

中国的芬太尼类物质管控	Controlling Fentanyl-Related Substances – China’s Contribution
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毒品是人类社会的公害，治理毒品问题事关人类前途命运。	Drug abuse is a hazard to human society, and control of drugs is essential to the future of humanity.
当前，国际毒潮持续泛滥，全球毒品种类、产量、滥用人员不断增多，对人类生存发展构成严重威胁。	As international drug abuse and crime continue to expand, the numbers of drug types, output, and abusers are increasing, posing a grave threat to human life.
近年来，以芬太尼类物质为代表的合成毒品问题来势凶猛，给国际社会带来的危害日趋严重，给全球毒品治理带来新挑战。	In recent years, synthetic drugs such as fentanyl-related substances have spread menacingly, doing increasing harm to the international community and presenting new challenges to global drug control.
特别是一些国家因芬太尼失控引发严重社会问题深刻警示，如果对芬太尼类物质防范不严、管控不力，导致其泛滥蔓延，将严重危害公众健康，影响经济发展和社会稳定。	In particular, the serious social issues in some countries caused by the loss of control over the availability of fentanyl sound a dire warning – unless fentanyl-related substances are effectively monitored and controlled, they will spread and spiral, causing severe damage to public health, hindering economic development, and threatening social stability.

<p>中华民族曾经饱受毒祸之害，中国人民对毒品有切肤之痛。</p>	<p>Narcotics once inflicted appalling suffering on the Chinese nation, causing wounds that are still keenly felt by the people.</p>
<p>新中国成立后，坚持不懈开展禁毒斗争，锲而不舍解决毒品问题。</p>	<p>Since the founding of the People's Republic of China in 1949, the government has relentlessly fought the illegal drug trade and worked tirelessly to solve the problem.</p>
<p>近年来，中国高度重视芬太尼类物质管控，未雨绸缪、统筹谋划，综合施策、系统治理，严格监管芬太尼类药品，严密防范芬太尼类物质滥用，严厉打击走私、制贩芬太尼类物质及其前体化学品违法犯罪，取得明显成效。</p>	<p>In recent years, China has attached great importance to maintaining control over fentanyl-related substances, and has taken advance precautions, improved overall planning, and adopted comprehensive measures and systematic control. It has exercised strict supervision over fentanyl-related medications, rigorously prevented the abuse of fentanyl-related substances, and stricken hard against the smuggling, manufacturing, and trafficking of fentanyl-related substances and related precursor chemicals. These have delivered notable results.</p>
<p>中国加强国际禁毒合作，务实开展对话交流、联合侦查和经验分享，推动建立平等互信、合作共赢的合作关系，与包括美国在内的有关国家在应对芬太尼类物质及其前体问题方面深入开展合作并取得明显成效。</p>	<p>China has strengthened cooperation on international drug control through down-to-earth dialogues and exchanges, joint investigations, and experience sharing, and promoted mutually beneficial cooperation based on equality and mutual trust. China has achieved notable successes in in-depth cooperation with countries concerned, including the United States, in addressing problems with fentanyl-related substances and their precursors.</p>
<p>中国加强芬太尼类物质管控，是防范新型毒品潜在危害的有效措施，彰显了以人民为中心、保障人民群众健康福祉的禁毒理念，彰显了积极参与全球毒品治理，推动毒品问题全球共治，维护全人类健康、安全和福祉的责任与担当。</p>	<p>Strengthening control of fentanyl-related substances is an effective measure by which China can prevent the potential hazards brought about by these new drugs. It reflects China's people-centered anti-drug philosophy to ensure the health and wellbeing of the people. China also demonstrates its sense of responsibility by participating in global drug control, promoting global governance of drug-related issues, and safeguarding the health, safety, and wellbeing of all of humanity.</p>
<p>为全面介绍中国管控芬太尼类物质工作及取</p>	<p>The Chinese government is publishing this</p>

<p>得的成效，分享中国创新管控经验，特发布此白皮书。</p>	<p>white paper to introduce its work and progress on the control of fentanyl-related substances, and to share its innovative experiences in this regard.</p>
<p>一、科学准确界定芬太尼类物质</p>	<p>I. Defining Fentanyl-Related Substances Based on Science</p>
<p>芬太尼是可作用于生物体内的阿片受体、从而产生麻醉和镇痛作用的物质，属新型强效麻醉性镇痛剂，效果可达吗啡的 100 倍，常用于中到重度疼痛治疗，是联合国管制的麻醉药品。</p>	<p>Fentanyl is a substance that acts on opioid receptors in organisms and thus has narcotic and analgesic effects. As a potent new narcotic analgesic with 100 times the potency of morphine, it is often used for the treatment of moderate to severe pain and is a narcotic on the United Nations control list.</p>
<p>芬太尼最早由比利时的药理学家保罗·杨森于 1960 年合成，随后在比利时杨森制药公司生产，20 世纪 60 年代中期开始在欧洲被广泛使用，美国于 1968 年批准芬太尼用于医疗用途。</p>	<p>Fentanyl was first synthesized in 1960 by Belgian pharmacologist Paul Janssen. It was then produced by Janssen Pharmaceutica, Belgium, and has been widely used in Europe since the mid-1960s. It was approved for medical use in the United States in 1968.</p>
<p>此后，舒芬太尼、瑞芬太尼和阿芬太尼先后研发上市，与芬太尼一起成为目前国际社会用于医疗用途的 4 种芬太尼类药品，常用剂型有注射剂、透皮贴剂、舌下片剂、鼻腔喷剂等。</p>	<p>Later, sufentanil, remifentanil, and alfentanil were developed and came onto the market. These four fentanyl-related medications are now used globally for medical purposes. Their usual dosage form includes injection, transdermal patch, sublingual tablet, and nasal spray.</p>
<p>通过简单修饰芬太尼化学结构上的某个原子或基团，即可得到与芬太尼结构类似、作用相近甚至更强的芬太尼衍生物。</p>	<p>By slightly modifying the chemical structure of fentanyl, fentanyl-related derivatives with similar structures and effects – and even stronger effects – can be obtained.</p>
<p>这些物质绝大多数系不法分子从制药公司发表的学术文章中检索出来，或者为规避法律管制而设计出来，目前全球已发现滥用的芬太尼类物质有近百种，其潜在数量可能高达成千上万种。</p>	<p>Most of them have either been illegally produced based on formulae retrieved from academic articles published by pharmaceutical companies, or designed to circumvent legal controls. At present, nearly 100 fentanyl-related substances are being abused around the world, and potentially they may number in the tens of thousands.</p>
<p>除 4 种芬太尼类药品外，其余的芬太尼类物质均未发现具有医疗价值，多与海洛因、可卡因等毒品混合滥用，使人产生阿片类毒品的欣快感，同时其麻醉镇静作用会影响滥用人员的中枢神经系统，超剂量使用可导致昏迷、呼吸抑制甚至死亡。</p>	<p>Unlike the four fentanyl-related medications, the remaining fentanyl-related substances have not been found to have any medical value, and are often abused together with heroin, cocaine, or other controlled drugs to cause euphoria, an effect of taking opioids. In</p>

	<p>addition, their anesthetic and sedative effects affect the central nervous system of abusers, and an overdose can lead to coma, respiratory depression, or even death.</p>
<p>中国于 2019 年 4 月 1 日发布的芬太尼类物质整类列管公告中明确,“芬太尼类物质”是指化学结构与芬太尼 (N-[1-(2-苯乙基)-4-哌啶基]-N-苯基丙酰胺) 相比,符合以下一个或多个条件的物质: 使用其他酰基替代丙酰基; 使用任何取代或未取代的单环芳香基团替代与氮原子直接相连的苯基; 哌啶环上存在烷基、烯基、烷氧基、酯基、醚基、羟基、卤素、卤代烷基、氨基及硝基等取代基; 使用其他任意基团 (氢原子除外) 替代苯乙基。</p>	<p>On April 1, 2019, China issued a statement to implement full control of fentanyl-related substances, in which these are clarified as substances with a chemical structure that meets one or more of the following conditions as compared to fentanyl (<i>N</i>-phenyl-<i>N</i>-[1-(2-phenylethyl)piperidin-4-yl]propanamide):</p> <ul style="list-style-type: none"> • Replacement of the <i>N</i>-propionyl group by another acyl group; • Replacement of the <i>N</i>-phenyl group with any aromatic monocycle whether or not further substituted in or on the aromatic monocycle; • Substitution in or on the piperidine ring with alkyl, alkenyl, alkoxy, ester, ether, hydroxyl, halo, haloalkyl, amino, or nitro groups; • Replacement of the phenethyl group with another group, excluding hydrogen atom.
<p>中国创新引入“类物质”的概念,严谨、科学地明确了“芬太尼类物质”的法律定义,既保证该定义涵盖需要列管的所有品种,为打击和惩治芬太尼类物质毒品犯罪活动提供了有力的法律依据,又最大限度地减少对医药、工业、科研等领域合法需求的影响。</p>	<p>China introduced the concept of “related substances” and provided an accurate and scientific legal definition of fentanyl-related substances. This definition covers all types that require scheduling in the list of controlled substances, provides a strong legal basis for striking against drug crimes involving fentanyl-related substances, and minimizes the impact on legitimate needs in fields such as medicine, industry, and scientific research.</p>
<p>芬太尼类物质是通过化学合成得来的,用来制造芬太尼类物质的化学原料统称为芬太尼类物质的前体。</p>	<p>Fentanyl-related substances are obtained through chemosynthesis, and the chemical raw materials used to manufacture fentanyl-related substances are collectively known as their precursors.</p>
<p>化学物质的合成路线具有多样性,可选择性、替代性较强,近年来芬太尼类物质前体不断变化,品种持续增多。</p>	<p>The synthetic routes to chemicals are diverse and the many alternatives make easy substitutions. In recent years, the precursors of fentanyl-related substances have constantly changed, and the number of variations soared.</p>
<p>4-苯胺基-N-苯乙基哌啶 (英文简称“4-ANPP”)和 N-苯乙基-4-哌啶酮 (英文简称“NPP”)是合成芬太尼类物质的两种最直接</p>	<p>4-anilino-<i>N</i>-phenethylpiperidine (4-ANPP) and <i>N</i>-phenethyl-4-piperidone (NPP) are two most immediate precursors of fentanyl-related</p>

<p>前体，2017年3月第60届联合国麻醉品委员会将其纳入1988年《联合国禁止非法贩运麻醉药品和精神药物公约》（以下简称《1988公约》）附表一予以管制，同年中国将其列入《易制毒化学品管理条例》附表《易制毒化学品的分类和品种目录》予以管制。</p>	<p>substances. They were listed as controlled substances in Table I annexed to the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988 (the “1988 Convention”) at the 60th session of the UN’s Commission on Narcotic Drugs in March 2017, and included in the Catalog of Classification and Types of Scheduled Precursor Chemicals annexed to the Regulations on the Administration of Scheduled Precursor Chemicals by China in the same year.</p>
<p>随着4-ANPP和NPP两种芬太尼类物质前体被纳入管制，不法分子为逃避法律制裁，研究更新合成工艺，使用4-(N-苯基氨基)哌啶（英文简称“4-AP”）、1-叔丁氧羰基-4-(N-苯基氨基)哌啶（英文简称“1-boc-4-AP”）、N-苯基-N-(4-哌啶基)丙酰胺（英文名称“Norfentanyl”）和4-哌啶酮（英文名称“4-piperidone”）、1-叔丁氧羰基-4-哌啶酮（英文简称“1-boc-4-piperidone”）等多种前体合成芬太尼类物质，给打击走私和制贩芬太尼类物质前体犯罪带来挑战。</p>	<p>As the two precursors were brought under control, lawbreakers upgraded synthetic processes in order to evade legal sanctions by using multiple precursors to synthesize fentanyl-related substances. These include: <i>N</i>-phenyl-4-piperidinamine (4-AP), <i>tert</i>-butyl 4-(phenylamino)piperidine-1-carboxylate (1-boc-4-AP), <i>N</i>-phenyl-<i>N</i>-(piperidin-4-yl)propionamide (norfentanyl), 4-piperidone, and <i>tert</i>-butyl 4-oxopiperidine-1-carboxylate (1-boc-4-piperidone). This creates new challenges in the battle against the smuggling, manufacturing, and trafficking of precursors of fentanyl-related substances.</p>
<p>二、保障合理用药与严格管制双管齐下</p>	<p>II. Ensuring Both Rational Use and Rigorous Control</p>
<p>目前，在中国作为药品批准上市的有芬太尼、舒芬太尼、瑞芬太尼和阿芬太尼4种芬太尼类药物，且仅有透皮贴剂和注射剂两种剂型。</p>	<p>Currently, China has approved fentanyl, sufentanil, remifentanil, and alfentanil for pharmaceutical use in the forms of transdermal patches and injections only.</p>
<p>20世纪70年代，中国开始批准生产医疗使用的芬太尼类药物：1974年批准生产芬太尼注射液，2003年批准生产瑞芬太尼注射液，2005年批准生产舒芬太尼注射液和芬太尼透皮贴剂，2020年批准生产阿芬太尼注射液。</p>	<p>In the 1970s, China began to approve the production of fentanyl-related substances for medical purposes, and fentanyl injections were approved in 1974. Subsequently, remifentanil injections were approved in 2003, sufentanil injections and fentanyl transdermal patches in 2005, and alfentanil injections in 2020.</p>
<p>与吗啡、哌替啶等传统的阿片类药物相比，上述芬太尼类药物具有起效快、药效强、作用时间长、不良反应少、麻醉恢复快等优点，被广泛应用于手术麻醉诱导和维持、术后和</p>	<p>Compared with traditional opioids such as morphine and pethidine, these fentanyl-related medications are rapid in onset, strong in effect, and long in duration. They have few side</p>

<p>分娩镇痛、缓解癌痛等治疗，有效保障了人民群众合理用药的可及性。</p>	<p>effects and enable quick recovery from anesthesia. With these advantages, they are widely used in the induction and maintenance of intraoperative anesthesia, postoperative and labor analgesia, and for the relief of cancer pain, thereby ensuring that the public have ready access to effective medications.</p>
<p>据统计，芬太尼类药品已占中国麻醉药品与第一类精神药品市场份额的 66% 左右。</p>	<p>Fentanyl-related medications now account for around 66 percent of the market share of narcotic drugs and Class I psychotropic substances in China.</p>
<p>中国将芬太尼类药品纳入《麻醉药品品种目录》，对有关的生产、经营、使用和出口环节实行严格管制。</p>	<p>China has enumerated fentanyl-related medications in the List of Controlled Narcotic Drugs and exercises strict control in terms of their manufacturing, sale, use, and export.</p>
<p>——生产环节实行企业定点和年度计划管理。</p>	<p>– The manufacturing of fentanyl-related medications is limited to certain enterprises and subject to annual planning.</p>
<p>目前，中国批准 5 家芬太尼类药品定点生产企业，分别是宜昌人福药业有限公司、国药集团工业有限公司廊坊分公司、江苏恩华药业集团有限公司、河南羚锐制药股份有限公司、常州四药制药有限公司。</p>	<p>Currently, China has approved five companies for manufacturing fentanyl-related medications – Yichang Humanwell Pharmaceutical Co., Ltd., the Langfang Branch of China National Pharmaceutical Industry Corporation Ltd., Jiangsu Nhwa Pharmaceutical Co., Ltd., Henan Lingrui Pharmaceutical Co., Ltd., and Changzhou Siyao Pharmaceuticals Co., Ltd.</p>
<p>有关企业须符合药品生产质量管理规范（GMP），配备完善的人防、物防、技防安全管理设施，并须严格按照国家药品监督管理局确定的年度计划组织生产，定期向药品监督管理部门报送芬太尼类药品的生产、销售和库存等情况。</p>	<p>They must conform to Good Manufacturing Practice (GMP) of Medical Products with security facilities combining manpower, equipment, and technology. They must strictly carry out the annual plans for production defined by the National Medical Products Administration (NMPA), and report regularly on the production, sales, and inventory of fentanyl-related medications to drug supervision authorities.</p>
<p>2023 年，中国企业生产芬太尼原料药 9.89 公斤、舒芬太尼原料药 4.702 公斤、阿芬太尼原料药 5.805 公斤、瑞芬太尼原料药 64.572 公斤，共计 84.969 公斤。</p>	<p>In 2023, Chinese enterprises manufactured a total of 84.969 kilograms of fentanyl-related bulk drug substance (BDS), including 9.89 kilograms of fentanyl BDS, 4.702 kilograms of sufentanil BDS, 5.805 kilograms of alfentanil BDS, and 64.572 kilograms of remifentanil BDS.</p>

另外，2006 年，中国批准西安杨森制药有限公司 1 家芬太尼类药品进口企业，只限于进口芬太尼透皮贴剂一种剂型。	In 2006, China approved Xi'an Janssen Pharmaceutical Ltd. as an importer of fentanyl-related medications, limited to fentanyl transdermal patches only.
——经营环节实行企业定点和限定流通管理。	– The sale of fentanyl-related medications is limited to certain enterprises and approved channels.
目前，在中国取得定点经营资格的芬太尼类药品经营企业有全国性批发企业 3 家，分别是国药集团药业股份有限公司、上药控股有限公司、重庆医药（集团）股份有限公司；区域性批发企业 626 家（2023 年度）。	Currently, three national wholesalers – China National Medicines Corporation Ltd., Shanghai Pharmaceutical Co., Ltd., and Chongqing Pharmaceutical (Group) Co., Ltd – as well as 626 regional wholesalers (in 2023) are accredited to engage in the sale of fentanyl-related medications in China.
芬太尼类药品生产企业将芬太尼药品销售给 3 家全国性批发企业，再由各省级区域性批发企业购进后配送至本省区市的医疗机构。	Manufacturers must sell fentanyl-related medications to the three national wholesalers who resell them to provincial-level regional wholesalers before the medications enter the medical institutions in the said provinces and equivalent administrative units.
药品零售企业不得经营芬太尼类药品。	Pharmaceutical retail companies are not allowed to sell fentanyl-related medications.
2023 年，中国国内销售包括 2022 年库存在内的芬太尼原料药 20.86 公斤、舒芬太尼原料药 5.21 公斤、阿芬太尼原料药 6.84 公斤、瑞芬太尼原料药 63.06 公斤。	In 2023, China had domestic sales of 20.86 kilograms of fentanyl BDS, 5.21 kilograms of sufentanil BDS, 6.84 kilograms of alfentanil BDS, and 63.06 kilograms of remifentanil BDS, including carryovers from 2022.
中国迄今未发现芬太尼类药品在生产、流通过程中流失案件。	To date, no cases of fentanyl-related medications disappearing in manufacturing or circulation have been detected in China.
——使用环节严格落实医疗机构管理措施。	– The use of fentanyl-related medications is subject to strict management by medical institutions.
中国对芬太尼类药品使用严格管理，医疗机构实行医生开具处方、患者实名登记、双人双锁、“凭旧领新”等管理制度，严防发生流弊案件。	China places the use of fentanyl-related medications under the strictest control. They are subject to medical prescription and real-name patient registration, and are securely stored in cabinets with double locks handled by authorized medical workers each with a key. Newly-prescribed medications can only be obtained by presenting the used packages of previous prescriptions.
同时，加强执法与管理部门信息沟通，及时发现问题和薄弱环节，堵塞管理漏洞。	In addition to these security measures, law enforcement and administrative departments

	have strengthened communication for the timely identification of problems and weak points and the closure of administrative loopholes.
2017 年至今，中国国内破获 3 起贩卖芬太尼类药物案件，未发现向境外走私、贩卖芬太尼类药物情况。	Since 2017, three criminal cases of trafficking fentanyl-related medications have been concluded in China, and no cases of outbound smuggling and trafficking of fentanyl-related medications have been detected.
——出口环节实行许可证管理。	– The export of fentanyl-related medications is subject to permit administration.
国家药品监督管理局对芬太尼类药品的出口贸易实行许可证制度，在严格审核的基础上，主动与进口国主管部门开展国际核查，每批出口贸易须经进口国主管部门确认合法性后，再核发麻醉药品出口准许证。	The NMPA implements a permit system for the export of fentanyl-related medications. Based on strict examination and approval, the NMPA verifies with and obtains confirmation of legality of the transaction from the competent authorities of the importing country for each exported shipment of narcotic drugs before issuing a permit for export.
目前仅有宜昌人福药业有限公司出口芬太尼类药物。	Currently, Yichang Humanwell Pharmaceutical Co., Ltd. is China’s only exporter of fentanyl-related medications.
2023 年，中国出口芬太尼类药物 9.766 公斤，主要出口至亚洲的韩国、越南、马来西亚、菲律宾和拉美地区的智利、巴拿马、哥伦比亚、巴拉圭以及欧洲的波兰、德国、法国等国家，未向北美地区出口过任何品种和任何剂型的芬太尼类药物。	In 2023, China exported 9.766 kilograms of fentanyl-related medications, mainly to Asian countries including the Republic of Korea, Vietnam, Malaysia, and the Philippines, Latin American countries including Chile, Panama, Columbia, and Paraguay, and European countries including Poland, Germany, and France. China has never exported any type of fentanyl-related medication in any form to North America.
中国积极推进芬太尼类药物信息化追溯体系建设，综合利用电子标签、物联网、人工智能等新技术新手段，对芬太尼类药品的生产、经营、运输、使用、进出口各环节进行动态全程监控、闭环管理，进一步有效防范芬太尼类药物流失。	China has worked actively to establish a digital tracking system for fentanyl-related medications. The comprehensive use of new technologies and methods, such as radio frequency identification tags, the Internet of Things, and artificial intelligence, enables whole-process dynamic monitoring and closed-loop management of the manufacturing, sale, transport, use, import, and export of fentanyl-related medications, which further prevents them from becoming lost.

三、依法严厉打击芬太尼类物质犯罪	III. Striking Hard Against Fentanyl-Related Crimes in Accordance with the Law
中国积极应对芬太尼类物质问题的新挑战，综合采取增加列管品种、强化日常监管、加大查缉力度、创新管控手段等措施，最大限度防范芬太尼类物质发生滥用，最大限度打击整治芬太尼类物质违法犯罪活动。	China actively responds to new challenges associated with fentanyl-related substances. To prevent the abuse of fentanyl-related substances and to combat and control related crimes to the greatest extent possible, it has adopted integrated measures such as expanding the list of controlled substances, strengthening regular supervision, stepping up inspection and seizure, and implementing innovative controls.
——及时增列品种。	– Expanding the list of controlled substances in a timely manner.
中国积极履行联合国《1961年麻醉品单一公约》《1971年精神药物公约》缔约国义务，根据国内《麻醉药品和精神药品管理条例》《非药用类麻醉药品和精神药品列管办法》有关规定，将联合国决定列管的物质及时纳入国内管制。	China actively fulfills its obligations as a contracting state to UN’s Single Convention on Narcotic Drugs of 1961 and the Convention on Psychotropic Substances of 1971. In accordance with relevant provisions of its Regulations on Administration of Narcotic Drugs and Psychotropic Substances and Measures on the Control of Nonmedical Narcotic Drugs and Psychotropic Substances, China expands its list of controlled substances in line with the United Nations control list in a timely manner.
在2013年版《麻醉药品品种目录》中，列管13种芬太尼类物质。	Its List of Controlled Narcotic Drugs (2013) enumerates 13 types of fentanyl-related substances.
在《非药用类麻醉药品和精神药品管制品种增补目录》中，2015年10月列管乙酰芬太尼等6种芬太尼类物质；2017年3月列管卡芬太尼、呋喃芬太尼、丙烯酰芬太尼和戊酰芬太尼4种芬太尼类物质；2018年9月列管四氢呋喃芬太尼和4-氟异丁酰芬太尼2种芬太尼类物质。	Its Supplementary List of Nonmedical Narcotic Drugs and Psychotropic Substances was expanded to include the following: <ul style="list-style-type: none"> • Acetylfentanyl and five other types of fentanyl-related substances in October 2015; • Carfentanil, furanylfentanyl, acrylfentanyl and valerylfentanyl in March 2017; • Tetrahydrofuranylfentanyl and 4-fluoroisobutyrfentanyl in September 2018.
截至整类列管芬太尼类物质前，中国已列管芬太尼类物质25种，超过当时联合国列管品种。	Before bringing all types of fentanyl-related substances under control, China had already listed 25 types of controlled fentanyl-related substances, more than the number on the United Nations control list in the same period.
——创新整类列管。	– Implementing full control of fentanyl-

	related substances.
中国积极探索毒品治理之路，在应对芬太尼类物质问题上，站在维护全人类健康、安全和福祉的高度，积极回应国际社会关切，在国内现实危害并不突出的情况下，未雨绸缪、提前防范应对新型毒品的潜在风险与危害。	China proactively engages in drug control. To safeguard the health, safety, and wellbeing of all of humanity, China has actively responded to the concerns of the international community in dealing with fentanyl-related substances. In China, the harm these substances have caused is limited. Still, China takes precautions and preemptive actions to prevent and address the potential risks and hazards posed by such new drugs.
2019年4月1日，中国发布芬太尼类物质整类列管公告，并于当年5月1日起正式施行，成为全球范围内第一个对芬太尼类物质实施整类列管的国家。	On April 1, 2019, China issued a statement announcing full control of fentanyl-related substances to be effective from May 1, 2019, making it the first country in the world to impose full control of fentanyl-related substances.
中国对芬太尼类物质的整类列管，较其他国家的类似物列管、骨架式列管、临时列管等机制更为科学、更为严格、范围更广。	China's policy is sounder, stricter, and broader in scope than mechanisms such as scheduling of fentanyl analogues, genetic control, and temporary scheduling in other countries.
而且，制定实施《芬太尼类物质整类列管实施方案》，加强顶层设计和总体规划，综合采取监测预警、日常监管、执法打击、宣传教育等多种措施，有效加强了对此类物质的管控。	In addition, by formulating and implementing the Action Plan for Implementing Full Control of Fentanyl-related Substances, strengthening top-level design and overall planning, and employing integrated measures such as monitoring and early warning, regular supervision, law enforcement to combat crimes, and public communication and education, control over these substances has been effectively strengthened.
——完善法律保障。	– Improving the legal framework.
经过大量的文献调研、科学实验、专家论证等工作，最高人民法院、最高人民检察院、公安部研究制定办理涉芬太尼类物质刑事案件适用法律等若干问题的意见，最高人民检察院、公安部研究制定芬太尼类物质犯罪案件立案追诉标准的规定，公安部制定发布芬太尼类物质依赖性折算表，明确涉芬太尼类物质犯罪的立案追诉和定罪量刑标准，为有关执法司法工作提供依据和保障。	After extensive research, scientific experiments, and expert verification, the Supreme People's Court, the Supreme People's Procuratorate, and the Ministry of Public Security formulated guidelines on issues concerning the application of law in handling criminal cases involving fentanyl-related substances. The Supreme People's Procuratorate and the Ministry of Public Security formulated regulations on the thresholds for filing and proceeding with criminal cases involving fentanyl-related

	<p>substances. The Ministry of Public Security formulated and released the conversion table on fentanyl-related substances. These documents set the thresholds for filing and proceeding with criminal cases involving fentanyl-related substances, and the standards for convicting and sentencing those accused, providing a basis and legal guarantee for related law enforcement and judicial work.</p>
——保持严打高压。	<p>– Maintaining a tough stance against related crimes.</p>
<p>公安机关依法严厉打击芬太尼类物质犯罪活动，2019年5月芬太尼类物质整类列管后，公安部连续3年组织开展打击制贩芬太尼类物质等新型毒品犯罪专项行动；2023年，组织开展芬太尼类物质专项清理行动，会同海关部门加大对重点口岸出口货物、物品的查缉力度，着重查验出口重点国家的货物、物品；会同国家邮政局深入开展寄递物流百日攻坚专项行动，压实主管部门监管责任和寄递企业主体责任，建立联动查缉机制，强化情报研判和专案侦查。</p>	<p>Public security organs have struck hard against crimes involving fentanyl-related substances in accordance with the law. After fentanyl-related substances were put under full control in May 2019, the Ministry of Public Security launched special campaigns three years in a row to combat the illegal manufacturing and trafficking of fentanyl-related substances and other new drugs. In 2023, it launched a special campaign to wipe out fentanyl-related substances, working with the customs authorities to step up efforts to inspect exported cargo and articles at key ports, especially those to key countries. In another campaign in collaboration with the State Post Bureau to stem drug delivery through logistic services, it reiterated the supervisory duties of competent departments and the primary accountability of delivery services. A multi-agency mechanism for inspection and seizure was established, and intelligence analysis and special case investigations were strengthened.</p>
<p>芬太尼类物质整类列管后，中国未再查获向境外走私、贩卖芬太尼类物质犯罪案件。</p>	<p>Since implementing full control of fentanyl-related substances, China has not detected any further cases of smuggling or selling fentanyl-related substances abroad.</p>
——加强网上清理。	<p>– Tightening the regulation of online information.</p>
<p>针对不法分子在网络平台发布芬太尼类物质及其前体违规销售信息的情况，国家禁毒委员会办公室会同有关主管部门，督促互联网化工平台落实用户实名注册、信息发布审核、</p>	<p>In response to illegal online postings of sales information concerning fentanyl-related substances and their precursors, the Office of China National Narcotics Control</p>

<p>网上信息巡查、有害信息处置报告等制度，严禁发布可疑化学品的销售信息，发现问题或线索的及时报告公安机关依法处置。</p>	<p>Commission, together with competent authorities, has urged online platforms in the chemical industry to implement measures like real-name registration for users, examination and approval of postings, online information inspection, and handling and reporting of harmful information. The release of sales information on suspicious chemicals is strictly prohibited, and any issues or leads found must be promptly reported to public security departments to be dealt with.</p>
<p>公安机关组织开展网上涉芬太尼类物质及其前体化学品清理整顿，截至 2024 年 6 月，共屏蔽删除违规广告信息 14 万余条，关闭整改网络平台 14 个。</p>	<p>Public security departments have tightened the regulation and cleanup of online information on fentanyl-related substances and related precursors. As of June 2024, more than 140,000 illegal advertisements had been blocked or removed and 14 online platforms were ordered to take corrective action or shut down.</p>
<p>四、严格芬太尼类物质前体管控</p>	<p>IV. Enforcing Strict Control over Precursors of Fentanyl-Related Substances</p>
<p>中国建立了完备的易制毒化学品法律体系和管理制度，形成了以《易制毒化学品管理条例》为基础，《非药品类易制毒化学品生产、经营许可办法》《易制毒化学品购销和运输管理办法》《药品类易制毒化学品管理办法》《易制毒化学品进出口管理规定》《易制毒化学品进出口国际核查管理规定》为支撑的法规体系。</p>	<p>China has established complete legal and administrative systems for scheduled precursor chemicals. It has also formed a regulatory system based on the Regulations on the Administration of Scheduled Precursor Chemicals, and supported by the Measures on Licensing the Production and Sale of Scheduled Non-pharmaceutical Precursor Chemicals, Measures on the Administration of the Purchase, Sale, and Transportation of Scheduled Precursor Chemicals, Measures on the Administration of Scheduled Pharmaceutical Precursor Chemicals, Regulations on the Administration of the Import and Export of Scheduled Precursor Chemicals, and Regulations on the Administration of International Verification of the Import and Export of Scheduled Precursor Chemicals.</p>
<p>公安、商务、应急管理、卫生健康、海关、药品监督管理等部门依照职责，对芬太尼类物质前体增加列管，对其生产、经营、购买、运输、出口活动进行监管。</p>	<p>Authorities in charge of public security, commerce, emergency management, public health, customs, and medical products administration expand the control list of</p>

	precursors of fentanyl-related substances and supervise their production, sales, purchase, transportation, and export in accordance with their respective responsibilities.
——科学实施列管。	– Expanding the control list effectively and responsibly.
综合考虑社会生产需要和流失风险隐患，及时将可能用于制造芬太尼类物质的化学品纳入易制毒化学品监管范畴。	Taking into consideration production needs and the risk of misappropriation, China places chemicals that could be used to manufacture fentanyl-related substances on the control list of scheduled precursor chemicals in a timely manner.
中国已列管 4-ANPP、NPP、4-AP、1-boc-4-AP、Norfentanyl 等 5 种芬太尼类物质前体，联合国 2024 年之前纳入管制的芬太尼类物质前体已经全部完成列管。	The following five types of precursors have been brought under control: 4-ANPP, NPP, 4-AP, 1-boc-4-AP, and norfentanyl, and all precursors of fentanyl-related substances that were on the United Nations control list before 2024 have been covered.
2024 年联合国纳入管制的 4-piperidone、1-boc-4-piperidone，正在推进国内列管工作。	Work on scheduling 4-piperidone and 1-boc-4-piperidone, which the United Nations added to its control list in 2024, is underway.
——分级分类监管。	– Adopting multi-level and category-specific supervision.
根据《易制毒化学品管理条例》规定，4-ANPP 和 NPP 按照第一类易制毒化学品管理，企业申请生产、经营的须经省级人民政府应急管理部门审批，申请购买的须经省级人民政府公安机关审批，申请运输的须经设区的市级人民政府公安机关审批。	In accordance with the Regulations on the Administration of Scheduled Precursor Chemicals, 4-ANPP and NPP are managed as Class I scheduled precursor chemicals. Enterprises applying for their production and sale must be approved by the emergency management departments of provincial-level governments. Applications for their purchase must be approved by the public security departments of provincial-level governments, and applications for their transportation must be approved by the public security departments of governments of cities (with districts).
4-AP、1-boc-4-AP、Norfentanyl 按照第二类易制毒化学品管理，自生产、经营之日起 30 日内，生产企业须将生产的品种、数量等情况，经营企业须将经营的品种、数量、主要流向等情况，向所在地的设区的市级人民政府应急管理部门备案，购买和运输活动须经所在地县级人民政府公安机关许可。	Substances like 4-AP, 1-boc-4-AP, and norfentanyl are managed as Class II scheduled precursor chemicals. Within 30 days from their production and sale, manufacturing enterprises must report the type and quantity of the chemicals they produce, and trading enterprises must report the type, quantity and

	main destinations of the chemicals they sell, among others, to the local emergency management departments of governments of cities (with districts), and their purchase and transportation must be approved by the local public security departments of county-level governments.
——严格出口监管。	– Strictly supervising exports.
对已列管 5 种芬太尼类物质前体实施严格的审批许可和国际核查制度。	For the five types of precursor chemicals already under control, a strict approval, permit, and international verification system is in place.
商务部审批出口许可证前，先由公安部通过国际麻醉品管制局出口前通知书（PEN）系统，向进口国政府主管部门发送核查请求。	Before the Ministry of Commerce examines applications for export permits, the Ministry of Public Security sends a verification request to the competent authorities of the importing country through the International Narcotics Control Board (INCB)'s Pre-Export Notification (PEN) Online system.
商务部在收到确认合法性的核查结果后，依法为相关企业办理出口许可证。	After receiving the feedback verifying the legality of the transaction, the Ministry of Commerce issues permit in accordance with the law.
出口时，海关部门依据企业申报和提供的出口许可证，办理通关手续。	The customs departments proceed with export clearance with declaration documents and the export permit.
上述 5 种芬太尼类物质前体列管以来，未发现国内企业申请出口记录。	Since establishing control over the five aforementioned precursors, there has been no recorded application for export by Chinese enterprises.
——实现信息化闭环式监管。	– Realizing closed-loop supervision through informatization.
建成全国易制毒化学品管理信息系统，供企业免费使用，实现全国易制毒化学品管理数据“一张网”运行。	A national management system for precursor chemicals has been established, available free of charge to enterprises, enabling the collection of all data for the management of scheduled precursor chemicals in China through one platform.
公安部等 11 部门出台《关于建立易制毒化学品信息化追溯体系的指导意见》，推进建立易制毒化学品产品标识和可追溯性监管制度，实现对其生产、经营、购买、运输、进出口各环节的动态全程监控。	The Ministry of Public Security and 10 other departments issued the Guidelines on the Establishment of a Digital Tracking System for Scheduled Precursor Chemicals to achieve dynamic and full-process monitoring of their production, sale, purchase, transportation,

	import, and export by building a supervision system for the identification and traceability of scheduled precursor chemicals.
同时，注重发挥行业协会作用，实行信用等级管理，促进企业自律。	At the same time, emphasis has been placed on the role of industry associations and a credit rating system has been implemented to promote self-discipline among enterprises.
随着国际社会对《1988 公约》相关规定执行程序不断提高，管制的化学品愈发难以获取，境外不法分子不断更新制毒工艺，更多使用非列管化学品制造毒品，特别是利用国家间化学品管制法律差异，通过网络勾连、国际邮包寄递、虚拟货币支付等方式，购买未列管的芬太尼类物质前体化学品，逃避监管打击，成为当前芬太尼类物质治理面临的突出挑战。	As the international community invests more effort in implementing the 1988 Convention, controlled chemicals have become more difficult to obtain. Lawbreakers abroad are constantly updating drug-manufacturing techniques, and more often using uncontrolled chemicals to manufacture drugs, especially by exploiting the differences in chemical control laws between countries. They purchase uncontrolled precursors of fentanyl-related substances online via virtual currency payment and international parcel delivery to evade regulatory scrutiny. This has become a prominent challenge for governing fentanyl-related substances.
中国对此高度关注，综合采取监测预警、网络巡查、重点整治、发布通告等一系列强有力举措，努力防止非列管化学品流入境外非法渠道。	China pays close attention to this issue, and has adopted a series of strong measures such as monitoring and early warning, online inspection, prioritizing key areas, and circulating notifications, to prevent the flow of uncontrolled chemicals into illegal overseas channels.
五、加快推进科技手段研发应用	V. Accelerating Technology Research, Development, and Application
中国认真落实联合国麻醉品委员会第 58/9 号决议《促进全世界药物分析实验室的作用并重申此类实验室的分析和结果质量的重要性》，不断提升毒品分析技术能力和应用水平，在检验鉴定、监测预警和危害评估等领域取得了大量创新成果，为芬太尼类物质管控工作提供了有力技术保障。	China has rigorously applied Resolution 58/9 of the United Nations Commission on Narcotic Drugs – Promoting the Role of Drug Analysis Laboratories Worldwide and Reaffirming the Importance of the Quality of the Analysis and Results of Such Laboratories. It has constantly improved and applied its technological capabilities in drug analysis, and produced a large number of innovations in testing, identification, monitoring, early warning, and hazard assessment, which provide robust technical support for controlling fentanyl-related substances.

——建成覆盖全国的毒品实验室体系。	– Building a nationwide network of narcotics laboratories.
中国国家毒品实验室自 2008 年成立以来, 软硬件设施不断发展完善, 在新精神活性物质筛查分析、基于污水和毛发样品的毒品滥用监测、新型毒品成瘾性和危害性评估以及标准物质制备等领域已达到国际先进水平。	Since its establishment in 2008, the China National Narcotics Laboratory has continuously improved its software and hardware facilities, and achieved world-class standards in screening for and analyzing new psychoactive substances, monitoring drug abuse based on wastewater and hair samples, assessing the addictive properties and other hazards associated with new drugs, and preparing reference standard materials.
为适应芬太尼类物质整类列管工作需要, 2019 年启动建设国家毒品实验室北京、浙江、广东、四川、陕西 5 个区域分中心, 至 2021 年 6 月全部高质量、高标准完成建设并投入使用。	To achieve full control of fentanyl-related substances, China began the construction of five regional branches of its national narcotics laboratory in Beijing, Zhejiang, Guangdong, Sichuan and Shaanxi in 2019, and these were completed and started operations to the highest quality and the most demanding standards in June 2021.
全国还已建成 16 家省级毒品实验室和 92 家市级毒品实验室, 各级毒品实验室总面积约 7.1 万平方米, 拥有各类专业技术人员 650 余人。	In addition, 16 provincial-level and 92 city-level narcotics laboratories have been built across the country. Such laboratories at all levels cover a total area of 71,000 square meters and employ more than 650 specialized technical personnel.
目前, 以国家毒品实验室为统领、5 个区域分中心为支撑、省市级毒品实验室为抓手的“1+5+N”毒品实验室体系已初步建成, 从技术层面为及时发现、准确鉴定、全面监测和科学管控芬太尼类物质提供了全面支撑。	With the China National Narcotics Laboratory playing an overarching role (1), 5 regional branches as pillars (5), and numerous provincial- and city-level laboratories as key nodes (N), a “1+5+N” narcotics laboratory network has taken shape, providing comprehensive technical support for the rapid detection, accurate identification, full-scale monitoring, and science-based control of fentanyl-related substances.
——创新主动发现预警。	– Adopting innovative measures for proactive detection and early warning.
针对芬太尼类物质等新精神活性物质新品种层出不穷、更新换代迅速的特点, 中国国家毒品实验室建立基于色谱、质谱、光谱和波谱分析技术的未知物筛查体系, 对公安、海关、邮政等部门发现的可疑样品进行采样分析。	To address challenges posed by the continual and rapid emergence and evolution of fentanyl-related and other new psychoactive substances, the China National Narcotics Laboratory has established a screening system for unknown substances by employing

	chromatography, mass spectrometry, optical spectroscopy, and NMR spectroscopy techniques to analyze suspect samples gathered by police, customs, and postal agencies.
全球首创核磁共振谱图监测技术，基于芬太尼等新精神活性物质研发过程中需要使用核磁共振波谱（注 1）确认产品化学结构的情况，将全国 1000 余台核磁共振波谱仪纳入管控范围，定期采集产生的核磁谱图并与母本库进行比对，筛查其中涉及芬太尼类物质及前体化学品的可疑谱图，为追查相关非法制造、贩卖行为提供线索。	China is the first country in the world to use nuclear magnetic resonance (NMR) spectroscopy ¹ to detect these substances. NMR is necessary for determining the chemical structures of fentanyl and other new psychoactive substances during their research and development. Therefore, China has placed more than 1,000 NMR spectrometers nationwide under close examination and regularly collected their spectrograms for comparison with the reference database. The results are used to screen for suspect spectrograms linked to fentanyl-related substances and their precursors, providing leads for investigating illegal production and trafficking.
2012 年以来，完成 1 万余份可疑样品和 200 余万张核磁谱图的筛查分析工作，累计新发现 21 种芬太尼类物质和其他 350 余种新精神活性物质。	Since 2012, over 10,000 suspect samples and over two million NMR spectrograms have been analyzed, and 21 fentanyl-related substances and over 350 other new psychoactive substances have been identified.
——全面监测滥用情况。	– Carrying out full-scale monitoring of drug abuse.
中国国家毒品实验室探索研究芬太尼类物质等毒品滥用后主要代谢物在人体内的分布规律，确定血液、尿液、唾液、毛发、指甲等不同生物检材的检测时间窗口，建立高通量的实验室检测方法，用于高效发现潜在滥用人员。	By studying the distribution of major metabolites of fentanyl-related substances and other drugs in the human body, the China National Narcotics Laboratory has determined the drug detection timeframes for different types of biological specimen, including blood, urine, saliva, hair, and nails, and adopted a high-throughput laboratory test method, to efficiently identify possible drug abusers.
基于高效液相色谱质谱联用技术，开发污水中痕量毒品的检测方法，目标物覆盖包括 6 种芬太尼类物质以及其他 65 种毒品及其代谢物，定量限达 1ppt（注 2），并构建基于污水分析数据的毒品消费量评估模型。	On the basis of high-performance liquid chromatography-mass spectrometry, a wastewater testing method has been developed for detecting traces of 6 fentanyl-related substances and 65 other drugs, as well as their metabolites, achieving a detection limit of one part per trillion, or one nanogram

	per liter. Data from wastewater analysis has been used to build a drug consumption assessment model.
依托毒品实验技术体系，建立了覆盖 365 个城市近 5000 家污水处理厂的城市生活污水监测网络，以及涵盖高风险人群的生物样品监测网络。	Based on a drug testing technology system, a domestic wastewater monitoring network covering nearly 5,000 wastewater treatment plants in 365 cities and a biomonitoring network covering high-risk groups have been established.
2020 年以来，累计完成 6 万余份城市生活污水和 15 万余份毛发样品的筛查分析。	Since 2020, over 60,000 domestic wastewater samples and over 150,000 hair samples have been tested and analyzed through these networks.
——提升检验鉴定能力。	– Strengthening the capacity for examining and identifying fentanyl-related substances.
中国国家毒品实验室制定较为完善的毒品检验鉴定技术规范 and 公共安全行业标准体系，分析目标物涵盖所有已发现的芬太尼类物质及其前体。	The China National Narcotics Laboratory has formulated technical norms for drug testing and identification and established a system of industry standards for public security, covering all known fentanyl-related substances and their precursors.
国家毒品实验室研制包括芬太尼类物质在内的新精神活性物质标准品以及标准谱图库，并配发各级毒品实验室研究使用，不断提升芬太尼类物质的定性定量检测水平，为芬太尼类物质案件的侦办和诉讼提供证据支撑。	The institute has developed reference standard materials and created a reference spectrogram database for identifying fentanyl-related and other new psychoactive substances, providing narcotics laboratories at all levels with access to the materials and database for research. This has improved China's capacity for qualitative and quantitative detection of fentanyl-related substances, and helped provide evidence support for the investigation and prosecution of relevant cases.
——开展依赖性实验评估。	– Conducting experimental assessment of substance dependence.
中国国家毒品实验室建立了基于实验动物模型和体内体外多种实验手段的芬太尼类物质成瘾性和危害性评估方法，通过自身给药、条件性位置偏爱、行为敏化以及药物辨别等实验评估了 25 种芬太尼类物质的成瘾性。	The China National Narcotics Laboratory has developed effective measures for assessing the addictive properties and other hazards of fentanyl-related substances, based on experimental animal models and in vivo and in vitro experimental methods. It has assessed the risk of addiction to 25 fentanyl-related substances through various tests, including self-administration, conditioned place preference, behavioral sensitization, and drug

	discrimination.
同时，通过体外神经毒性实验以及模拟人的不同给药途径对上述物质进行了多种不同给药方式的急性毒性评估。	In addition, the laboratory has investigated their acute toxicity by conducting in vitro neurotoxicity studies and simulating different human routes of drug administration.
经与阳性对照毒品海洛因进行成瘾性和危害性换算，形成了具有公信力和国际认可度的芬太尼类物质滥用风险数据库，并据此发布了 25 种芬太尼类物质的依赖性折算表，为涉芬太尼类物质毒品案件的立案追诉和定罪量刑标准提供了科学的参考依据。	By comparing the results against the addictive properties and other hazards of heroin as a positive control, it has established a credible and globally recognized database on the risk of fentanyl-related abuse. Based on this database, the laboratory has published a conversion table for calculating dependence on 25 fentanyl-related substances, which provides a scientific reference for initiating and prosecuting fentanyl-related cases and for convicting and sentencing the guilty.
六、多措并举提升整体管控效能	VI. Adopting Comprehensive Measures for More Efficient Drug Control
中国充分发挥政治优势和制度优势，围绕芬太尼类物质管控工作，综合采取政策、法律、行政、经济、社会等措施，强化党政领导、部门协同，推进行业自律、社会参与，有效防范芬太尼类物质风险危害。	China has made full use of its political and institutional strengths, and adopted comprehensive policy, legal, administrative, economic, and social measures for the control of fentanyl-related substances. To achieve effective protection against fentanyl-related risks and hazards, it has strengthened Party and government leadership, reinforced coordination across departments, promoted industry self-regulation, and raised public awareness.
——压紧压实禁毒责任。	– Strengthening accountability for drug control.
中国从全局和战略高度部署禁毒工作，制定毒品问题严重地区责任考评办法，明确各级政府禁毒工作责任。	China has exercised drug control from an overall and strategic perspective. It has formulated a responsibility evaluation method for areas afflicted by serious drug-related crime, and clarified the responsibilities of governments at all levels for drug control.
要求各地紧盯研发芬太尼类物质等合成毒品风险高的生物制药研发中心、化工医药园区等重点领域，组织专门力量深入核查，把重点企业、重点人员、重点设备摸排出来，登记信息、保持关注。	Local authorities are required to closely monitor biopharmaceutical research and development centers, chemical and pharmaceutical parks, and other critical entities at high risk of involvement in the research and development of synthetic drugs such as fentanyl-related substances. They are

	responsible for setting up task forces to conduct thorough examinations, identify key enterprises, individuals and facilities, document their information, and keep them under close scrutiny.
对于因工作重视不够、情况不掌握形成突出风险的，通过约谈、通报、督办等方式督促限期整改，对造成严重问题、恶劣影响的，依照有关规定问责追究。	Officials who allow threats to develop by failing to grasp the gravity of the situation or failing to carry out their duties in full will be subject to oral investigation, exposure of their errors, or follow-up supervision. They will be required to rectify the problems within a specified deadline. Those whose negligence results in severe consequences and adverse impacts will be held accountable in accordance with relevant regulations.
——强化部门协调联动。	– Reinforcing coordination across departments.
网信、公安、工信等部门加强互联网监管，督促互联网化工平台加强用户实名认证，集中整治涉毒违法犯罪信息突出的网站和即时通讯平台，依法关停栏目、终止服务。	Cyberspace, public security, and industry and information technology authorities have worked together to strengthen internet regulation. They have urged online chemical industry platforms to strengthen real-name authentication, conducted an intensive campaign to address websites and instant messaging platforms carrying information involving drug-related crime, and closed down non-compliant services in accordance with the law.
邮政管理部门加强寄递企业监管指导，狠抓“收寄验视、实名收寄、过机安检”三项制度落实，有针对性加大查验查缉力度。	Postal authorities have reinforced supervision and guidance on delivery services, and intensified efforts to ensure full implementation of the regulations requiring inspection of packages upon acceptance and dispatch, real-name authentication for delivery requests, and security screening through machines, with targeted measures for strengthening the detection and seizure of drugs.
海关部门不断强化风险研判和口岸监管，有针对性加大高风险货物、物品查验力度，严防芬太尼类物质走私。	Customs authorities have reinforced risk assessment and port supervision, and devoted targeted efforts to prevent the smuggling of fentanyl-related substances through intensified inspections of high-risk cargo and articles.

卫生健康、市场监管、药监等部门整体联动，对涉芬太尼医疗机构联合开展清理整治，积极防控芬太尼类药品的滥用风险。	Authorities responsible for public health, market regulation, medical products supervision, and other sectors have worked in coordination to address and sanction medical institutions involved in fentanyl-related abuse, and take proactive measures to prevent the abuse of fentanyl-related medicines.
——开展专业教育培训。	– Carrying out specialized education and training.
2019年，国家禁毒委员会办公室发布《关于防范非药用类麻醉药品和精神药品及制毒物品违法犯罪的通告》，重申相关禁毒法律法规及处罚规定，提醒企业和个人守法经营。	In 2019, the Office of China National Narcotics Control Commission issued the Notice on Preventing Illegal and Criminal Acts Relating to Nonmedical Narcotic Drugs and Psychotropic Substances and Precursor Materials. The notice serves as a reminder to businesses and individuals in relevant industries by reiterating laws, regulations, and sanctions concerning drug control.
2023年，国家禁毒委员会办公室再次发布通告，提醒企业和公民增强法律意识，警惕出口物品被用于制造毒品和可能面临的法律风险。	In 2023, the office issued a new notice urging businesses and individuals to heighten their legal awareness and guard against the use of their exported goods for producing drugs and the attendant risk of legal liabilities.
国家禁毒委员会办公室制作印发“防范芬太尼类物质等新型毒品宣传系列挂图”，集中开展专业培训，教育引导有关人员掌握检验识别方法，提高防范风险、发现问题的意识和能力。	The office designed and circulated posters on preventing risks associated with fentanyl-related substances and other new drugs, and organized specialized training sessions aimed at improving the identification skills of professionals in relevant fields, in order to reinforce their awareness and ability to prevent risks and detect problems.
——提升全民防范意识。	– Raising public awareness against drug abuse.
以防范涉麻醉药品、精神药品以及芬太尼类物质等成瘾性物质滥用为主题，广泛开展全民禁毒宣传，发动各部门力量，集中开展禁毒宣传教育活动。	Extensive public education has been carried out nationwide to prevent the abuse of narcotic drugs, psychotropic substances, fentanyl-related substances, and other addictive substances. Through collaborative efforts across departments, intensive educational campaigns have been conducted to raise awareness about the dangers of illicit drug use.
以青少年为主要对象，全面、科学、系统地普及芬太尼类物质等成瘾性物质的知识，深入揭示滥用严重危害，教育引导广大青少年	Targeted at teenagers, comprehensive, well-conceived, and systematic activities have popularized understanding of issues related to

牢固树立防范意识。	addictive substances, including fentanyl-related substances, clarified the dangers of abuse, and consolidated awareness against drug abuse.
开展全国在校学生毒品预防教育活动和防范青少年滥用麻精药品等成瘾性物质宣传教育活动, 普及优质宣传教育资料, 传播“健康人生、绿色无毒”理念。	Educational programs to prevent illicit drug use and the abuse of narcotic and psychotropic drugs and other addictive substances among students and young people have been launched across the country, distributing informative materials and encouraging healthy lifestyles without drugs.
2023 年, 全国 23 万余所学校的 1 亿余名青少年学生参与全国青少年禁毒知识竞赛学习答题, 4000 多万观众通过网络直播观看竞赛总决赛。	In 2023, over 100 million students from more than 230,000 schools throughout the country participated in the National Anti-drug Knowledge Competition, whose live final attracted an online audience of over 40 million viewers.
七、推进芬太尼类物质全球共治	VII. Promoting Global Governance of Fentanyl-Related Substances
当前, 全球芬太尼类物质问题愈演愈烈。	Currently, the abuse of fentanyl-related substances is escalating globally.
联合国毒品和犯罪问题办公室早期预警系统数据显示, 2013 年以来, 全球 46 个国家报告发现芬太尼类物质共计 86 种, 占报告发现合成阿片类物质种类总量的 64% (注 3)。	According to the United Nations Office on Drugs and Crime (UNODC) Early Warning Advisory, since 2013, 86 fentanyl analogues have been reported by 46 countries worldwide, accounting for 64 percent of the number of synthetic opioids reported ² .
联合国毒品和犯罪问题办公室发布的《世界毒品报告》显示, 北美地区芬太尼类物质滥用过量致死人数持续增长, 欧洲和其他地区芬太尼类物质贩运活动时时有发生 (注 4)。	The World Drug Reports released by UNODC show that the number of fentanyl-related overdose deaths continues to increase in North America, and the trafficking of fentanyl-related substances has been occurring in Europe and other regions ³ .
美国疾病预防控制中心数据显示, 以芬太尼类物质为主的合成阿片类物质滥用过量致死人数 2023 年达 7.5 万人, 占全部药物过量致死人数的近 70%, 成为美国 18 岁至 45 岁成年人死亡的主要原因 (注 5)。	According to data from the US Centers for Disease Control and Prevention, the number of overdose deaths involving synthetic opioids, primarily fentanyl-related substances, reached 75,000 in 2023, accounting for almost 70 percent of all drug overdose deaths, making fentanyl-related overdose the leading cause of death for adults aged 18 to 45 in the US ⁴ .
2022 年, 欧盟国家报告缴获芬太尼 2.7 公斤、液态芬太尼 168 升、芬太尼片剂 8435 片、卡芬太尼 6.5 公斤, 至少 163 例药物滥用致死	In 2022, EU countries reported seizures of 2.7 kilograms of fentanyl, 168 liters of liquid fentanyl, 8,435 fentanyl tablets, and 6.5

<p>案例与芬太尼类物质有关（注 6）。</p>	<p>kilograms of carfentanil, with at least 163 deaths associated with the abuse of fentanyl-related substances⁵.</p>
<p>中国秉持人类命运共同体理念，认真履行国际禁毒义务，坚持责任共担、全面均衡原则，倡导各国互帮互助、共建共享，反对相互指责、推卸责任，在做好自身禁毒工作的同时，坚定维护现行国际禁毒体系，全面深度参与国际禁毒领域重要决策，积极为毒品问题全球共治提供中国智慧和方案。</p>	<p>Committed to the vision of a global community of shared future, China rigorously meets its international drug control obligations, and adheres to the principle of shared responsibilities among all countries and a comprehensive and balanced approach to drug control. It advocates mutual assistance, joint contribution, and shared benefit among all countries, and opposes finger-pointing and buck-passing. China honors its own drug control responsibilities, firmly upholds the existing international drug control system, participates fully in making important decisions on international drug control, and contributes Chinese wisdom and solutions to the global governance of drugs.</p>
<p>——推进双多边交流。</p>	<p>– Advancing bilateral and multilateral exchanges.</p>
<p>积极与世界各国和国际组织发展禁毒合作关系，在共同应对芬太尼问题等全球毒品治理新挑战中发挥积极作用。</p>	<p>China plays a positive role in jointly addressing new challenges in global drug governance, such as the fentanyl issue, through proactive cooperation with other countries and international organizations.</p>
<p>先后与 30 余个国家和国家联盟签订 50 份政府间、部门间禁毒合作文件，与 13 个国家建立年度会晤机制，加入大湄公河次区域、上合组织、金砖国家禁毒合作等多边禁毒合作机制，不断深化与各国禁毒领域全方位信任合作。</p>	<p>It has signed 50 intergovernmental and interdepartmental documents on drug control cooperation with more than 30 countries and unions of countries, established annual meeting mechanisms with 13 countries, and joined multilateral drug control cooperation mechanisms within the Greater Mekong Subregion, the Shanghai Cooperation Organization, and BRICS. Through these efforts, China has consistently expanded all-round trust and cooperation with other countries in the field of drug control.</p>
<p>积极参与联合国毒品和犯罪问题办公室“全球合成毒品监测、分析、报告和趋势项目（SMART）”、国际麻醉品管制局“离子项目”、“禁止非法分销和销售类阿片行动伙伴关系”等一系列全球毒品治理项目，加强就芬太尼类物质等合成毒品滥用种类和趋势的国</p>	<p>China has participated in a number of global endeavors for drug governance, including the UNODC’s Global Synthetics Monitoring: Analyses, Reporting and Trends (SMART) Programme, and the INCB’s two initiatives – Project ION (International Operations on New</p>

<p>际交流,致力于共同应对国际禁毒领域热点、难点问题。</p>	<p>Psychoactive Substances) and the global Operational Partnerships to Interdict Opioid's Illicit Distribution and Sales (OPIOIDS) Project. Through such endeavors, China has strengthened international exchanges on the types and trends of abuse of fentanyl-related substances and other synthetic drugs, dedicating itself to the collaborative efforts to address hotspot issues and pain points in international drug control.</p>
<p>——开展中美禁毒合作。</p>	<p>– Promoting China-US cooperation on drug control.</p>
<p>中美禁毒执法合作是两国执法合作的重点。</p>	<p>Drug law enforcement is a central focus of cooperation between China and the US.</p>
<p>中方开展对美禁毒执法合作的原则立场非常明确,愿在平等和相互尊重基础上开展合作,但坚决反对以所谓芬太尼问题为由对中方进行非法制裁和无理施压。</p>	<p>China upholds a clear and principled position on this matter: It is committed to cooperation based on equality and mutual respect, but firmly opposes the US imposition of unlawful sanctions and unreasonable pressure on China on the pretext of responding to fentanyl-related issues.</p>
<p>双方禁毒执法部门联合破获王某玺等走私、制造、贩卖毒品案,陈某平走私、贩卖毒品案等重大案件,在各自境内分别抓获有关犯罪嫌疑人并依法判决(注7),成为中美执法部门个案合作的成功典范。</p>	<p>The drug law enforcement agencies of both sides have jointly cracked major cases of smuggling, manufacturing, and trafficking, including the Wang *xi case and the Chen *ping case⁶, and arrested relevant suspects in their respective territories and sentenced them in accordance with the law. These are all successful examples of cooperation between law enforcement agencies of the two countries.</p>
<p>2024年1月30日,中美禁毒合作工作组第一次会议在北京举行,明确双方禁毒领域优先合作事项;此后,双方多次举行高层会晤,务实推动两国禁毒和执法领域对话合作。</p>	<p>On January 30, 2024, the China-US Counternarcotics Working Group held its first meeting in Beijing to identify priorities for counternarcotics cooperation. The two countries have since convened multiple high-level meetings to promote bilateral dialogue and cooperation in drug control and law enforcement.</p>
<p>2024年7月31日,中方跨部门代表团赴美参加中美禁毒合作工作组首次高官会议,积累合作互信。</p>	<p>On July 31, 2024, an interdepartmental Chinese delegation visited the US to attend the first senior official meeting of the China-US Counternarcotics Working Group, building mutual trust in cooperation.</p>

<p>中国公安部禁毒局与美国司法部缉毒署、国土安全调查局等禁毒部门保持日常热线联系、开展常态化交流会晤，2024 年以来双方情报线索交流互动多达百余条（次），联合侦办杜某根、佟某佶、黄某承等多起互涉案件，取得突破性进展。</p>	<p>The Narcotics Control Bureau of China’s Ministry of Public Security maintains daily hotline communication and holds regular exchange meetings with the US Department of Justice’s Drug Enforcement Administration, the US Department of Homeland Security’s Homeland Security Investigations, and other drug control agencies. Since 2024, with more than 100 instances of information exchange, the two sides have achieved breakthrough progress in the collaborative investigations of multiple transnational cases, including those concerning Du *gen, Tong *ji, and Huang *cheng.</p>
<p>——强化前体管控。</p>	<p>– Strengthening precursor control.</p>
<p>遵守国际规则，中国使用国际麻醉品管制局出口前通知书（PEN）系统，加强对芬太尼类物质前体等重点易制毒化学品品种开展国际核查；使用国际麻醉品管制局非列管化学品出口前通知书（PENLIGHT）系统，加强非列管前体化学品核查和信息交换。</p>	<p>In compliance with international rules, China uses the INCB PEN Online system to strengthen international verification on key scheduled precursor chemicals, including precursors used to make fentanyl-related substances. It uses the INCB PEN Online Light system to strengthen verification and exchange information on non-scheduled precursor chemicals.</p>
<p>积极参与国际麻醉品管制局全球前体化学品管制行动，对一些中国管制但国际尚未列管的前体化学品主动开展国际核查，减少流失风险。</p>	<p>To mitigate any risk of diversion, China actively participates in the INCB’s global precursor control initiatives, and conducts proactive international verification on certain precursor chemicals that are under its national control, but have not been scheduled internationally.</p>
<p>推进落实中国与欧盟、澳大利亚、新西兰等双边易制毒化学品交流合作机制，2023 年成立中国墨西哥易制毒化学品工作组，加强政策交流，共享情报信息，联合开展跨国执法行动，在保护合法贸易的同时，坚决遏制前体化学品非法流失。</p>	<p>China advances the implementation of bilateral exchange and cooperation mechanisms on precursor chemicals with the European Union, Australia, and New Zealand, among others. In 2023, the China-Mexico Working Group on Precursor Chemicals was established to strengthen policy exchanges, share information, and carry out transnational law enforcement. This helps to curb the diversion of precursor chemicals while protecting lawful trade.</p>
<p>2024 年 9 月 6 日，中墨第二届易制毒化学品工作组会议在墨西哥首都墨西哥城召开，会</p>	<p>On September 6, 2024, the working group convened its second meeting in Mexico City,</p>

议通过了《中墨易制毒化学品工作组工作规则》和会议纪要，为中墨禁毒合作特别是易制毒化学品执法与交流合作奠定坚实基础。	and adopted its Rules of Operation and the meeting minutes, laying a solid foundation for China-Mexico cooperation in law enforcement, and exchange and cooperation concerning precursor chemicals and other substances.
——开展技术交流。	– Conducting technological exchanges.
积极与各国禁毒技术部门开展技术交流，分享芬太尼类物质检验鉴定、滥用监测、危害评估等领域的经验做法，共同应对芬太尼类物质给全球毒品治理带来的风险和挑战。	To address the risks and challenges to global drug governance brought by fentanyl-related substances, China has carried out technological exchanges with the drug control agencies of various countries in order to share experience and practices in the testing and identification, monitoring of abuse, and assessment of hazards relating to fentanyl-related substances.
举办污水监测技术研讨会，与联合国毒品和犯罪问题办公室、欧洲毒品和毒瘾监测中心（欧盟禁毒局）、澳大利亚、新西兰、东盟各国禁毒技术专家交流包括芬太尼类物质在内的毒品污水监测技术。	It has held technical seminars on wastewater monitoring for fentanyl-related substances and other drugs, in exchanges with technical experts from UNODC, the European Monitoring Centre for Drugs and Drug Addiction (European Union Drugs Agency), Australia, New Zealand, and ASEAN countries.
多次召开中美禁毒技术专家会议，建立中美科学家交流机制，与美国白宫国家禁毒政策办公室、司法部缉毒署、海关边境保护局等部门禁毒技术专家相互分享毒检实践技术经验，2024年以来开展多次技术交流，探讨强化技术支撑应对芬太尼问题，持续推动技术领域合作。	China has organized technical meetings and established a scientist exchange mechanism with the US, enabling the sharing of drug detection techniques and experience with drug control experts from the US Office of National Drug Control Policy, Drug Enforcement Administration, and Customs and Border Protection, among others. Since 2024, multiple exchanges have been conducted to promote technical cooperation and strengthen technical support in addressing the fentanyl issue.
结束语	Conclusion
芬太尼类物质问题威胁人类健康、安全、福祉及社会发展进步，解决芬太尼类物质问题非一国所能，需要国际社会共同努力。	The abuse of fentanyl-related substances threatens human health, safety, wellbeing, and social progress. Addressing this issue is beyond the capacity of any single country and requires the joint efforts of the international community.
中国对包括芬太尼类物质在内的毒品问题	China maintains a zero-tolerance attitude

<p>“零容忍”，保持主动进攻、严打高压，深化系统治理、源头治理，不断完善中国特色毒品治理体系，深入推进新时代禁毒人民战争，实现禁毒斗争形势稳中向好。</p>	<p>towards drugs, including fentanyl-related substances. It continues to take proactive action, apply high pressure, and strike hard, while expanding systemic governance and addressing problems at the source. It continues to improve its drug control system with Chinese characteristics and advance a people's war against drugs in the new era. The battle against drugs has marked steady progress with growing momentum in China.</p>
<p>深入推进芬太尼类物质治理,既是提前防范、应对化解毒品问题新风险挑战、保障人民群众身心健康的重要举措,也是积极参与全球毒品共治、维护全球安全稳定的重要体现。</p>	<p>Strengthening control of fentanyl-related substances by the Chinese government is an important measure to guard against and defuse the new risks and challenges brought about by drugs, and to protect the physical and mental health of the people. It is also an embodiment of China's active participation in promoting global drug governance and maintaining global security and stability.</p>
<p>中国将一如既往坚定履行禁毒承诺,全面履行责任义务,坚持综合平衡的禁毒措施,完善物质列管、加大查缉力度、加强监测预警、强化技术支撑、创新管控手段,坚决遏制芬太尼类物质的非法制造和走私贩运。</p>	<p>China will, as always, fulfill its commitment to drug control, and fully meet its responsibilities and obligations. To curb the illegal manufacturing, smuggling, and trafficking of fentanyl-related substances, China will continue to implement comprehensive and balanced measures, improve the scheduling of substances, step up inspections and seizures, strengthen monitoring and early warning, reinforce technological support, and employ innovative control methods.</p>
<p>全球毒品治理的实践证明,开展综合全面、平衡兼顾的禁毒措施,才能有效应对毒品问题。</p>	<p>Experience in global drug governance has proved that only by implementing comprehensive and balanced anti-drug measures can we effectively address the drug issue.</p>
<p>包括芬太尼类物质在内的合成毒品问题,更难以单纯依靠物质列管或者减少供应措施实现根本解决。</p>	<p>It is difficult to achieve a fundamental solution to the problem of synthetic drugs, including fentanyl-related substances, by simply imposing control of substances or reducing supply.</p>
<p>合作形成合力,共治才能共赢。</p>	<p>Through cooperation we form a joint force, and only through co-governance will we achieve win-win results.</p>

<p>中国倡导国际社会坚持平等相待、合作共赢，着力增强解决全球毒品问题的政治意愿和实际行动；坚持系统治理、源头治理，充分认识减需减供并举理念的重要性，进一步剖析滋生以芬太尼为代表的合成毒品问题的深层次原因，推动解决根本性问题；坚持开放包容、共建共享，秉持合作与信任精神，推动理念创新、行动创新，开展治理芬太尼问题务实合作，共同应对毒品问题新挑战，推动构建不受毒品危害的人类命运共同体，共同维护和促进人类社会的和谐进步。</p>	<p>China calls on the members of the international community to work together as equals for shared benefit, and strengthen political commitment and practical actions to solve the global drug problem. We should persevere in systemic governance, address problems at the source, and fully recognize the importance of reducing demand and supply simultaneously. We should dig into the deep-rooted causes of the abuse of synthetic drugs represented by fentanyl, and promote the resolution of fundamental issues. We should uphold the principles of openness, inclusiveness, joint contribution, and shared benefit, embrace the spirit of cooperation and trust, advance innovation in both ideas and actions, carry out practical cooperation in addressing the fentanyl issue, and jointly tackle new challenges posed by drugs. Let us work together to build a global community of shared future that is free from the harm caused by drug abuse, and safeguard and promote the harmony and progress of human society.</p>
<p>（注 1）核磁共振波谱是通过核磁共振现象测定分子结构的一种技术，广泛应用于有机物的化学结构解析。</p>	<p>¹ As a technology for determining the structure of molecules, NMR is widely used in analyzing the chemical structure of organic matter.</p>
<p>（注 2）ppt 是指万亿分之一，1ppt 相当于每升水样中含有 1 纳克目标物质。</p>	
<p>（注 3）联合国毒品和犯罪问题办公室（UNODC）早期预警系统，https://www.unodc.org/LSS/Page/NPS/DataVisualisations。</p>	<p>² UNODC Early Warning Advisory, https://www.unodc.org/LSS/Page/NPS/DataVisualisations.</p>
<p>（注 4）联合国毒品和犯罪问题办公室（UNODC）：2021 年至 2024 年《世界毒品报告》（World Drug Report），https://www.unodc.org/unodc/en/data-and-analysis/Previous-reports.html。</p>	<p>³ UNODC, World Drug Reports 2021-2024, https://www.unodc.org/unodc/en/data-and-analysis/Previous-reports.html.</p>
<p>（注 5）美国疾病预防控制中心（CDC），https://www.cdc.gov/nchs/nvss/vsrr/drug-overdose-data.htm。</p>	<p>⁴ US Centers for Disease Control and Prevention, https://www.cdc.gov/nchs/nvss/vsrr/drug-overdose-data.htm.</p>
<p>（注 6）欧盟禁毒局（EUDA）：《2024 年欧洲毒品报告》（European Drug Report 2024），</p>	<p>⁵ European Union Drugs Agency, European Drug Report 2024,</p>

https://www.euda.europa.eu/publications/european-drug-report/2024_en 。	https://www.euda.europa.eu/publications/european-drug-report/2024_en .
（注 7）王某玺与陈某平两起案件均不涉及芬太尼类药品。	⁶ The Wang *xi case and the Chen *ping case did not involve fentanyl-related drugs.