begin to be seen. Specifically, we evaluated that a risk of cancer occurred at this level.

The words here state, “during life”. But in the summary it specifies that during the period of childhood,

sensitivity is higher than in the period of adulthood. This is what was stated in a document dealing with the Chernobyl accident. But we could not share this conclusion because on close examination the data was uncertain with respect to dose estimation. However, the possibility of this conclusion being correct is high, so the FSCJ has included it within the summary. Regarding the health effects of doses below 100 millisieverts, we were unable to refer to this data. Although there is a document stating adverse health effects even at doses below 100 millisieverts, we were unable to employ it because the theoretical estimates used were incorrect. More than anything, the risk of developing cancer is affected by a long list of things ranging from consuming alcohol or tobacco to lack of vegetables, lack of exercise, etc., and there is a possibility that the effects of these various risk factors and the effects due to exposure to low doses of radiation are not clearly distinguished. As FSCJ assessments should be made statistically and epidemiologically, and given the small size of the epidemiological data, such small risk differences could not be detected, although there is a possibility that such differences are real. From this, the FSCJ decided that it was difficult to make a judgment regarding the sensitivity of children to low doses of radiation.

This is the result of the FSCJ assessment in which we considered that approximately 100 millisieverts is the borderline between safety and danger. This is not a scientifically determined border because it has not yet been made clear scientifically that a person who receives a radiation dose higher than 100 millisieverts always develops cancer, or that a person who receives a dose lower than 100 millisieverts has no risk of developing cancer at all. But it does represent a value that risk management organizations can consider when conducting risk management.

Cancer has a variety of causative factors, and to prevent cancer there are also many factors that can play a role such as eating lots of vegetables and exercising, etc. Individuals themselves need to consider which preventative measures they should take for preventing the likelihood of cancer.

In this slide, you can see the radiation dose that Japanese people were receiving from the natural world before the nuclear accident. The Japanese receive about 1.5 millisieverts per year from such natural sources. So in the course of his or her life so far, a 70-year-old Japanese would have cumulatively received approximately 100 millisieverts. This breaks down into radiation received from cosmic rays and from the ground or soil. There is also some radioactive radon and thoron within the atmosphere so there is some internal exposure when we inhale. On top of that, we take in the equivalent of 0.4 millisieverts of radiation per year from food.

The radioactive substances in food include potassium 40. Potassium is a naturally occurring element and a necessary component within living things. Approximately 0.012% of naturally occurring potassium is the radioactive isotope potassium 40. Since the half-life of this isotope is very long (at 1.2 or 1.3 billion years) it continuously remains present in food. So there is always a certain amount of radioactive potassium 40 present in all foods containing potassium. Also, if we check dried food, we always detect a certain level of radioactivity. In this assessment, the FSCJ addressed the issue of how things stand when radioactivity from food is added to the radioactivity exposure from other areas of our lives in order to provide a guide to cancer risks when food-mediated radioactive exposure increases above 100 millisieverts.

Since receiving this assessment in October of last year, the MHLW has been reviewing its specific standard 'values'. This is the provisional regulation value set in March of this year. For example, in the case of meat, an upper limit of 500 becquerels has been established, although this will be reviewed in April. Under the new regulation value plan, the classification is also being reviewed. According to the new regulation value idea, the regulation values are 10 for drinking water, 50 for milk, 100 for general food and 50 for baby and infant food.

The provisional regulation values were decided with the idea of keeping exposure to radiation from cesium

below 5 millisieverts per year, with the dosage divided between specific foods. But the new regulation values are based on the FSCJ's assessment results, etc., and designed to keep exposure below 1 millisieverts per year.

The dividing method employed is as follows. In addition to cesium, food contamination with strontium or plutonium is considered a possibility. The MHLW explained the thinking behind the new regulation values as follows. By setting this low limit for radioactive cesium, any hidden radioactive effects from strontium or plutonium will also be controlled.

The method used for dividing the regulation value among specific types of food in order to set the new regulation values was to first remove the portion for drinking water and then to divide the remainder among the various general foods. Naturally, the amount of food people consume varies according to age, so sensitivity to radioactivity likewise differs according to age. Accordingly, the maximum values are calculated by paying consideration to these aged-related variations in consumption volume and sensitivity to radiation.

In terms of age categories, to take babies aged less than one year old for example, since the volume of food they consume is small, if a limit value of 460 becquerels is set, their radiation intake will not be in excess of 1 millisievert per year. By contrast, to take the example of adolescent boys aged 13 to 18, since they tend to have large appetites, a radiation intake of no more than 1 millisievert per year cannot be guaranteed unless a limit value of 120 becquerels is set for food. The MHLW's thinking was to make this calculation for each generation or age group, and then, based on the most severe case (which was 120 becquerels) to set the regulation value even lower at 100 becquerels. Also, in this calculation, the value was set based on the idea that half of the food people eat is contaminated by radioactive material.

Concerning this point, some people have voiced the opinion that, in practice, it could never happen that 50% of the food people eat was contaminated, but the

MHLW made this calculation expressly to ensure a considerable margin of safety.

The Ministry makes estimates of how much radioactive material people are ingesting from food. Currently, each municipality is testing food. Based on the results of these tests, using laboratory data covering the period from August to November of last year, and also on the assumption that no contaminated food (contaminated with radioactive material in excess of the new regulation limit) is distributed, in the case that food contaminated at levels below the regulation value is distributed, the Ministry estimates how many sieverts per year of radioactivity people who eat this food will be exposed to.

According to a calculation made using the median value of the test results, the radioactivity intake is 0.043 millisieverts per year. Likewise, when a calculation is made on the assumption that people eat food with levels of radioactivity comparatively higher than those of 90% of the samples recorded in the laboratory result data, the intake rises to 0.074 millisieverts. So, on the basis of these calculations, we can expect levels of actual exposure to be quite low.

Actually, this laboratory testing was mainly carried out on food produced in eastern Japan, which means the food had comparatively high levels of contamination (from a national average standpoint). Even so, the estimate shows this rather low result.

To carry out its tests, the MHLW bought food that was on sale locally in Tokyo, Miyagi and Fukushima, and checked how much radioactive material the foodstuff contained. This slide shows the results in various regions. Earlier, I said that food contains potassium and that a certain amount of it occurs in the form of the radioactive isotope potassium 40. What this means is that food contains the equivalent of an annual dose of 0.2 millisieverts of potassium. The Ministry also checked how much radioactive cesium 134 and 137 are contained in this food. In the case of various regions of Tokyo, the levels were extremely low. In the case of Miyagi and Fukushima, despite the fact that the

most of food bought was produced locally, the level of radioactive cesium detected was at a very low level - equivalent to an annual dose of just 0.02 millisieverts. So, when actually distributed foods were examined, they were found to contain only tiny amounts of radioactive cesium even when compared to the levels of naturally occurring radioactive potassium.

Although this is the actual situation, the MHLW has set out regulation values with the aim of guaranteeing a considerable margin of safety.

From this January, the MHLW and the FSCJ began jointly holding a series of explanatory meetings in various regions concerning the presence of radioactive material in food. In Kansai, a meeting is scheduled to take place in Osaka on February 28.

Lastly, we are undertaking the various efforts I have introduced here as part of the FSCJ's approach to risk communication. On the FSCJ's website, you'll find the answers to a wide range of FAQs concerning the radioactive contamination and food poisoning issues, so I hope you will make good use of this information.

Thank you very much for your attention.

食品安全委員会
Food Safety Commission

食品のリスク評価 -食中毒原因微生物、放射性物質-

平成24年2月
内閣府 食品安全委員会事務局

1

【Slide 1】

食中毒原因微生物に関する 食品健康影響評価 (食品安全委員会のリスク評価)

4

【Slide 4】

食品のリスクとは

食品中に危害要因が存在する結果として生じる人の健康に悪影響が起きる可能性とその程度
(健康への悪影響が発生する確率と影響の程度)

食品

危害要因
生物学的要因
物理的要因
化学的要因

危害要因の摂取

健康への悪影響発生

発生確率 × 影響の程度

リスク

2

【Slide 2】

食中毒原因微生物のリスク評価

フードチェーン・アプローチ
(一次生産から最終消費までの食品安全)

汚染率? 菌数:増? 汚染率? 菌数:増? 汚染率? 菌数:増?減?

農場 → 流通・保存 → 調理・消費

加工 汚染率? 菌数:減?

5

【Slide 5】

安全と安心を守るしくみ(リスク分析)

食品安全委員会
食べても安全かどうか調べて、決める
科学的 中立公正
リスク評価

厚生労働省、農林水産省、消費者庁等
食べても安全ようにルールを決めて、監視する
政策的 不安など 国民感情 費用対効果 技術的可能性
リスク管理

リスクコミュニケーション
消費者、事業者など関係者全員が理解し、納得できるように話し合う

3

【Slide 3】

カンピロバクターによる食中毒について

特徴
・家禽、家きん類の腸管内に生息
・増殖には30~46℃の温度と5~15%の酸素濃度が必要
・少ない菌量で発症

原因食品
・食肉(特に鶏肉)、飲料水、生野菜など
・摂取から発症までの期間が長く、原因食品が特定されにくい

症状
・潜伏期間は平均3日
・発熱、倦怠感、頭痛、吐き気、腹痛、下痢、血便等

対策
・食肉は十分に加熱
・手指、調理器具を介した汚染を防ぐ

電子顕微鏡写真、経腸カンピロバクター菌
©食品安全委員会事務局 資料 6

6

【Slide 6】



カンピロバクター食中毒の問題点

【農場段階】
●農場ごとの陽性率 11~78%
●汚染農場の鶏の陽性率 33~98%

【流通段階】
●鶏肉の汚染率 32~96%

【調理・消費段階】
●少ない菌量(数百個程度)でも感染可能
(新鮮なほど感染確率が高い)
●消費者の生食嗜好

7

【Slide 7】

リスク評価において考慮した全体像



【Slide 8】

腸管出血性大腸菌の汚染状況

農場段階での牛の保菌状況

牛の保菌率は、農場等により異なるが、**直腸内容物でのO157分離率で10%を超える事例の報告あり**

牛枝肉からのO157検出率

2003～2006年 1.2～5.2%

流通食肉からのO157検出率(1999～2008年)

生食用牛レバー 1.9%(生食用表示されたもの)
牛ひき肉 0.2%
カットステーキ肉 0.09%

12

【Slide 12】

鶏肉のカンピロバクター リスク評価結果(平成21年) 感染確率の推定

生食する人

生食しない人

☆一食当たりの感染確率の平均値:
家庭で**1.97%**
飲食店で**5.36%**
☆年間平均感染回数:
3.42回/人

☆一食当たりの感染確率の平均値:
家庭で**0.20%**
飲食店で**0.07%**
☆年間平均感染回数:
0.36回/人

注:ここでの「感染」はほとんどの腸管粘膜に到着し、定着後増殖することを意味し、かならずしも発症を意味していない

9

【Slide 9】

どのくらい腸管出血性大腸菌を摂取すると発症するか

国内で発生した腸管出血性大腸菌による食中毒において摂取菌数及び原因食品中の汚染菌数を調査した結果から2～9cfu(個)の菌を摂取して発生した食中毒事例があった

腸管出血性大腸菌の食中毒事例における摂取菌数

原因食品	汚染菌数	食品推定摂取量	摂取菌数/人
シーフードソース	0.04～0.18cfu(個)/g	208g	11～50cfu(個)
サラダ	0.04～0.18cfu(個)/g	72g	(平均)
牛レバー刺し	0.04～0.18cfu(個)/g	50g以下	2～9cfu(個)



13

【Slide 13】

鶏肉のカンピロバクター リスク評価結果(平成21年) 対策の効果

○各段階の対策の組み分けによるリスク低減効果(日本の感染人数の低減率)

順位	対策	低減率
1	農場のO157検出率+生食用肉のO157検出率+畜産物管理の徹底	88%
2	農場のO157検出率+畜産物管理の徹底+畜産物管理の徹底	88%
3	農場のO157検出率+畜産物管理の徹底	84%
4	農場のO157検出率+生食用肉のO157検出率	84%
5	畜産物管理の徹底+私家庭用管理の徹底	79%
6	生食用肉のO157検出率	70%
7	農場のO157検出率+畜産物管理の徹底+生食用肉のO157検出率+畜産物管理の徹底	58%
8	農場のO157検出率+生食用肉のO157検出率+畜産物管理の徹底	54%
9	農場のO157検出率+畜産物管理の徹底+生食用肉のO157検出率	49%
10	農場のO157検出率+生食用肉のO157検出率	44%
11	畜産物管理の徹底+私家庭用管理の徹底+畜産物管理の徹底	26%
12	畜産物管理の徹底+私家庭用管理の徹底	26%
13	生食用肉のO157検出率+畜産物管理の徹底	22%
14	畜産物管理の徹底+私家庭用管理の徹底	9%
15	畜産物管理の徹底	6%
16	生食用肉のO157検出率	0.2%

※低減率は日本食肉加工流通協会(食肉O157)リスク評価結果から算出している

10

【Slide 10】

生食用食肉に係る厚労省の評価要請(平成23年)

厚生労働省では、生食用食肉の衛生基準に基づく消費者、関係事業者への周知・指導に加え、リスクの高い小児や高齢者に対して、食肉やレバーの十分な加熱を行うなどの普及啓発を都道府県等を通じて行っていた

平成23年4月から5月にかけて、食肉の生食が原因と考えられる腸管出血性大腸菌による食中毒事件が発生

厚生労働大臣から食品安全委員会に対し、食品衛生法に基づく生食用食肉の規格基準設定に関して食品健康影響評価の要請(平成23年7月8日)

14

【Slide 14】

腸管出血性大腸菌による食中毒について

- 特徴**
 - 動物の腸管内に生息
 - 少ない菌量で発症
 - ベロ毒素を産生
 - 100種類を超えるO血清型が知られており、特に血清型O157の感染が世界的に多い
- 原因食品**
 - 牛肉(特に牛ひき肉)、未殺菌乳、牛レバーなど
 - 世界的に野菜による事例も多い
- 症状**
 - 摂取から平均4～8日後に発症
 - 腹痛と新鮮血を伴う血便
 - 重症では溶血性尿毒症候群、脳症を併発
- 対策**
 - 食肉は十分な加熱(75℃、1分以上)
 - 手指、調理器具を介した汚染を防ぐ



腸管出血性大腸菌(O157:H7) <食品安全委員会事務局提供>

11

【Slide 11】

生食用食肉(牛肉)の規格基準(加熱措置)の概要

《対象食品は牛肉》



- 微生物(腸内細菌科菌群)検査の実施
- 加工・調理する場合の規格基準(概要)
- 腸内細菌科菌群が陰性でなければならない
 - 加工および調理は、生食用食肉に専用の設備を備えた衛生的な場所で行う
 - 腸管出血性大腸菌のリスクなどの知識を持つ者が加工および調理を行う
 - 加工に使用する肉塊は、柱肉から切り出された後、速やかに加熱殺菌を行う

15

【Slide 15】

生食用食肉(牛肉)の規格基準 リスク評価結果の概要 (平成23年8月)

- 「食べる時の微生物汚染の目標菌数」は、今までの食中毒の最小発症菌数からみて、安全側に立ったもの
- 「加工時の微生物汚染の目標菌数」は適正な衛生管理下では相当の安全性を見込んだもの
- 生食部分は、直接加熱処理されない部分であり、「加工基準」のみでは「加工時の微生物汚染の目標菌数」を担保できず、必要なサンプル数による微生物検査も行う必要がある
- 加熱の方法など、加工工程のシステムを設定する際は、そのシステムの妥当性確認が不可欠

16

【Slide 16】

放射線による健康影響の種類

■ 確定的影響

- 比較的高い放射線量で出る影響
- 高線量による脱毛、不妊など

急性放射線による水牛平均のしきい値は男性3500mSv、女性2500mSv
出典: 放射線防護国際委員会(ICRP)「放射線防護の基礎」(2007年)

■ 確率的影響

- 発症の確率が線量とともに増えると考えられる影響
- がん(白血病含む)
(遺伝的変異については、ヒトの検査では見られていません)

がん発症率(1000人に1人)は線量100mSv以下で増加
出典: 放射線防護国際委員会(ICRP)「放射線防護の基礎」(2007年)

20

【Slide 20】

規格基準を満たした 生食用牛肉の安全性について

- 厚生労働省の審議会では、生食用牛肉の規格基準を設けることは、100%の安全性を担保するものではなく、牛肉の生食は基本的に避けるべきと啓発することが必要とされています
- 食品安全委員会としては、特にお子さんや高齢者をはじめとした抵抗力の弱い方は、引き続き、生や加熱不十分な食肉、内臓肉を食べないように、周りの方も含めて注意することが必要と考えています

17

【Slide 17】

放射能と人体影響の単位

- 「放射能の強さ」の単位は「ベクレル」
- 「人体影響レベル」の単位は「シーベルト」
- ベクレルとシーベルトをつなぐ「実効線量係数」

単位: ベクレル(Bq)

放射線を出す能力の強さ

食品検査などの結果表示で使う

単位: シーベルト(Sv)

全身の人体影響 (実効線量)

実効線量係数
放射性物質の摂取後50年間(子供は70歳まで)に受ける線量を計算するための換算係数

21

【Slide 21】

食品中の放射性物質に関する 食品健康影響評価 (食品安全委員会のリスク評価)

18

【Slide 18】

食品健康影響評価にあたって①

- 国内外の放射線の健康影響に関する文献を検討(約3300文献)
 - UNSCEAR(原子力放射線に関する国際科学委員会)等の報告書とその引用文献
 - ICRP(国際放射線防護委員会)、WHO(世界保健機関)の公表資料等
- 次の観点から文献を精査
 - 被ばく線量の推定が信頼に足るか
 - 調査研究手法が適切か、等
- 外部被ばくを含む疫学データの援用
 - 食品由来の内部被ばくに限定した疫学データは極めて少なく、外部被ばくを含んだ疫学データも用いて検討

22

【Slide 22】

放射性物質に関するリスク評価とリスク管理の取組

内閣府 食品安全委員会 (リスク評価機関)

食品中の危害物質摂取による

科学的知見 客観的 中立公正

リスク評価の実施

厚生労働省 (リスク管理機関)

リスク評価結果に基づき

政策的 費用対効果 不安など 技術的可能性 国民感情

食品ごとの規制値等を決定

緊急とりまとめ(3月29日) ICRPの実効線量10mSv/年等臨時の対策として、不適切とまで言える根拠は見いだせず

放射線センシティブな方(妊婦)はさらに安全側に立ったもの

継続してリスク評価を実施

評価結果をとりまとめ(10月27日)

評価を要請

結果を通知

緊急を要するため、暫定規制値を設定(3月17日～)

暫定規制値の維持を決定(4月4日)

新たな規制値の設定(10月27日)

19

【ス Slide 19】



食品健康影響評価にあたって②

国際機関においては、リスク管理のために高線量域で得られたデータを低線量域にあてはめたいいくつかのモデルが示されている

↓ モデルの検証は困難 ↓

被ばくした人々の実際の疫学データに基づいて判断

(参考) 国際機関におけるモデルの例

100mSv以上で線量依存性

23

【Slide 23】

「おおよそ100mSv」とは

- 安全と危険の境界ではなく、食品についてリスク管理機関が適切な管理を行うために考慮すべき値
- これを超えると健康上の影響が出る可能性が高まるのが統計的に確認されている値

食品からの追加的な実際の被ばく量に適用されるもの

27

【Slide 27】

食品健康影響評価の基礎となった疫学データ

- インドの自然放射線量が高い(累積線量500mSv強※)地域で発がんリスクの増加がみられなかった報告 (Nair et al. 2009)
- 広島・長崎の被ばく者における疫学データ

白血病による死亡リスク (Shimozaki et al. 1988)

被ばくした集団 vs 被ばくしていない集団

統計学的に比較

200mSv ※以上でリスクが上昇
200mSv ※未満で差はなかった

固形がんによる死亡リスク (Preston et al. 2008)

被ばく線量 0~125mSv の集団 vs 被ばく線量 0~100mSv の集団

被ばく線量が増えるほどリスクが高くなる

統計学的に確かめられた vs 統計学的に確かめられず

※1歳以上の被ばく者に対する線量線形無閾値モデル(LN)を仮定して、放射線荷重係数を乗じた

24

【Slide 24】

もともとある自然放射線から受ける線量

1人あたりの年間線量(日本人平均)は、約1.5ミリシーベルト

日本国内でも最大約0.4ミリシーベルトの地域差があります

- 自然放射線の量は地質により異なるため、地域差がある
- 食品にはカリウム40などが含まれている

28

【Slide 28】

食品健康影響評価の参考とした小児、胎児に関する疫学データ

- チェルノブイリ原子力発電所事故に関連した報告
 - 5歳未満であった小児に白血病のリスクの増加 (Neschenko et al. 2010)
 - 被ばく時の年齢が低いほど甲状腺がんのリスクが高い (Zablotska et al. 2011)

《ただし、どちらも線量の推定等に不明確な点があった》
- 胎児への影響
 - 1 Sv ※以上の被ばくにより精神遅滞がみられたが、0.5 Sv ※以下の線量で健康影響が認められなかった (UNSCEAR 1993)

※: 被ばくした放射線量が線量または線量率だと仮定して、放射線荷重係数を乗じた

25

【Slide 25】

通常の食品に含まれる放射性物質(カリウム40)

食品名	放射能	食品名	放射能
干し昆布	2,000Bq/kg	魚	100Bq/kg
干し椎茸	700Bq/kg	牛乳	50Bq/kg
お茶	600Bq/kg	米	30Bq/kg
ドライミルク	200Bq/kg	食パン	30Bq/kg
生わかめ	200Bq/kg	ワイン	30Bq/kg
ほうれん草	200Bq/kg	ビール	10Bq/kg
牛肉	100Bq/kg	清酒	1Bq/kg

※カリウムは、ナトリウムの排泄を促し血圧の上昇を抑制するなど、健康を保つのに必要なミネラル
カリウムは自然界に存在し、動植物にとって必要な元素であり、その0.012%程度が放射性物質であるカリウム40

29

【Slide 29】

食品健康影響評価の結果の概要(平成23年10月27日 食品安全委員会)

- 放射線による影響が見いだされているのは、生涯における追加の累積線量が、おおよそ100 mSv以上(通常の一般生活で受ける放射線量(自然放射線や医療被ばくなど)を除く)
- そのうち、小児の期間については、感受性が成人より高い可能性(甲状腺がんや白血病)がある
- 100mSv未満の健康影響について言及することは困難と判断
 - 線量量の推定の不正確さ
 - 放射線以外の様々な影響と明確に区別できない可能性
 - 脆弱となる疫学データの対象集団の規模が小さい

26

【Slide 26】

参考(厚生労働省資料より)

食品中の放射性物質に関する新たな基準値の設定検討

30

【Slide 30】

■食品の新たな基準値の設定について

1. 見直しの考え方

- 現在の暫定規制値に適合している食品は、健康への影響はないと一般的に評価され、安全は確保されているが、より一層、食品の安全と安心を確保する観点から、現在の暫定規制値で許容している年間総量5ミリシーベルトから年間1ミリシーベルトに基づく基準値に引き下げる。
- 特別な配慮が必要と考えられる「飲料水」、「乳児用食品」、「牛乳」は区分を設け、それ以外の食品を「一般食品」とし、全体で4区分とする。

2. 基準値の見直しの内容
(新基準値は平成24年4月施行予定。一部品目については経過措置を適用。)

食品群	規制値	食品群	基準値
飲料水	200	飲料水	10
牛乳・乳製品	200	牛乳	50
野菜類	500	一般食品	100
穀類			
肉・卵・魚・その他		乳児用食品	50

注1 放射性ストロンチウムを含めて規制値を設定
注2 放射性セシウム、プルトニウムを含めて基準値を設定

【Slide 31】

■食品からの放射性物質の摂取量推計

○自然放射性物質であるU-238の摂取量に関しては、東京電力(株)福島第一原子力発電所事故以前の資料から得られている結果と同程度

○食品からの放射性物質の年間摂取量の推定について

○食品からの天然放射性物質による年間総量(Becquerel/年)

○平成23年8月1日に東京府、宮城県及び福島県で食品を採取し、食品中の放射性物質の濃度を測定し、測定した食品の平均濃度を基準値と仮定して、1人1日あたり100gの食品を摂取するとして、年間摂取量を推定した。U-238、Th-232及びK-40の摂取量を合計して、年間摂取量を推定した。U-238、Th-232及びK-40の摂取量を合計して、年間摂取量を推定した。

【Slide 35】

■規制対象とする放射性核種の考え方について

●規制値設定の考え方

放射性セシウム以外の核種(ストロンチウム90、プルトニウム、ルテニウム106)は、測定に時間がかかるため、移行経路ごとに各放射性核種の移行濃度を解析し、産物・年齢区分に応じた放射性セシウムの移行率を算出し、合計して1mSvを超えないように放射性セシウムの基準値を設定する。

※放射性セシウム以外の核種の総量は、例えば19歳以上で約12%。

【Slide 32】

食品安全委員会のリスクコミュニケーションへの取組

- 委員会の原則公開、議事録等のホームページへの掲載
- 食品健康影響評価等に対する国民からのご意見、情報の募集
- 消費者、事業者、関係団体等との意見交換会、懇談会
- パンフレット、季刊誌『食品安全』
- ホームページ
- 食の安全ダイヤル TEL：03-6234-1177
- 食品安全委員会メールマガジン

【Slide 36】

■「一般食品」の基準値の考え方

介入規制レベル
1mSv/年

飲料水の摂取量推計

一般食品に相当する結果を基準値とする

食品群	摂取量	放射性セシウム濃度(Bq/kg)	放射性セシウム摂取量(Bq/年)
飲料水	100	10	1000
牛乳	100	50	5000
野菜類	100	100	10000
穀類	100	100	10000
肉・卵・魚	100	100	10000
その他	100	100	10000
合計			40000

基準値 100 Bq/kg

全ての年齢区分の総量のうち最も厳しい値から基準値を決定

<「飲料水」の総量=飲料水の基準値(Bq/kg)×年齢区分別の飲料水の摂取量×年齢区分別の総量係数>

- 飲料水については、現行が示している基準値(10 Bq/kg)とする。
- 一般食品に相当する結果は、介入規制レベル(1mSv/年)から、「飲料水」の総量(10000 Bq/年)を差し引いた結果となる。
- この結果を年齢区分別の年間摂取量と換算係数に對して10%、摂取量を算出するに 의해、経過する食品の濃度が決定される。
- すべての年齢区分における摂取量のうち、最も厳しい(小さい)値から全年齢の基準値を決定することで、どの年齢の方にとっても考慮された基準値とする。

【Slide 33】

食品安全委員会ホームページ

重要なお知らせとして、放射性物質と食品の安全性に關した各種情報やQ&Aなどを掲載中

【Slide 37】

■食品からの放射性物質の摂取量推計

○新しい基準値に基づく放射性セシウムからの被ばく量の推計

○平成23年8月1日から平成23年11月16日に厚生労働省から公表された食品中の放射性物質のモニタリングデータを用いた推計

○新しい基準値の下での実際の被ばく総量は、中央値濃度(10%)は、30パーセント濃度の食品を全年齢層における国民の平均摂取量で1年間摂取し、残ったと仮定した場合、介入規制レベルの年間1ミリシーベルトに約、小さくなる推計される。

※食品中の放射性セシウム濃度は、平成23年8月1日から平成23年11月16日に厚生労働省から公表された食品中の放射性物質のモニタリングデータを用いた推計。また、放射性セシウム濃度は、平成23年8月1日から平成23年11月16日に厚生労働省から公表された食品中の放射性物質のモニタリングデータを用いた推計。また、放射性セシウム濃度は、平成23年8月1日から平成23年11月16日に厚生労働省から公表された食品中の放射性物質のモニタリングデータを用いた推計。

【Slide 34】