

# codex alimentarius commission

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ALINORM 83/22

## JOINT FAO/WHO FOOD STANDARDS PROGRAMME

### CODEX ALIMENTARIUS COMMISSION

15th Session

Rome, 4-15 July 1983

### REPORT OF THE

### SIXTEENTH SESSION OF THE

### CODEX COMMITTEE ON FOOD LABELLING

Ottawa, Canada, 17-21 May 1982

## INTRODUCTION

1. The Codex Committee on Food Labelling held its Sixteenth Session in Ottawa, Canada, from 17 to 21 May 1982 by courtesy of the Government of Canada. The meeting was chaired by Mr. R.H. McKay, Director, Consumer Products Branch, Consumer and Corporate Affairs, Canada. The Session was attended by delegates and observers from the following 26 countries: Australia, Austria, Brazil, Canada, Denmark, Ecuador, Finland, France, Fed. Rep. of Germany, India, Ireland, Italy, Japan, Netherlands, New Zealand, Nigeria, Norway, Panama, Philippines, Portugal, Spain, Sweden, Switzerland, Thailand, United Kingdom and United States of America.

Observers from the following International Organizations were also present:

- International Atomic Energy Agency (IAEA)
- World Health Organization (WHO)
- Association of Analytical Chemists (AOAC)
- European Economic Community (EEC)
- International Dairy Federation (IDF)
- International Federation of Margarine Associations (IFMA)
- International Hydrolyzed Protein Council (IHPC)
- International Life Science Institute (ILSI)
- International Organization of Consumer Unions (IOCU)
- International Union of Nutritional Sciences (IUNS)

A List of Participants, including the Secretariat, is contained in Appendix I to this report.

2. The session was preceded on 13-14 May 1982 by two Ad-hoc Working Groups on: (a) Revised General Standard for the Labelling of Prepackaged Foods, and (b) Guidelines on Nutrition Labelling. A summary report of the meetings of the two Working Groups, including the countries and organizations participating, is contained in Appendices III and V to this report.

3. The session was formally opened by Mr. Gary McCauley, M.P. Parliamentary Secretary to the Minister of Consumer and Corporate Affairs. Mr. McCauley welcomed the participants and made special mention of the unique role of the Committee in serving as an international forum for discussion of many food labelling issues. He further noted that the citizens of the global

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community will be the beneficiaries of the collective wisdom of this Committee in dealing with complex issues such as nutrition labelling and the labelling of irradiated foods. The full text of Mr. McCauley's address is contained in Appendix II to this report.

#### ADOPTION OF THE AGENDA

4. The Committee agreed that the Guidelines on the Labelling of Non-retail Containers should be discussed directly after the Revised General Standard prior to consideration of the Draft Guidelines on Labelling Provisions in Codex Standards.
5. The Committee unanimously adopted the Provisional Agenda for the session as amended (see para. 4).
6. The Secretariat informed the Committee that due to the timing of sessions a number of reports from sessions of other Committees was not yet available. Matters for action arising from these Committees had been made available as Conference Room Documents to the Working Groups, as appropriate, and others would be available for discussion under Item 7 (Endorsements).

#### MATTERS OF INTEREST ARISING FROM THE REPORTS OF THE CODEX ALIMENTARIUS COMMISSION AND OF CODEX COMMITTEES

7. The Committee had before it working paper CX/FL 82/2 containing a summary of matters of interest to the Committee. In addition thereto the Secretariat informed the Committee of other decisions taken by the Commission and provided information on Codex Committees which had met so far in 1982.

#### Acceptance of Codex Standards

8. It was noted that the Commission, at its 14th Session, had agreed with a more detailed listing of non-acceptances in the publication of acceptances, relating to free distribution. This did, however, not apply to those General Standards which covered only certain aspects of foods, in this case labelling.

#### Amendment of Procedure for the Elaboration of Codex Standards (World-wide and Regional)

9. Based on the recommendations of the Codex Committee on General Principles the Commission agreed on a Revised Procedure for the Elaboration of Codex Standards. The major changes were as follows;

(a) Steps 1, 2 and 3 have been combined, whereby subsidiary bodies may decide on the elaboration of a standard and request Government comments on the proposed draft standard, pending the subsequent approval by the next session of the Commission. Where the timing of the sessions so requires, comments at Step 6 may be requested prior to the adoption of the relevant standard at Step 5 by the Commission. These amendments should eliminate undue delays arising from the timing of sessions.

(b) At Step 8 the Commission adopts the standards as Codex standards, the previous Steps 9-11 and 9-12 respectively were taken outside the Step Procedure. The Codex Alimentarius consists of the Codex standards and related texts and of a tabulation of acceptances.

10. The Procedural Manual had been revised and the 5th Edition was now available. The Secretariat informed the Committee that several volumes of the Codex Alimentarius were already available, including Volume VI on Labelling; others would be issued in the course of the year.

### Nutritional Aspects in Codex Standards

11. The Secretariat reported on further developments on the above subject (see also paras 14-17 of ALINORM 81/22). The Commission, at its 14th Session, had considered a paper "Nutrition and the Work of the Commission" (ALINORM 81/7) which reviewed in a comprehensive way the nutritional aspects in the activities of the Codex Alimentarius Commission and had concluded that these aspects had not been neglected in the work of the subsidiary bodies and the Commission itself. Therefore no radical changes were necessary. The paper commented favourably on the work of this Committee with regard to the general labelling standard and especially to the guidelines on nutrition labelling and to date marking.

12. The Commission had agreed to an extension of the terms of reference of the Codex Committee on Foods for Special Dietary Uses, which would permit that Committee to examine provisions for nutritional aspects in Codex standards. This would not be an automatic endorsement function, and it was thought that guidelines on nutritional aspects for Codex Committees might facilitate decisions by these Committees as to the cases where nutritional aspects should be taken into account. Furthermore, CCFSDU could elaborate general guidelines on matters such as e.g. fortification. CCFSDU was requested to examine the amended terms of reference and to indicate to the 15th Session of the Commission methods of operating within these terms of reference (paras 115-121 of ALINORM 81/39).

### Date Marking

13. The Committee was informed that the Commission had adopted the Revised Guidelines on Date Marking for Use in Codex Committees (Appendix IV of ALINORM 81/22) amended by a proposal by the Chairman of CCFL to clarify the last sentence of Section 6.1 of the guidelines and consequently Section 6.2. The revised text was issued as CL 1982/2 and is also contained in Volume VI of the Codex Alimentarius.

14. At the 14th Session of the Commission several delegations had commented on the guidelines and the observer of the EEC had requested that certain details in the declaration of the date for minimum durability be re-discussed in connection with revision of the General Standard (see para. 7 of CX/FL 82/2). The Committee agreed that this matter should be further discussed under the appropriate agenda item.

15. Following the instructions by the Commission to give further consideration to date marking in their standards in the light of the above guidelines, Codex Committees had taken action as follows:

(a) The Joint ECE/Codex Alimentarius Group of Experts on Standardization of Fruit Juices (15th Session, ALINORM 83/14), and the Committee on Fats and Oils (12th Session, ALINORM 83/17) had already agreed at previous sessions that provisions for the date of minimum durability and storage instructions should be included in all their standards. Both Committees have prepared revised texts which have been submitted to this Committee for endorsement in Step 8 Standards with the recommendation that the above provisions be also included in Step 9 Standards as consequential amendments. (See paras 180, 194).

(b) The Committee on Processed Fruits and Vegetables (16th Session, ALINORM 83/20) agreed to include provisions for the date of minimum durability and appropriate storage instructions into all its standards. The proposed amendment was discussed in connection with other endorsements (see para. 191).

(c) The Committee on Fish and Fishery Products (15th Session, ALINORM 83/18) had examined date marking in connection with the revised text of the standard for canned salmon and the standard for quick frozen blocks of fish fillet, minced fish flesh and

mixtures of fillets and minced fish flesh, quick frozen fish sticks (fish fingers) and fish portions-breaded or in butter. The Committee had decided that the former product was a low-acid canned food with no interaction between can and product over a period of 10-15 years. The Committee had agreed that none of the forms of date marking would provide useful information to the consumer and had not included any form of date marking into the standard for canned salmon. Concerning the quick frozen products, the Committee had agreed with the view of the Group of Experts on Quick Frozen Food that no date marking provisions should be included into the standard for quick frozen foods.

(d) The Committee on Cocoa Products and Chocolate (15th Session, ALINORM 83/10) included provisions for the date of minimum durability and storage instruction in two standards at Step 8 (see paras 171-174) and decided that these provisions were not necessary in the standard for cocoa (cacao) nib, cocoa (cacao) mass, cocoa press cake and cocoa dust (fines) for use in the manufacture of cocoa products and chocolate (see paras 168-170).

(e) The Milk Committee (20th Session) noted the revised text of the guidelines. It was decided, however, not to take any action at the present time, since, generally, the labelling provisions in the standards elaborated by that Committee might require review and possibly revision after the revised text of the General Standard for the Labelling of Prepackaged Foods becomes available. It had been agreed that an appropriate working paper should be prepared for the next session of that Committee.

16. The Committee noted with satisfaction the action taken by Codex Committees with regard to date marking and decided to consider details of the provisions submitted in conjunction with other endorsements.

17. The Secretariat informed that Committee that the ISO Central Secretariat had requested that the Committee give consideration to adopting the sequence as internationally standardized in ISO 2014 in an all-numeric scheme for date marking. The Committee requested the Secretariat to obtain more information on the background for the establishment of the ISO Standard 2014 prior to discussion of that matter under Agenda Item 5 (Revision of the General Standard for the Labelling of Prepackaged Food) (see also para. 203).

#### Revised Text of General Standard for the Labelling of Prepackaged Foods at Step 7

18. The Committee noted that the Commission had advanced the above standard to Step 6 of the Procedure and that comments thereon had been requested in CL 1981/36. Comments by the Commission and other Committees were contained in paras 2-11 of CX/FL 82/2 and in a set of Conference Room Documents. The Committee noted also that these comments had been taken into account by the Working Group and would be further discussed by the Committee under the appropriate agenda item (see paras 91-161).

19. The Committee was informed of a statement by the observer from the International Office of Wines (OIV) at the 14th Session of the Commission, that OIV was elaborating a General Labelling Standard for Wines based on the Codex General Standard for Labelling and including additional provisions specific for wines. The Commission would be informed of further developments (paras 196-197 of ALINORM 81/39). At the session of this Committee a written statement was received from the International Office of Wines (OIV) indicating the progress made in the elaboration of the above standard. The statement further indicated that an Expert Group of OIV had already decided that the labelling of wines would follow the mandatory declarations and the list of ingredients. The plenary of OIV would give consideration to the proposal of the Working Group of OIV Experts in September 1982. The

Committee recommended to the International Office of Wines to harmonize, where appropriate, their standard with the Codex General Standard.

#### Guidelines on Nutrition Labelling at Step 7

20. The Commission had also adopted the above guidelines at Step 5; comments at Step 6 had been requested in CL 1981/36. Additional comments from Codex Committees had been made available as Conference Room Documents. The Committee agreed that these comments be discussed in conjunction with the relevant agenda item.

21. It was also recalled that CCFSDU had wished to review the above guidelines. (See also paras 17, 103 of ALINORM 81/22). This would be further discussed in conjunction with the appropriate agenda item (see paras 24-90).

#### International Code of Marketing of Breastmilk Substitutes

22. The Committee was informed that the 34th World Health Assembly had approved the above code as a recommendation and that Governments were expected to report to subsequent sessions of the World Health Assembly on the implementation of the code in their countries. As outlined in Part C of CX/FL 82/2, the Commission had been requested to co-operate on certain aspects of the code. The Commission had recognized that CCFSDU had developed comprehensive standards to safeguard the quality of foods for infants and children. However, it would be appropriate to review the sections dealing with labelling, advertising and instructions for use, having regard to the relevant articles of the code. This work should be carried out by CCFSDU and this Committee would exercise its endorsement functions.

23. The Secretariat also informed the Committee that the 29th Session of the Executive Committee was giving further consideration to a footnote to Article 5.9 "Foods for Infants and Children and Other Vulnerable Groups" of the Code of Ethics for International Trade in Food (CAC/RCP 20-1979) which reads as follows - "Subject to the development of a Code of Ethics for the Marketing and Advertising of Infant Food". It was agreed that the Secretariat would report on this matter to the next session of this Committee.

#### CONSIDERATION OF DRAFT GUIDELINES ON NUTRITION LABELLING AT STEP 7

24. The Committee had before it the above guidelines as contained in Appendix VI to ALINORM 81/22 (see also paras 58-103 of ALINORM 81/22) and Government comments thereon in CX/FL 82/3, Part I (Canada, Fed. Rep. of Germany, France, Israel, Italy, Netherlands, New Zealand, Norway, Switzerland and Thailand), Addenda 1 to 5 as Conference Room Documents (Sweden, Ireland, Denmark, Finland, United Kingdom) and comments from IDF and the Codex Committee on Fats and Oils as Conference Room Documents.

25. The Working Group on the above guidelines (see also para. 2) had given further consideration to the text contained in Appendix VI in the light of these comments and had prepared a summary report of the proceedings of the meeting of the Working Group to which a revised text of the Draft Guidelines on Nutrition Labelling had been attached (CX/FL 82/3, Part II, CRD).

26. The Chairman of the Working Group, Dr. Margaret Cheney, introduced the report of the Working Group and highlighted the major changes made by the Working Group which were now submitted to the Committee for approval. Details of these amendments can be found in paras 4-18 of the report of the Working Group in Appendix III to this report.

27. The Chairman of the Working Group informed the Committee of a number of editorial amendments to the report of the Working Group. In addition, a provision on specific claims for dietary fibre had been agreed to by the Group, however, it was inadvertently omitted from

the revised guidelines. It was agreed to include the above amendments. Dr. Cheney also pointed out that certain provisions had been agreed to in principle only. The exact wording had been left to the Secretariat. Amendments to these sections might be necessary in the light of the discussion in plenary.

28. The Chairman of the Committee noted that the provisions of the guidelines from Section 3.4 onwards had not yet been discussed by the Working Group. The Working Group had concluded that for provisions on compliance and methodology further scientific and technical input was needed and had proposed therefore the establishment of a specific Working Group which would communicate by correspondence on all matters related to methods of analysis for nutrients, calculation and conversion factors, and other matters which were consequential to the former.

29. Dr. Cheney indicated that Canada was prepared to co-ordinate the work of such a group and to distribute its findings prior to the next session of this Committee (see also para. 90).

30. The Chairman of the Committee noted that a large number of substantial changes had been made to the Draft Guidelines and, in order to facilitate further discussion of the guidelines, proposed that the draft by the Working Group be retained unchanged except for those sections which had not been reviewed at all by the Working Group. He further proposed that the Committee's discussions be recorded in detail in the report and that the attention of governments should be drawn to those aspects both in the report and the relevant sections of the guidelines which required further comments in order to enable resolution.

31. The Committee agreed to accept in principle the report of the Working Group and the revised guidelines and to consider the revised guidelines section by section.

#### Purpose of the Guidelines

32. The Committee confirmed the view of the Working Group that the philosophy outlined in the "purpose" was an important information for countries which had not yet introduced nutrition labelling. It was agreed, however, that it would be better placed into a preamble as proposed by the Working Group. It was also agreed to retain the sequence of items in this section. The delegation of the United Kingdom proposed to delete sub-sections (iii) and (iv) since it was felt that the aims set out therein could not be achieved by the use of nutrition labelling (iii) or was not appropriate (iv). The latter point was supported by the delegation of Australia which proposed that it be reworded to read as follows: "In ensuring that the optional nutrition education information on the label is in accordance with the principles set out in the guidelines".

33. The Chairman of the Working Group expressed the view that both sections were generally accepted aims of nutrition labelling in countries which had already introduced nutrition labelling and should therefore be retained. The delegation of Norway proposed to include the two texts in the preamble - purpose and principles.

#### Principles for Nutrition Labelling

34. Dr. Cheney explained that the Working Group had considered that the principles for nutrient labelling and for educational nutrition information did not form part of the guidelines as such, however, provided useful and necessary information and should, therefore, be transferred to another boxed section prior to the scope.

35. The delegation of Australia considered that the principles were fundamental to the guidelines and should be returned to the main body of the guidelines after Section 2 - Definitions. Further, it considered that the principles should cover both nutrient labelling and educational nutrition information.

36. The delegation of the Netherlands proposed to transfer Section 2.2 into the preamble and stated that it could otherwise agree with the format of the preamble elaborated by the Working Group. This view was supported by the Federal Republic of Germany. The delegation of Australia held the view that Section 2.2 could be improved by including reference to the fact that nutrient labelling was of a mandatory nature while educational nutrition information was optional. This view was supported by the observer from IDF and the delegation of the Netherlands. The delegation of Canada pointed out, however, that nutrient labelling could be either mandatory or voluntary and that not all information required in nutrient labelling was mandatory. Therefore, the amendment proposed by Australia was not fully acceptable.

37. The Chairman concluded that the present text of the box on principles be left unchanged and that, after discussing Section 4, a decision might be taken with regard to the principles for educational nutrition information (see para. 79).

#### Section 1 - Scope

38. The Committee noted that Sections 1.1 and 1.2 had been left unchanged by the Working Group except for an editorial amendment in Section 1.2.

39. The delegation of Ireland, supported by Norway, expressed the opinion that more detailed information for foods for special dietary uses as indicated in Section 1.2 could be an amplification of, but should not be in conflict with, these guidelines. The delegation of Australia noted that nutrient labelling was voluntary and became mandatory only when a nutrition claim was made. It proposed that this be made clear in the scope. However, the delegation of the Netherlands considered that this matter was adequately covered under Section 3.

#### Section 2 - Definitions

40. The Committee noted that the Working Group had not made any changes to the definition of nutrition labelling in Sections 2.1 and 2.2.

41. The delegation of the United Kingdom was of the opinion that the term "standardized" was appropriate only for the part of nutrient labelling in nutrition labelling (Section 2.1) since there was no recommendation for a standardized approach for educational nutrition information. It also reiterated its proposal that Section 2.2 be removed and placed into the preamble. The latter proposal was supported by Norway. The delegation of Canada felt that, while educational nutrition information was left to countries concerned, it could well be recommended in a standardized format.

42. The Secretariat pointed out that the content of Section 2.2 was closely linked to Section 2.1 and to clarify this intent, both sections could be easily merged into one provision only which would become then the definition of nutrition labelling. The Secretariat also referred to difficulties, particularly in translation, to differentiate the terms "nutrient labelling" and "nutrition labelling", and proposed therefore to consider changing the term "nutrient labelling" to read "nutrient declaration".

43. The observer from IOCU held the view that there was a need to define also the term "nutrient labelling". In response thereto, the delegation of Australia proposed to relate nutrient labelling to Section 3 and educational nutrition information to Section 4 of the Guidelines and include appropriate wording into Section 2.2. The delegation of New Zealand supported this proposal and stated the need to include appropriate definitions.

44. Several delegations reiterated their previously expressed view that Section 2.2 should be moved in the preamble box on principles and the Chairman of the Committee concluded that such a decision would emphasize the need to introduce additional definitions in Section 2.

45. The delegation of Canada, supported by Finland and New Zealand was of the opinion that definitions for the key terms of the guidelines should be developed. However, there was agreement with the delegation of the Netherlands that this could only be done by a specific Working Group. The Committee accepted the kind offer from Canada to co-ordinate a Working Party during this session which would elaborate proposals for these definitions. The report of that Working Party should be briefly discussed later at this session and be appended to the appendices dealing with Guidelines on Nutrition Labelling of the Committee's report. Governments would be requested to comment on these definitions (see paras 86-87 and Appendix IV, Annex 1).

46. The delegation of Ireland wished to obtain clarification as to whether the guidelines were restricted to nutrition labelling in labelling in the strict sense only or whether they would apply also to advertising. The Secretariat drew attention to a discussion of this matter in connection with the revision of the General Standards. It proposed to defer further discussion of this question until later in the session when the Committee had decided to which extent it should deal with advertising and how the meaning of para. (d) of the Committee's terms of reference should be interpreted (see para. 123).

47. No further comments were made on Section 2.3 - Definition of Nutrition Claims. The delegation of Spain requested that the Spanish term should be corrected to read "declaración nutricional". He urged the Secretariat to be more effective in ensuring that the appropriate and established terminology be used consistently in the Spanish version since incorrect translations created unnecessary confusion.

### Section 3 - Nutrient Labelling

48. It was noted that Section 3.1 - Application of Nutrient Labelling consisted of two major parts which dealt with recommendations for mandatory nutrient labelling (Section 3.1.1) and for voluntary nutrient labelling (Section 3.1.2).

49. The delegation of the Netherlands recalled that the earlier text of the guidelines had contained a third provision (Section 4.2.2 in Appendix VI to ALINORM 81/22) which related to conditions under which nutrient labelling may be made mandatory. This had been, however, deleted by the Working Group from the revised text. It stated that governments should be advised on the possibility of this third category. The provision reads as follows: "Nutrient labelling may be made mandatory for certain foods whose nutritional value has been modified considerably". The Chairman of the Working Group explained that difficulties had arisen in determining the criteria for "considerable modification" and that countries concerned could determine this more appropriately in accordance with their own requirements. The Committee decided that governments should be requested to comment especially on the need for this provision and on a definition for "modified considerably". The observer of IOCU supported the reinstatement of the above provision and proposed to use the words "intentionally modified".

50. The delegation of Italy wished to obtain clarification of the meaning of the term "mandatory" in Section 3.1.1. It was pointed out that it was recommended to users of the guidelines to make the application of nutrient labelling mandatory under the conditions outlined in this section.



51. The delegation of New Zealand proposed to amend 3.1.1 (b) to refer to a mandatory part of nutrient labelling instead of nutrition labelling. The Chairman of the Working Group did, however, explain that also parts of educational nutrition information would be made mandatory if governments decided to do so, and proposed to leave the wording unchanged.

52. The delegation of France felt that difficulties might arise with extremely small amounts of certain vitamins and minerals which could not be detected by normal analysis and that this might be considered under the exceptions. The Chairman of the Working Group drew attention to Section 3.2.6 which dealt with insignificant quantities of micronutrients. The delegation of the Fed. Rep. of Germany pointed out that if any declaration in conjunction with Section 3.2.4 constituted a nutritional claim, there should be no difference in the requirements independent of whether a substance was listed in the list of ingredients or declared in the format of nutrient labelling.

53. The delegation of the United Kingdom proposed to include an additional provision under the exceptions to read: "(d) a simple statement of energy value".

#### Section 3.2 - Nutrients to be Listed

54. The above section had been extensively amended by the Working Group (see paras 12-16 of Appendix III).

55. The delegation of the United Kingdom was of the opinion that only those nutrients for which an actual claim was made should be declared and quantified on the label.

56. Furthermore, the delegation of the United Kingdom pointed out that it was essential to establish also the definitions for such terms as "available carbohydrate", "polyunsaturated fatty acids", "nutrient". It was agreed by the Committee that the Working Party on Definition should be invited to draft such definitions (see also paras 86-87).

57. Concerning Section 3.2.1.2, the same delegation proposed to clarify the wording by including "i.e." into the bracketed term "excluding dietary fibre". There was general agreement that the term "available carbohydrate" should exclude dietary fibre. The delegation of Denmark expressed the view that the method of analysis for available carbohydrates was crucial to the understanding of this concept and that the Working Group on Methods of Analysis, etc. should examine methods for analysis and calculation for these substances. It also expressed concern that the introduction of the concept of available carbohydrates might delay introduction of nutrition labelling since these methods were more complicated than the ones for carbohydrates (determined by difference). Food composition tables also referred to "carbohydrate". The delegation of Switzerland stated, however, that the concept of carbohydrate by difference gave incorrect results and was thus deceiving the consumer. In this context, it was recalled by the Chairman of the present Working Group that the Working Group on Methods, should be requested to review in this regard the full text and determine where further input was needed.

58. In connection with Section 3.2.2, the delegation of Australia proposed to examine the question of negative claims in general and whether a statement "no sugar added" or "no salt added" was a nutrition claim. The delegation of Ireland considered that they were not. The delegation of the Netherlands, supported by Austria and Sweden, pointed out that certain declarations related to nutritional properties were required by national legislation and in those cases were exempted from the requirements of nutrition labelling.

59. With regard to Section 3.2.3, the observer from IDF, supported by the observer of IFMA, stated that, while the majority of the Working Group had agreed on the present wording, it should be permitted to use "cis-cis linoleic acid" as an alternative term.

60. The delegation of France felt that Section 3.2.5 was satisfactory as long as the list in Section 3.2.4.2 was in conformity with the currently-accepted knowledge of micronutrients. It pointed out also that information on micronutrients was only meaningful to the consumers if the values given had been determined by agreed methods of analysis.
61. The Committee agreed that it was of utmost importance to prepare an annex with recommended methods of analysis for nutrients. It was agreed that the annex on methods should be assembled by the Working Group on Methods of Analysis and submitted for approval to the Committee on Methods of Analysis after it has been finalized.
62. The Committee was informed that the Committee on Foods for Special Dietary Uses had already elaborated a considerable number of these methods and was in the course of finalizing others. It was agreed that the Co-ordinator of the Working Group (Canada) should contact the Chairman of the relevant Working Group of CCFSU (Dr. Krönert, FRG) and prepare a basic information document for members of its Group.
63. The Committee recognized - in Section 3.2.7 - that Codex standards took precedence over provisions in 3.2.1 to 3.2.6 of the guidelines but agreed, however, to add appropriate wording to require that these requirements in standards not be in conflict with the guidelines.
64. The Committee recalled that Section 3.2.8 had not been discussed in detail by the Working Group pending further input.
65. Several delegations pointed out that, in addition to the values for kJ included in the document, alternative values had been proposed. In response to a request by the delegation of Norway concerning an explanation of the conversion factors, the observer from IUNS indicated that this organization had set up a committee on conversion factors.
66. The delegation of the United Kingdom proposed the following additions: 3.75 kcal/g of carbohydrates expressed as monosaccharides (16 kJ), 37 kJ for fat, 29 kJ for alcohol and a range of 10-16 kJ for organic acids, all of them in square brackets. It was agreed to await the results of the Working Group on Methods etc., on conversion factors.
67. The delegation of Finland stated as a general comment that in its view nutrient labelling should always be based on data derived from chemical analysis of the food itself and not from food composition tables, and that appropriate provision for this rule should be included in the Guidelines on Nutrition Labelling.

### Section 3.3 - Presentation of Nutrient Content

68. There was considerable discussion on the part of the sentence in square brackets of Section 3.3.1. The delegation of the United Kingdom proposed to replace it by the following wording: "Where a nutrition claim is made, the food should meet at least this claim, other nutrients may be represented as average values".
69. The delegation of the Netherlands proposed that, in the case of declaration of vitamins and minerals, graphical presentation should be permitted to be used instead of numerical values; the present text permitted it only as additional information.
70. It was pointed out that Section 3.3.2 on declaration of energy value should be amended to read: "... in (kcal) and/or kilojoules (kJ)". The delegation of Austria, supported by France, held the view that declaration in kJ should be mandatory and a declaration in kcal be optional. The delegation of France was of the opinion that since consumers were more familiar with the expression in kcal, both declarations should be mandatory.
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71. The delegation of Denmark proposed to amend provision (i) of Section 3.3.3 by adding "as sold", and provision (ii) by deleting "in convenient household measures" since it was not feasible to standardize household measures in different countries.

72. The delegation of the United Kingdom noted that Section 3.3.3 required numerical information on all nutrients. It expressed the view that the most meaningful way of expressing nutrition information numerically for the consumer was in relation to RDAs and per specified serving instead of as weights per 100 grammes.

73. This also was supported by several delegations and the delegation of the United States stated that specific comments be requested on this matter.

74. The Chairman of the Working Group pointed out that the Working Group had given consideration to the above proposal. The Secretariat reiterated its statement that it had been the intention of the consultants who drafted the original guidelines that the declaration of nutrients should always be made in the numerical format in terms of weight since this was the only correct and unbiased way of nutrient declaration. Any reference to RDAs or other nutritional parameters should be considered to be in addition to the above. The nutritional parameters were not applicable on a worldwide basis and the declaration of the nutrients should, in the first sentence, relate to the food and not to factors concerning the total diet. The latter was actually covered in the section on educational nutrition information. The delegation of Norway proposed that dietary fibre should be declared in conjunction with the declaration of carbohydrate.

75. The delegation of the Fed. Rep. of Germany pointed out that it should be made clear in Section 3.3.4 that the declaration of starch and sugar alcohols was optional as decided by the Working Group. The Committee agreed to make a suitable amendment to the provision. The same delegation also proposed to add "fatty acids" to the terms "saturated" and "polyunsaturated" in Section 3.3.5.

76. The Chairman reminded the Committee that the Working Group had not considered Section 3.4 - Compliance and invited delegations to make their comments and proposals for amendments to this and the following sections. The delegation of the United States expressed the view that Sections 3.4 (a), (b) and (c) should be replaced by the text provided in the written Canadian comments in CX/FL 82/3, Part I, page 24. This was agreed by the Committee.

77. The delegation of Australia proposed to delete Section 3.4.2 since it was in conflict with Section 1.2 of the Scope which allowed for only more detailed provisions. Similarly Section 3.2.7 should be deleted. The Chairman of the Committee pointed out that deletion of the former section should be considered in connection with Sections 3.2.7 and 1.2 and that it would be therefore better to retain Section 3.4.2 at the present time. The Committee agreed with the proposal made by the Chairman.

#### Section 4 - Educational Nutrition Information

78. It was agreed that the Secretariat should amend editorially the terminology for Educational Nutrition Information where it appeared in the guidelines.

#### Section 4.1 - Principles

79. The Committee considered at length whether Sections 4.1.1 and 4.1.2 should be relocated in the preamble under "principles" since at least part of the material should not be part of this section within the guidelines. The Committee agreed to include Section 4.1.2 in the box on principles and to delete from it the word "extra". It was further decided to clarify the wording of Section 4.1.1 to indicate that food group symbols could be used without the declaration of nutrient content. It was also agreed that the heading of Section 4.1.1 should be amended to read "Application".

80. The delegation of Canada proposed to add a third item to Section 4.2 - Content of Educational Information which reads as follows: "4.2.3 - Relating nutrient content to descriptive terms or adjectives". This proposal was supported by the delegation of Switzerland.

#### Section 4.3 - Nutrient Content in Relation to RDA/RDIs

81. The delegation of the United Kingdom proposed that in view of their earlier comments (see para. 18 of Appendix III), Sections 4.3.3 and 4.3.4 were not appropriate and impractical and should therefore be deleted. The manufacturer responsible for the label would not know in advance the target population which would consume the food concerned. The delegation of Austria felt that the concept expressed in these two sections was valuable and that it should be further discussed and placed in square brackets to indicate that more comments were needed. This was agreed to by the Committee.

#### Section 4.4 - Nutrient Content in Relation to Energy (Nutrient Density)

82. The delegation of the United Kingdom proposed to place Sections 4.4.1.4 and 4.4.2 in square brackets in order to indicate that they needed further discussion. The delegation of Canada stated that in addition to Sections 4.4.1.1 and 4.4.1.2, a third group of persons with special requirements existed for which a provision was needed. Concern had been expressed with the low energy intake by elderly people which required the intake of food with a higher nutrient density in order to maintain a satisfactory nutritional status. This was agreed by the Committee. The delegation of Canada also held the view that it would be useful if the Working Party on Definitions could elaborate a definition for "nutrient density".

#### Section 4.5 - Expression of Nutrient Content Through the Use of Food Symbols

83. The Committee considered whether the wording of Section 4.5.1 was expressing properly the concept of food group symbols, especially the question whether it would be sufficient to retain reference to "comparatively little knowledge in nutrition" and to delete reference to "illiteracy rate". The delegation of Nigeria pointed out the needs of consumers in a country where there was a low rate of literacy and so supported the use of food group symbols in expressing nutrient content. The Committee agreed to leave the terms unchanged, but to introduce "and/or".

84. The delegation of Norway felt that, in this guideline which was intended to achieve harmonization of nutrition labelling in international trade, more attention should be paid to elaborate uniform food group symbols. The Committee agreed that a set of food group symbols should be established for inclusion into these guidelines and that these food group symbols be reviewed periodically to take into account new developments in this field. It was agreed that an appropriate note would also be included in Section 5.2. The Committee decided that governments be requested to provide information on the food symbols used in their countries.

85. The delegation of the United Kingdom proposed to move the whole Section 4 out of the guideline and into an appendix, because understanding of the last way to use educational nutrition information on the label was still limited. This section was not yet in the format of a labelling guideline. A similar view was expressed by the delegation of Australia and the observer of the IDF. The delegation of the Netherlands pointed out that nutrition labelling consisted of two components which were covered in Sections 3 and 4 respectively, both of which had to be part of the guidelines and Section 4 could therefore not be removed from the main body of the guidelines. Several delegations supported this view. The Committee decided to leave Section 4 within the guidelines but to request further government comments on this matter.

#### Report of Working Party on Definitions

86. As indicated in para. 45, the Working Party on Definitions elaborated a Conference Room Document (CX/FL 82/3, Part II, Add. 1) containing definitions for the following terms: "nutrient", "nutrient declaration", "sugars", "dietary fibre" and "nutrient density" (four proposed alternatives). Dr. Cheney of Canada introduced the report of the Working Party and explained that these definitions were intended to assist in the understanding of these sections of the guidelines which had been elaborated by the Working Group on Nutrition Labelling. She indicated examples for the three sub-sections included in the definition for "nutrient", namely for: (a) cholesterol; (b) vitamins and essential minerals; and (c) dietary fibre and other essential nutrients.

87. Dr. Cheney also informed the Committee that the Working Party shared the concern expressed in para. 42 and proposed to replace the term "nutrient labelling" by "nutrient declaration". Concerning the definitions for nutrient density, Dr. Cheney pointed out that the fourth proposal was of a more general nature whereas options 1-3 were more specific; all four had been placed in square brackets. She recommended that the definitions proposed by the Working Party be appended to the Guidelines on Nutrition Labelling for further comments from governments. The Committee agreed to append the definitions as Annex I to the guidelines. The Secretariat indicated that it would consult with the units of FAO, WHO, and ACC/SCN concerned with nutrition matters and seek advice on the above-mentioned definitions. Subsequently, a brief paper would be prepared for the next session of this Committee.

#### Status of the Guidelines

88. The Committee and the Chairman expressed the Committee's appreciation to the Working Group on Nutrition Guidelines for preparing a revised text of the guidelines and an explanatory report. The Committee also agreed that it might be useful if similar arrangements could be made for the next session to assist in resolving those matters which were not yet finalized (see para. 205).

89. The Secretariat was instructed to amend the revised text of the guidelines contained in the report of the Working Group in conformity with the decisions made by the Committee. In view of the many substantial changes made during the session, the Committee agreed to return the text of the Draft Guidelines on Nutrition Labelling as contained in Appendix IV to Step 6 of the Procedure for another round of government comments.

#### Working Group on Methodology

90. The Committee established a Working Group by correspondence on Methods of Analysis for Nutrients, Calculation and Conversion Factors and other related matters in accordance with its earlier discussions (see paras 28 and 29) and accepted the kind offer by the delegation of Canada to co-ordinate this Group. As indicated in paras 61 and 62 the co-ordinators would contact the Chairman of the Working Group on Methods of Analysis of CCFS/SDU in order to prepare a brief background on data which were available to that Committee. The Working Group will report back to the next session of this Committee. It was agreed that the Working Group would consist of participants from Australia, Canada, Denmark, Fed. Rep. of Germany, India, Netherlands, Norway, Switzerland, United Kingdom, United States, and IDF and IFMA.

CONSIDERATION OF THE REVISED GENERAL STANDARD FOR THE LABELLING OF PREPACKAGED FOODS  
AT STEP 7

91. The Committee had for its discussion the Revised Draft Standard at Step 6 (ALINORM 81/22, Appendix VII) and the comments of governments and international organizations contained in document CX/FL 82/4, Part I (Canada, Chile, France, Japan, Italy, New Zealand, Norway, Poland, Spain, Switzerland, Thailand, International Dairy Federation - IDF); Add. 1 (Australia); Add. 2 (Finland); Add. 3 (United Kingdom); Add. 4 (Ireland); and Add. 5 (Sweden). Additional comments in the form of a Conference Room Document were provided by the International Organization of Standardization (ISO). Comments of the EEC to the previous session of this Committee were also available (CX/FL 80/7, Add. 3).

92. The Committee also had before it the report of the Ad-hoc Working Group which had met on 13 and 14 May, and a revised text of the draft standard proposed by the Working Group. The report of the Working Group was introduced by its Chairman, Mr. Charles G. Sheppard (Canada) and this report appears in Appendix V to the present report.

93. The Committee agreed to consider the revised text of the draft standard section by section.

Section 1 - Scope

94. The Working Group had recommended that repackaging at the point of sale should be excluded from the Scope of the standard and that prepackaged foods for sale for catering purposes should remain within the Scope.

95. The delegation of Thailand questioned the recommendation of the Working Group to delete the reference to repackaging at the point of sale. The Committee accepted the view of the Working Group that bulk packs intended for repacking at the point of sale in the presence of the consumer would be covered by the Guidelines for the Labelling of Non-Retail Containers of Foods (Appendix VII to this report).

96. The delegation of New Zealand expressed its disagreement at the inclusion of foods for catering purposes. The delegation stated that catering packs were essentially a form of non-retail container, and that it was not possible in practice to distinguish between packages intended for catering purposes and non-retail containers of food intended for repacking or further processing. The delegation considered that the standard should only apply to prepackaged food for consumers purchasing the food for their own needs or for the family unit. The Committee accepted the views of numerous delegations which spoke in favour of retaining the reference to foods for catering purposes in the Scope of the standard. It was also noted that the Working Group had prepared a new definition of "foods for catering purposes".

97. The Committee discussed the proposal of the Working Group to extend the possibility of providing for additional or different provisions to Codex guidelines. The delegation of the United States expressed concern that the provision as drafted by the Working Group would give guidelines more authority than standards. The Committee agreed that this should not be the case, and that all Codex standards should be in accordance with the General Standard. The Committee therefore agreed to delete this provision entirely. The Committee did however recognize that Codex commodity standards being specific documents could take precedence over the General Standard for the Labelling of Prepackaged Foods but that in any case it would be for the Committee to review and endorse any such deviations. The delegation of Denmark expressed the view that additional provisions could be included in standards and guidelines.

### Terms of Reference of the Committee

98. In regard to the discussion of labelling provisions which may be developed in Codex Guidelines or Codes of Practice, the Committee noted that its present Terms of Reference did not seem to give it the authority to review, amend if necessary, or endorse such provisions in Codes of Practice and Guidelines elaborated by other Commodity and General Subject Committees. The Committee agreed to ask the Commission to amend the Terms of Reference accordingly.

### Section 2 - Definitions

99. "Consumer": The Committee accepted the views of several delegations that a definition of "consumer" was needed. The delegation of Norway prepared the definition discussed by the Committee in the course of its last session (ALINORM 81/22, para. 129). The delegation of New Zealand noted that this definition seemed to conflict with the inclusion of foods for catering purposes in the scope of the standard since the definition did not include sale to institutions, etc. Several delegations expressed the view that specific reference to "families" in the definition could lead to misinterpretation. The delegation of Australia proposed the following definition for the consideration of the Committee:

"Consumers include any person who purchases or receives food for personal consumption or for consumption by others".

100. The delegation of the United Kingdom proposed the following definition:

"Any person who buys or receives other than:

- for the purposes of resale;
- for the purposes of a catering establishment; or
- for the purposes of a manufacturing business."

101. The delegation of the Philippines suggested the following definition:

"Consumer means any person or group of persons purchasing or receiving food in order to satisfy human requirements."

102. Some delegations expressed the view that a definition of "consumer" was not needed.

103. The Committee decided to retain the definition contained in para. 129 of ALINORM 81/22, and noted the comments of the delegations of Australia and the Fed. Rep. of Germany that this definition seemed too vague.

### "Container"

104. The Committee agreed that there seemed to be problems with both of the proposed alternative additions to the first sentence of this definition, and agreed to retain the text of the existing standard (CODEX STAN 1-1981, formerly CAC/RS 1-1969). The second sentence was retained unchanged.

### Date Marking

105. The Committee accepted the existing definitions which were taken from the Guidelines on Date Marking for Use by Codex Committees.

### "Food Additive"

106. The Committee noted the opinion of the Codex Committee on Food Additives as recorded in document CX/FL 82/2. The delegation of Sweden stated that it was unable to accept this definition since in that country vitamins and minerals added to foods were considered as food additives. The delegation of the Fed. Rep. of Germany noted that a similar situation existed in other countries.

107. The delegation of Norway expressed concern over inclusion in the definition of the concept "improving nutritional qualities" through the addition of substances to food. The delegation of Finland, while agreeing with the definition as proposed, expressed the view that the definition of "ingredient" should not include "food additive". The delegation of the United Kingdom raised the problem of substances such as ascorbic acid which have both technological and nutritional functions in food.

108. The Committee accepted the definition as proposed, but agreed to refer the matter back to the Committee on Food Additives for further review in light of the above comments.

"Ingredient"

109. The delegation of Sweden proposed that the words "and present in the final product although possibly in a modified form" should be deleted. The delegation of Switzerland proposed that ingredients should be listed as they occur in the final product, for example if starch is added in the manufacturing process and appears in the final product (by hydrolysis) as glucose syrup the consumer would be better informed if "glucose syrup" were stated on the label rather than starch.

110. The delegation of New Zealand expressed the opinion that the definition of "ingredient" should exclude food additives in order to be in harmony with the definition of food additives.

111. The Committee decided to retain the text unamended and removed the square brackets.

"Lot"

112. The delegations of France, Spain and Thailand considered that the definition as written referred only to a "manufacturing lot". The Committee however accepted the definition but noted an error in the proposed text which was corrected.

"Net Contents"

113. The delegation of Portugal suggested that a definition for "net contents" was required. The delegation of Switzerland referred to Section 4.3.1 of the standard and was of the opinion that this section was sufficiently clear without a definition.

114. The delegation of Spain stated that net contents should be defined as the nominal net content appearing on the label. The Committee noted the consensus opinion of the Working Group that the average net contents should be declared, and agreed that there was no need for a separate definition.

"Principle Display Panel"

115. The delegations of Norway, Spain and Switzerland and the observer of the EEC proposed that this definition should be deleted as the concept seemed to lead to problems in international trade especially in reference to multi-lingual labelling. The delegation of the United States supported by those of Australia, Canada, Finland and Thailand proposed that the definition be retained since it was necessary in reference to the provisions of Section 8.1.5.

116. The Committee agreed to retain the definition tentatively until the discussion in Section 8.1.5 was finalized, and placed it in square brackets.

"Prepackaged"

117. It was agreed that the term "or for catering purposes" should be added.



"Sale" ("Sell")

118. After an extended discussion on the two alternative definitions of "Sell", several delegations including those of the Fed. Rep. of Germany and the United Kingdom, referred to the necessity of including in the second definition, which they favoured, certain aspects of distribution of foods in the course of business or by governments as part of charitable or aid programmes. This would have involved adding the words "on a commercial or official basis" to the second definition. The Committee decided to accept the text taken from the Model Food Law. It decided to place square brackets around the word "advertize" until such times as the responsibility of the Committee in respect of advertizing had been clarified. Several delegations questioned the need for a definition of "sale".

119. It was also decided to reword the definition so that it would cover the word "sale" as used in the text of the standard.

120. The delegation of the United Kingdom expressed the opinion that charitable gifts appeared to be excluded from the definition and requested clarification on this point at a later date. The Chairman stated that the matter would be referred to the Legal Services of FAO.

121. The delegation of Australia expressed the view that the meaning of the term "sale" could not be extended to include free distribution and that the latter should be covered separately.

"Foods for Catering Purposes"

122. The Committee accepted the definition as proposed by the Working Group. The observer from the IOCU asked whether or not the definition covered vending machines and was informed that this did not seem to be the case. The delegation of New Zealand pointed out that in the present Draft Guidelines on the Labelling of Non-retail Containers, containers of raw materials and prepackaged foods for use in vending machines were included in the definition of non-retail containers. The Committee also discussed whether airline meals were covered by the revised General Standard and it was agreed that such meals would be covered by this standard.

Section 3 - General Principles

123. The Committee noted that the Working Group had deleted Section 3.3 as the Committee's Terms of Reference seemed to require clarification in so far as its responsibilities concerning advertizing were concerned.

124. The delegation of Australia reminded the Committee of the discussion which took place at its last session (see para. 115 of ALINORM 81/22), and of the decision of the Commission at an earlier session. The Committee, however, agreed with the recommendation of the Working Group.

125. The Committee also endorsed the view of the Working Group that the subject of negative claims should be discussed as part of a re-examination of the General Guidelines on Claims.

Section 4 - Mandatory Labelling of Prepackaged Foods

126. The delegation of Spain proposed that the introductory statement should refer specifically to "labels" of "labelling". The Committee accepted the view that the term "label" would be the most appropriate and amended the section accordingly.

127. The delegation of the United Kingdom supported by those of Brazil, Denmark, France, and New Zealand stated that there still remained a problem with the labelling of packages intended for catering purposes, and expressed the wish that the matter be taken up again in the course of the discussion on Section 8 - Presentation of Mandatory Information. The delegation of the Fed. Rep. of Germany stated that insofar as packages for foods catering purposes were concerned there seemed to be no need to include the list of ingredients on the label provided that it appeared in accompanying documentation.

Section 4.1 - Name of the Food

128. In regard to Section 4.1.1 (iii) the observer from IDF drew the Committee's attention to the analogous section of the Code of Principles concerning Milk and Milk Products which provided that the descriptive name should indicate the true nature of the principal raw materials.

129. The delegation of Nigeria stated that coined or fanciful terms or brand names or trade marks should be in accordance with Section 3.2 (General Principles) of the standard so as to avoid the misleading use of trade marks, etc.

130. The delegation of Brazil disagreed with Section 4.1.1 (iv) on the basis that a fanciful name could only be used for products which were not characterized and therefore could not be used in association with sub-sections (i) to (iii). This view was not shared by the Committee.

Section 4.2 - List of Ingredients

131. The Committee noted that the Working Group had proposed the deletion of the phrase in square brackets "with the exception of water and other volatile products" in Section 4.2.1 (iii), and had also amended Section 4.2.4 in order to take these substances into account.

132. The delegation of the United States proposed a re-arrangement of this section so as to include Sections 4.2.2 and 4.2.4 as sub-sections under Section 4.2.1.

133. The delegation of Japan expressed its reservations concerning the deletion of the exemption concerning water in Section 4.2.1 (i) (new), and stated that there could be several cases in which the consumer would be confused if added water were declared as such.

134. The Committee discussed at some length the recommendation of the Working Group concerning the subsidiary listing of ingredients which were themselves composed of two or more ingredients (old 4.2.2). A small Working Party consisting of the delegations of Australia, Canada, Portugal, Spain, and the United States and the observer from the EEC was convened to prepare a revised text of this section on the basis of opinions expressed by many delegations. The revised text was as follows:

"4.2.2 Where an ingredient of a food is itself the product of two or more ingredients, such a compound ingredient may be declared in the list of ingredients provided that it is immediately accompanied by a list of its ingredients in descending order of proportion (m/m). / However, where the compound ingredient constitutes less than 25% then its ingredients, other than food additives, need not be declared /."

135. The Committee agreed that the effect of this new text would be to provide for an alternate method for the declaration of the component ingredients of the principal ingredients of the food.

136. The delegation of Spain disassociated itself from the text provided by the small Working Party on the basis that the substance of this section had been materially changed and stated that it opposed the provision as it was now of an optional character.

137. The delegation of Sweden stated that it preferred the text proposed by the Working Group (Appendix V, Annex 2, Section 4.2.2). The delegations of Canada, Finland and Thailand supported this view.

138. The delegations of Finland, Norway, Sweden and Thailand also opposed the provision for a limit of 25 per cent, below which the subsidiary ingredients (other than food additives) need not be declared.

139. The Committee accepted the proposal of the observer from the EEC that sub-section (iv) (new) should be modified to provide for reconstitution by the addition of water only. The delegation of Switzerland proposed a clarification to the English text of the draft standard. The Committee agreed to a proposal of the delegation of the United States to rearrange the text of this section as noted in para. 132.

#### Specific Names/Class-Names (Section 4.2.3)

140. The Committee noted that extensive amendments to this section had been proposed by the Working Group.

141. The delegations of France, Fed. Rep. of Germany and the United Kingdom proposed that herbs and spices present in excess of 2 per cent of the food should not be exempted from the requirement that the specific name be used. This proposal was accepted by the Committee.

142. The delegation of Norway, supported by those of France and the Fed. Rep. of Germany stated that the provision requiring the declaration of the specific names of animal and vegetable fats and oils present in excess of 20 per cent of the ingoing ingredients should be deleted, and expressed a preference for the use of class names only. This latter view was supported by the observer from IFMA.

143. The delegation of France stated that specific names should always be required when fats and oils were the principal ingredient.

144. The delegation of Switzerland supported by those of Finland, Fed. Rep. of Germany, Japan and Norway proposed that the specific declaration of pork fat, beef fat and lard be required only in those countries where it was required by national legislation. The delegation of Nigeria disagreed with the proposal by the delegation of Switzerland. It stated that consumers as well as products moved across borders and in the interest of some consumers, it urged the Committee to recognize the religious ethics which barred them from ingesting pork fat and/or beef fat. This was agreed by the Committee. The Committee also accepted the proposal of the delegation of India to include beef fat among those fats requiring declaration by specific name, irrespective of their percentage in the food.

145. The Committee accepted the following revised text for the first part of Section 4.2.3:

"A specific name shall be used for ingredients in the list of ingredients in accordance with the provision set out in Section 4.1 (Name of the Food) except that:

(i) The following class titles may be used for the ingredients listed below:

- herbs not exceeding 2% (m/m) of the food;
- spices not exceeding 2% (m/m) of the food;
- starches other than chemically modified starches;

- animal fat(s)
- animal oil(s)
- vegetable fat(s)
- vegetable oil(s)

(a) Notwithstanding the above, pork fat, lard and beef fat shall always be declared by their specific names."

146. After some discussion of Section 4.2.3 (i) (b), the Committee agreed to retain in square brackets for future discussion the text allowing the use of the term "may contain" in the case where certain fats and oils may be substituted one for another. The delegations of the Fed. Rep. of Germany, Finland, France, Italy, Netherlands, Spain and Switzerland proposed that this section should be deleted, since the provision would allow a situation where the label indicated that the food might contain a certain substance, when in fact it did not; this was considered to be more confusing than helpful to the consumer.

147. The delegations of New Zealand and Finland pointed out that the use of this concept had much wider application than fats and oils and gave the example of sweetening agents.

148. The observer from the EEC stated that there was a practical problem in that the list of class names was too restrictive, and proposed that additional class names should be included in the standard.

149. The Committee accepted the proposal of the delegations of the Fed. Rep. of Germany, France, and Switzerland to include the following text under Section 4.2.2 (iii) concerning flavours:

"The expression "flavours" may be qualified by "natural", "nature identical", "artificial" or a combination of these words as appropriate."

150. The delegations of Denmark and the United Kingdom expressed their opposition to this section, stating that it was not appropriate for flavours when used as ingredients.

151. The Committee agreed that the Word "chemically" should be deleted in reference to modified starches in Section 4.2.3 (iii), as proposed by the Committee on Food Additives.

152. At the conclusion of the discussion on Section 4.2 the delegation of Japan expressed its preference that the use of class titles only for some food additives, should be allowed and expressed its reservation concerning 4.2.3 (ii) new. The delegation of Japan restated its position that the declaration of added water should only be required if such declaration would result in a better understanding of the product's composition by the consumer.

#### Section 4.3 - Net Weight and Drained Weight

153. The delegations of the United Kingdom and the United States expressed reservations concerning the deletion of the reference to the "avoirdupois" system of weights and measures.

154. The delegations of Canada, Spain and Thailand expressed opposition against the use of average net weight.

155. The Committee did not discuss, due to lack of time, Sections 4.5 - Country of Origin, and 4.6 - Lot Identification, but accepted the text provided by the Working Group including the alternative proposals in square brackets.

#### Section 5.5 - Irradiated Foods

156. The delegations of Denmark, Sweden, the United Kingdom and the United States made general reservations in regard to the present discussion, noting that the status of food irradiation was under formal consideration in their respective countries. The delegation

of the Fed. Rep. of Germany stated that the irradiation of foodstuffs was prohibited in that country.

157. The observer from the IAEA drew attention to the reports of the Ad-Hoc Working Group on Food Irradiation and to that of the Codex Committee on Food Additives held in March 1982, and made special reference to the fact that food irradiation should be considered as a process and not a food additive. The labelling of irradiated foods was not necessary from a scientific point of view, but was useful for the information of the consumer. However, it did not seem to be necessary to declare the fact that foods prepared from irradiated ingredients should be so declared (second generation foods).

158. The Committee agreed to retain Section 5.5.1 as proposed by the Working Group. The delegations of Spain and the Netherlands stated that in their opinion the provisions of Section 5.5.1 were covered by the general requirements of Section 4.1.2 and could therefore be deleted. The delegation of Canada, supported by New Zealand, was of the opinion that Section 5.5.2 should also contain an alternative position not requiring such an ingredient, or a food containing such an ingredient to be described in the list of ingredients of the prepackaged food by the term "processed by ionizing energy".

159. The delegations of Canada, Italy, Japan, the Netherlands, New Zealand and Norway proposed the deletion of Sections 5.5.2 and 5.5.3, while those of Australia, France, Spain, Thailand, the United Kingdom and the United States suggested that they should be retained at least for the present so as to attract further government comments. The Committee retained the text in square brackets.

#### Sections 5.1 to 5.4 and 6 to 8

160. Due to lack of time, the remaining sections of the draft standard, as indicated above, were not discussed.

#### Status of the Draft General Standard for the Labelling of Prepackaged Foods

161. The Committee agreed to retain the Draft Standard at Step 6 of the Procedure. The Revised Draft Standard may be found in Appendix VI to this report.

#### CONSIDERATION OF PROPOSED DRAFT GUIDELINES ON LABELLING PROVISIONS IN CODEX STANDARDS

162. Due to the in-depth consideration of the Revised Draft General Standard, the Committee found itself unable to give consideration to the Proposed Draft Guidelines as prepared by a consultant (Mr. L.J. Erwin, Australia) and as contained in its revised version in document CX/FL 82/4-Part II (see also para.104 of ALINORM 81/22). The Committee agreed to consider the Proposed Draft Guidelines at its next session, in conjunction with the Revised Draft General Standard. The Guidelines are contained in Appendix VIII to this report.

#### CONSIDERATION AND STATUS OF THE DRAFT GUIDELINES ON NON-RETAIL CONTAINERS

163. The Committee noted that it had not been possible due to lack of time, to discuss the Draft Guidelines. The Committee recognized that, since the above guidelines were closely limited to the General Standard, it would be more appropriate to discuss the two documents together. In order to facilitate the further elaboration of the guidelines and to allow for further government comments, the Committee decided that future consideration of the guidelines should take place within the Step Procedure, and agreed to request the Commission that the guidelines be considered to be at Step 5, in view of the fact that governments had already commented twice on the text. In the case of approval by the Commission, governments' comments at Step 6 would be requested prior to the next session of this Committee.

164. The proposed Draft Guidelines may be found in Appendix VII to this report.

ENDORSEMENTS OF LABELLING PROVISIONS IN CODEX STANDARDS

165. The Committee had before it working document CX/FL 82/6 containing the labelling provisions of Codex standards submitted for endorsement as of February 1982. Later amendments to these standards had been distributed as Addendum 1 to this paper as a Conference Room Document.

166. The Committee agreed to examine the latest versions of labelling provisions in Step 8 Standards put forward by Committees which had met to this point in time. It was further agreed that the Commission should be advised that labelling provisions in Step 8 Standards which were finalized by Codex Committees meeting between the present session of the Committee and the 15th Session of the Commission would be endorsed at the next session of the Committee and this should not delay adoption of these standards by the Commission. Nevertheless the Committee gave brief consideration to the latter standards in order to provide advice to Codex Committees in further elaborating the labelling provisions.

167. The Committee decided not to examine labelling provisions in Standards at Step 5 and below.

Cocoa (Cacao) Nib, Cocoa (Cacao) Mass, Cocoa Press Cake, Expeller Press Cake, Cocoa Dust or Cocoa Fines at Step 8 (Appendix II to ALINORM 83/10)

168. The observer from the EEC was of the opinion that since the guidelines for the labelling of non-retail containers had not yet been finalized, Sections 7.2 to 7.5 dealing with list of ingredients, net contents, name and address, and country of origin, should be applicable on an optional basis in the interim. The delegation from Spain suggested that the first obligation of this Committee was to assure that labelling provisions of standards conform to the General Standard for the Labelling of Prepackaged Foods (CODEX STAN 1-1981, formerly CAC/RS 1-1969). The delegation of the United States stated that the Committee on Cocoa Products and Chocolate and several other Committees had attempted to keep up with developments under consideration by the Committee on Food Labelling.

169. The Committee agreed to endorse temporarily the labelling provisions of this standard pending finalization of the Guidelines on the Labelling of Non-Retail Containers. However, the Committee decided that the presentation of information (Section 7.7 first sentence) should be amended to require it to be mandatory, that the information in subsections 7.1 (name of product) and 7.6 (lot identification) be given on the container. The additional information might be given in accompanying documents or on the container.

170. The Committee noted that this amendment would bring the text into conformity with the Draft Guidelines for the Labelling of Non-Retail Containers.

White Chocolate Cocoa Butter Confectionary at Step 8 (ALINORM 83/10, Appendix IV)

171. The observer from the EEC proposed that the exclusion of small units from declaration of net contents should be extended for units up to 50 grammes. The Committee noted that this had not been done for other chocolate products and agreed to endorse the labelling provision of this standard subject to review upon completion of the revised text of the General Standard for Labelling.

Composite and Filled Chocolate at Step 8 (ALINORM 83/10, Appendix III)

172. The delegation of Thailand made a general statement to the effect that insofar as its country is concerned, the date of manufacturing was used for all date marking provisions. The delegation of the United Kingdom raised the problem of the use for technical or traditional

reasons of vegetable fats in composite chocolate. The delegation proposed the following footnote to 7.1.1 to recognize the fact that vegetable fat might be used: "this does not exclude the use of the designation in countries where there is a traditional and technological need for the addition of other fats and where the designation would not deceive or mislead the consumer in the country in which the product is sold".

173. The Committee noted that this proposal had been examined several times by the Commodity Committee and rejected. It was noted by the Committee that the footnote would in fact change the technical detail of the standard.

174. The Committee endorsed the provisions of the standard as presented without change.

Food Grade Salt at Step 6 (ALINORM 83/12, Appendix III)

175. The Committee agreed to examine this standard and transmit the following advice to the Committee on Food Additives for consideration.

176. In respect to Section 7.2 the Committee questioned the use of the term "group (of food additives)" and asked whether it would be possible to use the term "class names". It was suggested that a list of special class names might be required for this commodity.

177. The delegation of the United Kingdom thought it may be more appropriate to identify the packer than the producing factory under Section 7.6 (lot identification). In addition, the delegation of Australia suggested that the standard wording be used for lot identification for the sake of harmonization.

178. The delegation of Finland noted that "iodized salt" was covered by the standard. The delegation suggested that since potassium iodide slowly evaporates (sublimes) the introduction of a use by date should be considered.

Revised General Standard for Irradiated Foods (ALINORM 83/12, Appendix VI)

179. The Committee endorsed, in principle, the revised text of the above standard but noted it might have to return to the matter at a later date when the Revised General Standard on Labelling of Prepackaged Foods has been finalized and adopted.

Concentrated Pineapple Juice Preserved Exclusively by Physical Means (ALINORM 83/4, Appendix I)

180. The Committee noted that the Group of Experts on Fruit Juices had agreed that, if the new provisions concerning date marking in this standard were endorsed by this Committee, it would be appropriate to make the same consequential amendment to all of the Step 9 Standards on Fruit Juices.

181. The Committee also noted that the Group of Experts had significantly amended the provisions on date marking as contained in the guidelines concerning declaration of the date of minimum durability. It also noted the justification provided for this action.

182. The Committee was advised that the Committee on Processed Fruits and Vegetables had accepted the text of Section 6.1 of the Guidelines on Date Marking in relation to thermally processed foods, and noted that this seemed to be in contrast to the provisions for fruit juices.

183. The delegation of Japan expressed concern about the fact that some types of food did not carry a date marking as this might cause difficulties of acceptance by the consumer countries and proposed that a choice of either date of minimum durability or date of manufacture to be reconsidered. The delegation of Japan also proposed that the sequence - either day, month and year or year, month, day be reconsidered.

184. The Committee decided to endorse all of the labelling provisions except those concerning date-marking, and asked the Group of Experts to reconsider this matter at its next session. In connection with Section 6.2.3 (Addition of L-ascorbic acid) the attention of the Group of Experts was drawn to the Guidelines on Nutrition Labelling (in the course of elaboration).

Concentrated Pineapple Juice with Preservatives for Manufacturing (ALINORM 83/14, App. II)

185. The Committee amended Section 6.7 (Exemption) so as to require that the lot identification should always appear on the container. It was also agreed to delete the reference to the Guidelines on Non-Retail Containers, but to include all of the relevant provisions of the Guidelines in the text of the standard.

186. The Committee endorsed the provisions as amended.

European Regional Standard for Vinegar (ALINORM 81/19, Appendix II)

187. The Committee agreed that Section 8.1.3 in which a negative claim concerning colours was specified, should be deleted. The delegation of Switzerland noted that it saw no reason to delete this provision.

188. The delegation of Spain suggested that the second sentence of Section 8.2 might be redundant in view of the provisions of the General Standard.

189. The Committee questioned the absence of date-marking provisions in this standard and was advised by the observer from the EEC that the Coordinating Committee for Europe had considered that vinegar was in itself a preservative. The Committee noted that the standard provided for certain anti-oxidants and preservatives to be present in vinegar, and that the quality of vinegar did seem to deteriorate with time.

190. The Committee referred this matter back to the Coordinating Committee for Europe, and endorsed the remaining provisions as amended by the deletion of Section 8.1.3.

Dates (ALINORM 83/20, Appendix VII)

191. The Committee endorsed the labelling provisions of this standard and noted the Committee on Processed Fruits and Vegetables had proposed amendments (at Step 3) to its Step 9 Standards concerning date marking.

Fat Spreads/Spreadable Table Fats (ALINORM 83/17, Appendix III)

192. Several delegations and the observers from the IDF and IFMA stated that the Name of the Food as provided for in the standard could be misleading to consumers. The Committee noted however that the Name of the Food was always to be accompanied by a declaration of the fat content, and agreed that this should overcome any confusion.

193. The Committee endorsed the provisions in this standard.

194. The Committee also noted the wish of the Committee on Fats and Oils to make consequent amendments concerning date-marking in its Step 9 Standards, and agreed that this should be done.

Vanaspati/Vegetable Fat Mixture (ALINORM 83/17, Appendix IV)

Mixed Vanaspati/Substitute Ghee (ALINORM 83/17, Appendix V)

195. The delegation of India expressed its reservation as to the name of the food as contained in these two standards. The observer of the IDF supported the view of the delegation.



196. Since these two standards were at Step 5, the Committee took no further action on this matter.

Revised Standard for Pacific Canned Salmon (ALINORM 81/18, Appendix II)

197. The Committee endorsed the labelling provisions of this standard.

African Regional Standard for Gari (ALINORM 81/28, Appendix III)

198. The Committee questioned the provision on date-marking in which the date of manufacture and the date of minimum durability were both required to be stated. The delegation of Japan proposed that either the date of manufacturing or the date of minimum durability should be used.

199. It was also noted that there was no provision for lot identification and that the Section on Name of the Food was not in conformity with the usual Codex wording for this provision.

200. The Committee did not endorse the labelling provisions of this standard, and they were referred back to the Coordinating Committee for further consideration.

Maize (ALINORM 81/29A, Appendix II)

Wheat Flour (ALINORM 81/29A, Appendix III)

201. The delegation of the Netherlands noted that the declaration of the country of origin was mandatory and not as provided for in the General Standard (CODEX STAN 1-1981, formerly CAC/RS 1-1969). The delegation of the Fed. Rep. of Germany stated that it would be appropriate to include date-marking provisions in respect of wheat flour. The delegation of Finland stated that there were several types of wheat flour depending on the degree of extraction, and that an appropriate descriptive term should be used in conjunction with the name of the food.

202. The Committee referred these comments to the Committee on Cereals, Pulses and Legumes.

OTHER BUSINESS

203. In response to the enquiry raised concerning the terms of reference of ISO Technical Committee 154 ( see para. 17 above) the Committee was advised that the terms of reference of this Technical Committee include standardization of documents and representation of data used for information interchange within administration, commerce, and industry. The Committee was also advised that this Technical Committee had not addressed itself to the date-marking of foodstuffs but had restricted itself to the area of business correspondence. The Committee was reminded that the subject of date-marking according to ISO Standard 2014 had been reviewed at the Committee's last session (paras 50 and 51, ALINORM 81/22).

FUTURE WORK

204. The Committee agreed that its programme of work included the following subjects in addition to its work concerning the endorsement of labelling provisions in Codex standards:

- (a) Revised Draft General Standard for the Labelling of Prepackaged Foods at Step 6.
- (b) Draft Guidelines for Nutrition Labelling at Step 6 (including a review of methodology to be carried out by a Working Group through correspondence).
- (c) Proposed Draft Guidelines on Non-Retail Containers at Step 5. 1/

1/ See paras 163-164.

- (d) Proposed Draft Guidelines on Labelling Provisions in Codex Standards.
- (e) Review of the General Guidelines on Claims with special attention to negative claims.
- (f) Preparation of Guidelines on Advertising (subject to approval by the Commission).

DATE AND PLACE OF NEXT SESSION

205. The Chairman informed the Committee that it would be recommended to the Host Government and the Commission to hold the next session of this Committee preferably in October 1983 in Ottawa, Canada. In view of the heavy work programme it would also be recommended to extend the next session beyond the customary five days. Further details on such matters would be discussed by the Canadian and the Codex Secretariat and Member Governments and Interested International Organizations would be informed by Circular Letter in due course.

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NOTES FOR THE OPENING OF THE  
16TH SESSION OF THE  
CODEX COMMITTEE ON FOOD LABELLING

10.00 A.M. , 17 MAY 1982  
GOVERNMENT CONFERENCE CENTRE  
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Mr. Chairman, Delegates, Observers, Ladies and Gentlemen:

On behalf of the Government of Canada, I am pleased to welcome you to the 16th Session of the Codex Committee on Food Labelling.

I understand that many of you have already spent two busy days in Working Groups in preparation for this session. The work you have already done will, no doubt, prove to be of valuable assistance during the course of this week as you consider the two major items on your Agenda.

The Revised General Standard for Labelling of Prepackaged Foods and the Guidelines on Nutritional Labelling are now in the final steps of the Codex Procedure. We are hopeful that both of these documents will be presented for adoption when the Commission meets in July 1983. Your deliberations this week are important. With your help our Governments may soon agree on a formula to remove those non-tariff barriers that prevent the free flow of food products between our Member Nations.

The Revision of the General Labelling Standard and the Guidelines on Nutrition Labelling will have an important influence on Food Labelling for years to come. Mandatory date marking of foods, labelling of irradiated foods and nutrition labelling are complex issues which are best discussed in a forum where the collective wisdom of international experts is employed most effectively. Your Committee affords this opportunity. The beneficiaries of your good words are the citizens of the global community.

I know that you have a very busy week ahead of you, but I hope that your schedule allows you an opportunity to enjoy the many attractions available in the city of Ottawa during this, our annual festival of spring.

I wish you every success and hereby declare - the 16th Session of the Codex Committee on Food Labelling - open.

REPORT OF THE AD-HOC WORKING GROUP  
ON THE DRAFT GUIDELINES ON  
NUTRITION LABELLING

1. As requested by the Codex Committee on Food Labelling at its 15th Session (para. 164 of ALINORM 81/22), an Ad-hoc Working Group was convened on May 13 and 14, 1982, in Ottawa to review the Proposed Draft Guidelines for Nutrition Labelling at Step 6. Dr. Margaret Cheney of Canada was appointed Chairman, and Dr. David Buss of the United Kingdom acted as rapporteur. Representatives from the following countries took part in the proceedings: Australia, Austria, Brazil, Canada, Denmark, Fed. Rep. of Germany, Finland, India, Japan, Netherlands, Nigeria, Norway, Sweden, Switzerland, United Kingdom, United States. Observers from the International Dairy Federation, the International Federation of Margarine Associations and the International Life Sciences Institute also participated.
2. The Working Group had before it the following documents:
  - Appendix VI of ALINORM 81/22 containing the Draft Guidelines at Step 5.
  - CX/FL 82/3 - Government Comments on Draft Guidelines for Nutrition Labelling at Step 6 in Part I. Part I, Add. 1, Add. 2, Add. 3, Add. 4, Add. 5, were available as Conference Room Documents.
  - Conference Room Document from the International Dairy Federation, commenting on the Draft Guidelines.
  - Extract from the Report of the Twelfth Session of the Codex Committee on Fats and Oils (ALINORM 83/17, paras 87-91).
3. The Working Group revised the Draft Guidelines as reflected in Appendix IV to this report 1/ and recommended the Committee to accept the revised text.

Purpose

4. There was some support for the view that the Purpose Section was out of order, and that Scope should be the initial section of the Guidelines. The Working Group recommends that the Purpose Section should be placed in a box at the beginning of, but outside the guidelines as such.
5. It was recognized that the original reason for beginning the guidelines with a Purpose Section was to introduce the topic of nutrition labelling to those countries which have not as yet given consideration to this matter. Since the purpose is not essential, however, to the technical details of the guidelines, it may appropriately be isolated from them.
6. Two additional amendments were made to the purpose section: subsection (b) was placed first to outline the positive aspects before the negative, and the phrase "in particular a processed food" was deleted to encourage the notion that nutrition labelling would be useful in providing information on all foods.

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1/ Note by the Secretariat: The Draft Guidelines on Nutrition Labelling as contained in Appendix IV, represent the text as elaborated by the Working Group except that amendments are included which were made by the Committee to those sections which had not been discussed by the Working Group (see also para. 30 ).

### Scope

7. The Working Group recommended that the scope section become the first one of the actual guidelines. A slight editorial change was made to the second sentence of the second subsection, to remove reference to "dietary foods" in preference for the more accepted terminology "foods for special dietary uses".

### Definitions

8. This section has been re-numbered from 3 to 2. Based on a recommendation that definitions should deal with the question of what constitutes a nutrition claim rather than what it does not, the second sentence dealing with exemptions was deleted. The subject of exemptions from nutrition labelling was considered to be preferably dealt with in the section dealing with Application.

### Principles

9. It was agreed that the Principles as outlined in the current Sections 4.1.1 and 4.1.2 were not necessary to the technical details of the guidelines. Therefore, as was the case with the Section on Purpose, they could be isolated in a box immediately prior to the start of the guidelines themselves. By doing this, the Working Group intended to emphasize the importance of the Purpose and Principles in order to enable interested parties to make the best use of the guidelines.

### Application of Nutrient Labelling

10. This section has been renumbered from 4 to 3. It was felt that newly numbered Section 3.1.1 was to be the appropriate repository for exemptions from nutrient labelling. The square brackets from current Section 4.2.1 were therefore removed as part of this relocation. As a result of a considerable amount of discussion on distinctions between nutrients and ingredients, it was decided to state in new subsection (c) of 3.1.1 that the declaration of nutrients and ingredients mandated by national legislation need not trigger nutrient labelling.

11. With respect to the question of foods, the composition of which has been modified considerably (current 4.2.2) it was generally agreed that the statement as it currently stands is unclear, and the provision could be deleted from the guidelines.

### Nutrients to be Listed

12. This section has been renumbered from 4.3 to 3.2. Discussion of the special characteristics of dietary fibre led to agreement that mandatory declaration of carbohydrate content should refer only to available carbohydrate (excluding dietary fibre) and not to the total carbohydrate.

13. Following considerable discussion of the additional claims that might be made about carbohydrate, it was agreed that when either the amount or the type of carbohydrate was claimed, the total amount of sugars in the food should also be given, but that declaration of the amounts of starch or sugar alcohols (if present) should be optional. Section 4.3.1(d)(i) was altered accordingly to reflect the discussion.

14. The alternative declarations proposed in 4.3.1(d)(ii) when fatty acid claims are made were modified by the recommendations made by the Codex Committee on Fats and Oils in April 1982. It was therefore agreed that only the amounts of saturated fatty acids and of polyunsaturated fatty acids should be declared. Furthermore, it was agreed that because of the continuing controversy about the physiological effects of dietary cholesterol, declarations of the cholesterol content should not be required whenever fatty acid claims were made.

15. There was general agreement that there should be a limit on the number of vitamins and minerals which could be listed either pursuant to 4.3.1(b) or 4.3.2. The Working Group felt, however, that it was not possible to establish a list of vitamins and minerals which would satisfy the needs of all countries. To reflect their views, Section 4.3.2 was re-worded and an additional section was inserted.

16. The Working Group felt that the concept set out in 4.3.3 would be better expressed by replacing the term "negligible importance" with the term "significance".

#### Calculation of Nutrients

17. There was disagreement about the factors which should be used for calculating the energy derived from fat, protein and available carbohydrate, and additional proposals were made for the inclusion of factors for alcohol and organic acids. The suggestion was also made that factors other than 6.25 should be allowed for converting nitrogen to protein in certain foods. Accordingly, the Working Group recommends that these matters should now be considered by a Working Group who would meet by correspondence and report back to the Committee on Food Labelling. Canada agreed to co-ordinate the work of the Working Group (see also para. 90).

#### Presentation of Nutrient Content

18. The guidelines stated that the mandatory declaration of nutrient content should be in numerical values per 100 g or 100 ml. This was because such a form is universally applicable, whereas alternative declarations, such as proportion of RDA, would differ between countries and formed therefore part of the optional nutrition educational information. The Working Group noted a proposal that consumers would be better able to judge the nutritional merits of different foods if mineral and vitamin claims were made in terms of the percentage of the RDA provided by a quantified serving. A further proposal was that foods should be labelled as, for example, "good" or "excellent" sources of certain nutrients. It was recalled that the guidelines propose that such declarations should only be made in addition to the basic declaration and not instead of it and that these additional declarations could be made in accordance with Section 5 of the guidelines (Additional Educational Information). Further discussion was needed on this subject.

#### General Conclusion

19. The Chairman recommended that in view of the substantial changes made and the large number of unresolved matters, the guidelines should not be advanced to Step 8 but instead returned to Step 6 for further government comments.

DRAFT GUIDELINES ON NUTRITION LABELLING  
(Returned to Step 6 of the Procedure)

PURPOSE OF THE GUIDELINES

- To ensure that nutrition labelling is effective:
  - (i) in providing the consumer with information about a food so that a wise choice of food can be made;
  - (ii) in providing a means for conveying information of the nutrient content of a food on the label;
  - (iii) in encouraging the use of sound nutrition principles in the formulation of foods which would benefit public health;
  - (iv) in providing the opportunity to include optional nutrition education information on the label.
- To ensure that nutrition labelling does not describe a product or present information about it which is in any way false, misleading, deceptive or insignificant in any manner.
- To ensure that no nutritional claims are made without nutrition labelling.

PRINCIPLES FOR NUTRITION LABELLING

A. Nutrient Labelling

- Information supplied should be for the purpose of providing consumers with a suitable profile of nutrients contained in the food and considered to be of nutritional importance. The information should not lead consumers to believe that there is exact quantitative knowledge of what individuals should eat in order to maintain health, but rather to convey an understanding of the quantity of nutrients contained in the product. A more exact quantitative delineation for individuals is not valid because there is no meaningful way in which knowledge about individual requirements can be used in labelling.
- Nutrient labelling should not imply that a food which carries such labelling has necessarily any nutritional advantage over a food which is not so labelled.

B. Educational Nutrition Information

- The content of educational information will vary from one country to another and within any country from one target population group to another according to the educational policy of the country and the needs of the target groups.



1. SCOPE

- 1.1 These guidelines recommend procedures for the nutrition labelling of foods.
- 1.2 These guidelines apply to the nutrition labelling of all foods. For foods for special dietary uses, more detailed provisions may be developed.

2. DEFINITIONS

For the purpose of these guidelines:

- 2.1 Nutrition labelling is a standardized description intended to inform the consumer of nutritional properties of a food.
- 2.2 Nutrition labelling consists of two components:
  - (a) nutrient labelling;
  - (b) educational nutrition information.
- 2.3 Nutrition claim means any representation which states, suggests or implies that a food has particular nutritional properties including but not limited to the energy value and to the content of protein, fat and carbohydrates, as well as the content of vitamins and minerals.

3. NUTRIENT LABELLING

3.1 Application of Nutrient Labelling

3.1.1 Nutrient labelling should be mandatory for foods for which nutrition claims as defined in Section 2.3 are made with the exception of:

- (a) the mention of substances in the list of ingredients;
- (b) the mention of nutrients as a mandatory part of nutrition labelling;
- (c) the declaration of the quantity of certain nutrients or ingredients on the label if required by national legislation.

3.1.2 Nutrient labelling should be voluntary for all other foods.

3.2 Nutrients to be Listed

3.2.1 Where nutrient labelling is applied the declaration of the following should be mandatory:

- 3.2.1.1 Energy value; and
  - 3.2.1.2 the amounts of protein, available carbohydrate (i.e. carbohydrate excluding dietary fibre) and fat; and
  - 3.2.1.3 the amount of any other nutrient for which a nutrition claim is made; and
  - 3.2.1.4 the amount of any other nutrient considered to be relevant for maintaining a good nutritional status, as required by national legislation.
- 3.2.2 Where a claim is made regarding the amount and/or the type of carbohydrate, the amount of total sugars should be listed in addition to the requirements in Section 3.2.1. The amounts of starch and/or sugar alcohols may also be listed. Where a claim is made regarding the dietary fibre content, the amount of dietary fibre should be declared.
- 3.2.3 Where a claim is made regarding the amount and/or type of fatty acids, the amounts of saturated fatty acids and of polyunsaturated fatty acids with cis-cis methylene interrupted double bonds should be listed.

### 3.2.4 Vitamins and minerals

3.2.4.1 In addition, vitamins and minerals for which recommended intakes have been accepted and/or which are of nutritional importance in the country concerned may also be listed.

3.2.4.2 Vitamins and minerals for which recommended intakes have been established include but are not limited to: Vitamins A, D, E, C, B<sub>6</sub>, B<sub>12</sub>, Thiamin, Riboflavin, Niacin, Folic acid, Calcium, Phosphorus, Magnesium, Iron, Zinc, Iodine.

3.2.5 No nutrition claims should be made for any vitamins or minerals not included in Section 3.2.4.1.

3.2.6 When nutrient labelling is applied, only those vitamins and minerals which are present in significant amounts should be listed.

3.2.7 In the case where a product is subject to labelling requirements of a Codex standard, the provisions for nutrient labelling set out in that standard should take precedence over but not conflict with the provisions of 3.2.1 to 3.2.6 of these guidelines.

### 3.2.8 Calculation of Nutrients\*

#### 3.2.8.1 Calculation of Energy

The amount of energy to be listed should be calculated by using the following conversion factors:

Carbohydrates	4 kcal/g -	[17 kJ]
Protein	4 kcal/g -	17 kJ
Fat	9 kcal/g -	[38 kJ]
Alcohol	7 kcal/g -	30 kJ
Organic Acid	3 kcal/g -	[13 kJ]

#### 3.2.8.2 Calculation of Protein

The amount of protein to be listed should be calculated using the formula:

$$\text{Protein} = \text{Total Nitrogen} \times 6.25$$

### 3.3 Presentation of Nutrient Content\*

3.3.1 The presentation of nutrient content information should be numerical [ and the figures given should represent the average value ]. However, the use of graphics as an additional means of disclosure should not be excluded.

3.3.2 Information on energy value should be expressed in kilocalories (kcal) and kilojoules (kJ).

3.3.3 Numerical information on nutrients should be expressed in metric units:

- (i) per 100 g, or per 100 ml;
- (ii) per serving or portion in convenient standardized household measures may be given in addition to the information required in (i).

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\* To be further discussed.

3.3.4 The presence of available carbohydrates should be declared on the label as "carbohydrate". Where the types of carbohydrate are declared, this declaration should follow immediately the declaration of the total carbohydrate content in the following format:

"Carbohydrate ... g, of which sugars ... g".

This may be followed by the following:

"Starch ... g"  
"Sugar alcohols ... g"

3.3.5 Where the types of fatty acids are declared, this declaration should follow immediately the declaration of the total fat content. The presence of polyunsaturated fatty acids with cis-cis methylene interrupted double bonds should be declared on the label as "polyunsaturated fatty acids".

The following format should be used:

fat ... g, of which polyunsaturated ... g  
and saturated ... g

#### 3.4 Compliance or Enforcement\*

3.4.1 Tolerance limits should be set in relation to public health concerns, shelflife, accuracy of analysis, processing variability and inherent liability and variability of the nutrient in the product, and, according to whether the nutrient has been added or is naturally occurring in the product.

3.4.2 In those cases where a product is subject to a Codex standard, requirements for tolerances for nutrient labelling established by the standard should take precedence over these guidelines.

#### 4. EDUCATIONAL NUTRITION INFORMATION

##### 4.1 Application

4.1.1 Educational nutrition information should be optional in addition to and not in place of nutrient labelling and in accordance with the principles set forth in the preamble.

4.1.2 Food group symbols may be used without the numerical declaration of nutrient content.

##### 4.2 Content of Educational Information May Include

4.2.1 Relating nutrient content to concepts of nutritional value which may be:

- (i) Recommended Daily (Dietary) Allowances, amounts or intake (RDAs); or
- (ii) nutrient density.

4.2.2 Relating nutrient content to food groups.

##### 4.3 Expression of Nutrient Content in Relation to Recommended Daily (Dietary) Allowances, Amounts or Intakes (RDAs/RDI's)

4.3.1 The values for RDAs/RDI's may be different from country to country depending, for example, on environment, activity level, etc. Not all countries have established RDAs/RDI's.

4.3.2 In countries where adopted, RDAs/RDI's represent the best estimate, to which a safety margin is added, of the nutrient needs for the population. The safety margin varies according to the relative degree of accuracy of the "best estimates" of needs.

\* To be further discussed.

4.3.3 RDA/RDI information should be given only for target populations who understand the concept.

4.3.4 When RDA/RDI information is given, consumers must be advised on the label that these figures apply to population groups and do not distinguish individual differences.

4.4 Expression of Nutrient Content in Relation to Energy (Nutrient Density)

4.4.1 If this concept is used, the following should be taken into consideration:

4.4.1.1 People who are engaged in hard manual labour or in very active sports may need increased amounts of food energy without an increase in, for example, protein;

4.4.1.2 infants, young growing children, and pregnant women have nutrient needs in relation to energy which are different from those of the rest of the population;

4.4.1.3 therefore, the concept of nutrient density is only of use where energy expenditure and therefore energy needs is more or less uniform throughout the population;

4.4.1.4 use of this concept should be limited to target populations with knowledge of nutrient density concept.

4.4.2 When nutrient density information is given, consumers should be advised on the label that the amounts of nutrient in relation to energy will vary with level of activity and with growth.

4.5 Expression of Nutrient Content through the Use of Food Group Symbols

4.5.1 This is a convenient form of information for target populations who have a high illiteracy rate and/or comparatively little knowledge of nutrition;

4.5.2 the symbols used will vary from country to country depending on the local supplies or traditional foods;

4.5.3 the use of food group symbols on the label should be accompanied by nutrition education programmes.

5. PERIODIC REVIEW OF NUTRITION LABELLING

5.1 Nutrient labelling should be reviewed periodically in order to maintain the list of nutrients to be included in composition information up-to-date and in accord with public health facts about nutrition.

5.2 A review of optional information for nutrition education including food groups will be needed as target groups increase in literacy and nutrition knowledge.

DEFINITIONS

For the Purpose of these Guidelines:

- 1. Nutrient means any substance normally consumed as a constituent of food:
  - (a) which provides energy; or
  - (b) which is needed for the growth, development and maintenance of life; or
  - (c) in the absence of which, characteristic biochemical or physiological changes occur.
- 2. Nutrient Declaration means a standardized statement or listing of the nutrient content of a food.
- 3. Sugars means all mono- and disaccharides present in a food.
- 4. Dietary Fibre means all plant material not digested by human enzymes as determined by the agreed-upon method\*.

5. Nutrient Density

- [ Nutrient Density means the amount of nutrient per stated unit of energy (e.g. per megajoule or per 1000 kilocalories) of the food. ] \*\*
- [ Nutrient Density means the percent of the recommended intake per stated unit of energy (e.g. per megajoule or per 1000 kilocalories) of the food. ] \*\*
- [ Nutrient Density means the percent of the recommended intake of the nutrient provided by a given quantity of the food divided by the percent of the reference energy intake provided by the same quantity of the food. ] \*\*
- [ Nutrient Density is an expression of the nutrient content in terms of energy value of a food as related to a standard based on an accepted dietary standard. ] \*\*

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\* To be elaborated.  
 \*\* Optional proposals.

REPORT OF THE AD HOC WORKING GROUP  
ON THE REVISED GENERAL STANDARD FOR THE LABELLING  
OF PREPACKAGED FOODS

1. The Ad-hoc Working Group on the Revised General Standard for the Labelling of Prepackaged Foods met on 13 and 14 May 1982, in the Government Conference Centre, Ottawa. Delegates and observers were in attendance from the following 21 countries: Australia, Brazil, Canada, Denmark, Equador, Finland, France, Fed. Rep. of Germany, Japan, Netherlands, New Zealand, Nigeria, Norway, Phillipines, Portugal, Spain, Switzerland, Sweden, Thailand, United Kingdom and United States of America and the following 3 International Organizations: International Atomic Energy Agency (IAEA); European Economic Community (EEC) and International Organization of Consumer Unions (IOCU).
2. The Working Group had for its discussion the Revised Draft Standard at Step 7 (ALINORM 81/22, Appendix VII) and the comments of Governments and International Organizations contained in document CX/FL 82/4, Part I (Canada, Chile, France, Japan, Italy, New Zealand, Norway, Poland, Spain, Switzerland, Thailand, International Dairy Federation (IDF)); Add. 1 (Australia); Add. 2 (Finland); Add. 3 (United Kingdom); Add. 4 (Ireland); and Add. 5 (Sweden). Additional comments in the form of a Conference Room Document were provided by the International Organization for Standardization (ISO).
3. Mr. Charles Sheppard (Canada) acted as Chairman of the Working Group, and Mr. Lawrie M. Beacham (United States) was appointed rapporteur.
4. This report summarizes briefly the discussions of the Working Group; the revised proposed text of the Draft Standard appears in the Annex to this report.

Scope - Section 1

5. The Working Group agreed that repackaging at the point of sale was outside the scope of the standard, but agreed to draw the attention of the Committee to the fact that this point should be covered in the Guidelines on Non-Retail Containers of Foods.
6. It was agreed to include under Section 2 a definition of "catering" based on information provided by the delegation of the United Kingdom. Some delegations were not in favour of including foods intended for catering purposes in the scope of the standard.

General Principles - Section 3

7. The Working Group agreed that the reference to the General Guidelines on Claims should not be made in a mandatory form and deleted this sentence in favour of including a footnote drawing attention to the guidelines.
8. In regard to Section 3.3, after a protracted discussion, it was agreed that it would be preferable to delete this section in view of the fact that advertising (promotional material) in the vicinity of the food for sale was covered in the standard by virtue of the definition of "Labelling". The Working Group was not certain that the Committee's mandate included advertising by the electronic or mass media and suggested that the Committee should clarify or seek clarification on this point.
9. In addition, several delegations expressed concern over the increasing use of negative claims, and the Working Group agreed that the Committee should review the subject of negative claims as part of a re-examination of the General Guidelines on Claims.

10. The Secretariat undertook to harmonize the English and French texts of the draft standard, in view of certain differences which had been encountered.

Mandatory Labelling of Prepackaged Foods - Section 4

Name of the Food - Section 4.1

11. The introductory statement was amended along the lines suggested by New Zealand in its written comments.

12. In regard to the Name of the Food, the Working Group agreed to make reference to common names designated by national legislation (sub-section ii).

13. The Working Group decided to retain the term "descriptive name" as opposed to "designation" in sub-section (iii). This sub-section was divided into two sub-sections for clarity.

List of Ingredients - Section 4.2

14. It was agreed that it was not necessary to list the ingredients of single-ingredient foods. Also, the Group agreed that it was not necessary to require a heading indicating that the ingredients were listed in descending order of proportion, and as a result this paragraph (i) was deleted.

15. The Working Group agreed to reword Section (ii) dealing with reconstitution of dried or condensed foods so as not to limit the reconstitution of the foods with water or milk only as the liquid phase, and to make it clear that this form of listing could be applied as an alternative to the general requirements in the case of dehydrated or condensed foods.

16. The Working Group agreed that it would be appropriate to state that water or other volatile ingredients evaporated in the course of manufacture need not be declared in the list of ingredients and amended Section 4.2.4 accordingly. Sub-section (iii) of 4.2.1 was amended in consequence and (iv) deleted.

17. It was agreed to amend Section 4.2.2 to restrict the declaration of components to those cases where the component comprised 25% or more of the ingoing ingredients. Several delegations expressed the view that the limit of 25% was too high and the figure was placed in square brackets.

18. The Working Group suggested extensive modifications to Section 4.2.3 in order to take into account the following points:

(a) The name of the ingredient should be in conformity with the principles of Section 4.1 (Name of the Food).

(b) A separate sub-section was established to provide for the use of specific names for animal and vegetable fats and oils where these formed more than [20%] of the ingoing ingredients. It was considered necessary to list pork fats and lard separately under all circumstances. In the case where some fats and oils were used interchangeably by manufacturers a new sub-section was included to provide for this practice.

(c) The Working Group accepted the revised list of class names for food additives prepared by the Codex Committee on Food Additives. The Working Group agreed that in all cases except flavours and chemically modified starches, the class title should appear together with the specific name of the additive or a recognized numerical identification. Some delegations were in favour of declaring the specific name only.

(d) The delegation of Japan indicated it favoured the declaration of class names only.

On the basis of this decision, the Working Group proposed that the Committee should request the Codex Committee on Food Additives to prepare a uniform system of numerical identification for food additives.

#### Carry-Over Principle

19. The Working Group proposed that the text of Section 4 of the Carry-Over Principle be amended in order that this section would conform to the needs of the Revised General Standard (new Section 4.2.2). Several delegations stated that there were practical problems in the interpretation of the Principle and requested that consideration be given to setting a limit above which all additives included in ingredients would have to be declared.

#### Net Contents and Drained Weight

20. The Working Group could not agree on the point at which the average net contents should be determined and provided an alternative statement in square brackets. It was agreed that only the metric system (Système International) should be referred to in the standard, and that countries wishing to retain the avoirdupois system would make a specified deviation.

21. In reference to drained weight, it was agreed that both net and drained weight should be declared. The Working Group recognized that certain liquid media should be excluded from this declaration (heavy sauces for example) but was unable to arrive at a definition of "liquid medium". It was agreed that a restricted list of liquid media be included in square brackets.

#### Irradiated Foods

22. It was noted that this matter had been referred to the Committee by the Commission, the Codex Committee on Food Additives, and the Joint FAO/IAEA/WHO Expert Committee on Food Irradiation. The Working Group recognized that irradiation was a safe process when used in accordance with the Codex Standard and Code, and that the process should not be considered as a food additive.

23. Several delegations noted that the status of food irradiation was under formal consideration in their own countries and felt unable to express an opinion in the course of the present discussion.

24. The Working Group agreed to propose that irradiated foods should be labelled with an indication that the food had been subjected to ionizing energy, but the exact form of the statement could not be agreed upon. The Working Group could not decide whether or not ingredients which had been irradiated should be so labelled and placed this section in square brackets (Section 5.2.2). A new section was proposed to cover single-ingredient foods prepared from irradiated raw materials.

25. The representative of the International Organization of Consumer Unions suggested that consideration should be given to a uniform code symbol for irradiated foods to complement the statement on the label.



Country of Origin

26. The Working Group discussed in detail the alternatives contained in the working document but could not come to a conclusion. Many delegations expressed support for a declaration of the country of origin per se, and this was included in square brackets as a third alternative for the consideration of the Committee.

27. The Working Group was unable due to lack of time to consider Sections 2, 4.6, 5 (except 5.5), 6, 7 and 8.

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ALINORM 83/22

APPENDIX V

ANNEX 1

REVISED PROPOSED TEXT OF THE DRAFT INTERNATIONAL GENERAL STANDARD FOR THE LABELLING  
OF PREPACKAGED FOODS (CODEX STAN 1-1981, FORMERLY CAC/RS 1-1969)  
AS CONSIDERED BY A WORKING GROUP

1. SCOPE

This standard applies to the labelling of all prepackaged foods intended for sale to the consumer including those intended for sale for catering purposes.

It does not apply to the labelling of foods not intended for direct sale to the consumer, such as those destined for further processing or repackaging into consumer sized packages, which are covered by the Codex Guidelines for the Labelling of Non-Retail Containers of Foods. <sup>1/</sup>

Nothing in this standard shall preclude the adoption of additional or different provisions in a Codex standard or guideline in respect of labelling, where the circumstances of a particular food would justify their incorporation in that standard.

2. DEFINITION OF TERMS

For the purpose of this standard:

"Claim" means any representation which states, suggests or implies that a food has particular qualities relating to its origin, nutritional properties, nature, processing, composition or any other quality.

"Container" means any form of packaging of food for sale as a single item, whether by completely or partially enclosing the food in such a way that the contents cannot be altered, are not accessible without opening or changing the packaging, and includes wrappers. A container may enclose several units or types of prepackaged food when such is presented for sale to the consumer.

For use in Date Marking of prepackaged foods:

"Date of Manufacture" means the date on which the food becomes the product as described.

<sup>1/</sup> The Codex Committee on Food Labelling is currently preparing Guidelines for the Labelling of Non-Retail Containers of Food (ALINORM 81/22, Appendix VIII) which are intended to cover the labelling of all containers of food not subject to the provisions of this General Standard.

"Date of Packaging" means the date on which the food is placed in the immediate container in which it will be ultimately sold.

"Sell-by Date" means the last date of offer for sale to the consumer after which there remains a reasonable storage period in the home.

"Date of Minimum Durability" ("best before") means the date which signifies the end of the period under any stated storage conditions during which the product will remain fully marketable and will retain any specific qualities for which tacit or express claims have been made. However, beyond that date the food may still be perfectly satisfactory.

"Use-by Date" (Recommended Last Consumption Date) (Expiration Date) means the date which signifies the end of the estimated period under any stated storage conditions, after which the product probably will not have the quality attributes normally expected by the consumers. After this date, the food should not be regarded as marketable.

"Food" means any substance, whether processed, semi-processed or raw, which is intended for human consumption, and includes drink, chewing gum and any substance which has been used in the manufacture, preparation or treatment of "food" but does not include cosmetics or tobacco or substances used only as drugs.

"Food Additive" means any substance not normally consumed as a food by itself [ and not normally used as a typical ingredient of the food ], whether or not it has nutritive value, the intentional addition of which to food for a technological (including organoleptic) purpose in the manufacture, processing, preparation, treatment, packing, packaging, transport or holding of such food results, or may be reasonably expected to result, (directly or indirectly) in it or its by-products becoming a component of or otherwise affecting the characteristics of such foods. The term does not include "contaminants" [ or substances added to food for maintaining or improving nutritional qualities ].

"Ingredient" means any substance, including a food additive, used in the manufacture or preparation of a food and present in the final product although possibly in a modified form.

"Label" includes any tag, brand, mark, pictorial or other descriptive matter, written, printed, stencilled, marked, embossed or impressed on, or attached to, a container of food.

"Labelling" includes any written, printed or graphic matter that is present on the label, accompanies the food, or is displayed near the food, including that for the purpose of promoting its sale or disposal.

[ "Lot" means a quantity of food product under essentially the same conditions, all packages of which shall bear a suitable marking that identifies the production during a particular time interval, and usually from a particular "line" or other critical processing unit. ]

"Prepackaged" means packaged or made up in advance in a container, ready for sale to the consumer.

[ "Principal Display Panel" means the surface of a package which, either through design or general use, is customarily displayed to the consumer." ]

"Processing Aid" means a substance or material, not including apparatus or utensils, and not consumed as a food ingredient by itself, intentionally used in the processing of raw materials, foods or its ingredients, to fulfil a certain technological purpose during treatment or processing and which may result in the non-intentional but unavoidable presence of residues or derivatives in the final product.

[ "Sell" includes offer, advertise, keep, expose, transmit, convey, deliver or prepare for sale or exchange, dispose of for any consideration whatsoever, or transmit, convey or deliver in pursuance of a sale, exchange or disposal as aforesaid.

"Sell" includes sell, offer for sale, expose for sale, have in possession for sale, and distribute.]

"Foods for Catering Purposes" means those foods for use in restaurants, canteens, schools, hospitals and similar institutions where food is prepared for immediate consumption.

### 3. GENERAL PRINCIPLES

3.1 Prepackaged food shall not be described or presented on any label or in any labelling in a manner that is false, misleading or deceptive or is likely to create an erroneous impression regarding its character in any respect. <sup>1/</sup>

3.2 Prepackaged food shall not be described or presented on any label or in any labelling by words, pictorial or other devices which refer to or are suggestive either directly or indirectly, of any other product with which such food might be confused, or in such a manner as to lead the purchaser or consumer to suppose that the food is connected with such other product.

### 4. MANDATORY LABELLING OF PREPACKAGED FOODS

There shall appear on all prepackaged foods the following information, (required by sub-sections 4.1 to 4.6 of this Section), as applicable to the food being labelled, except to the extent otherwise expressly provided in an individual Codex standard.

#### 4.1 The Name of the Food

4.1.1 The name shall indicate the true nature of the food and normally be specific and not generic:

(i) Where a name or names have been established for a food in a Codex standard, at least one of these names shall be used.

(ii) In other cases, a common or usual name shall be used if one exists by common usage or is prescribed by national legislation.

(iii) Where no common name exists, an appropriate descriptive name which is not misleading or confusing to the consumer shall be used.

(iv) A "coined", "fanciful", "brand" name, or "trade mark" may be used provided it accompanies one of the names provided in subsections (i) to (iii).

4.1.2 There shall appear on the label either in conjunction with, or in close proximity to the name of the food, such additional words or phrases, as necessary, to avoid misleading or confusing the consumer in regard to the true nature and physical condition of the food including the type of packing medium, style, and the condition or type of treatment it has undergone; for example: dried, concentrated, reconstituted, smoked.

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<sup>1/</sup> Examples of descriptions or presentations to which these general principles refer are given in Appendix I, General Guidelines on Claims (as will appear in the final version).

#### 4.2 List of Ingredients

4.2.1 Except for single ingredient foods, a complete list of ingredients shall be declared on the label in descending order of proportion, except as otherwise provided in a Codex standard.

(i) As an alternative to the general provisions of Section 4.2.1, dehydrated or condensed foods which are intended to be reconstituted, the ingredients may be listed in order of proportion (m/m) in the reconstituted product provided that a statement such as "ingredients of the product when prepared in accordance with the directions on the label" is included.

(ii) All ingredients [with the exception of water and other volatile products,] shall be listed in descending order of ingoing weight (m/m) [at the time of the manufacture of the food].

4.2.2 Where an ingredient of a food comprises [25% or more] of the ingoing ingredients and is itself the product of two or more ingredients, the latter shall be declared in brackets, in descending order of proportion (m/m), following or adjacent to the actual ingredient of which they form a part.

4.2.3 A specific name shall be used for ingredients in the list of ingredients in accordance with the provision set out in Section 4.1 (Name of the Food) except that:

(i) The following class titles may be used for the ingredients listed below:

herb(s)  
spice(s)  
starch(es) other than chemically-modified starches

(ii) (a) The following class titles may be used for the ingredients listed below when these ingredients or any combination thereof form less than [20%] of the ingoing ingredients:

animal fat(s)  
animal oil(s)  
vegetable fat(s)  
vegetable oil(s)

(b) Notwithstanding the above, pork fat and lard shall always be declared by their specific names.

(c) In the case where two or more fats or oils may be substituted one for another, the term "may contain" shall be used to indicate the possibility of substitution.

(iii) For food additives falling in the respective classes, and appearing in Codex lists of food additives permitted for use in foods, the following class titles shall be used together with the specific name or recognized numerical identification 1/ except in cases where there are more specific requirements in individual Codex standards:

Anti-caking agent(s)  
Anti-oxidant(s)  
Colour(s)  
Emulsifier(s)

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1/ A uniform system of numerical identification of food additives is in the course of preparation by the Codex Committee on Food Additives.

Flavour Enhancer(s)  
Glazing Agent(s)  
Preservative(s)  
Stabiliser(s)  
Thickener(s)/Gelling agent(s)  
Anti-foaming agent(s)  
Flour treatment agent(s)  
Enzyme(s)  
Artificial sweetener(s)  
Acidity regulator(s)  
Propellant(s)  
Raising agent(s)/Baking powder  
\*Emulsifying salt(s)  
\*\*Phosphate(s)

(iv) The following class titles may be used for food additives falling in the respective classes and appearing in Codex lists of food additives permitted for use in foods:

flavour(s)  
Chemically modified starch(es)

4.2.4 Added water shall be declared in the list of ingredients except when the water forms part of an ingredient such as brine, syrup or broth used in a compound food and declared as such in the list of ingredients. Water or other volatile ingredients evaporated in the course of manufacture need not be declared.

4.2.5 Processing aids and carry-over of food additives:

(i) A food additive carried over into a food in a significant quantity or in an amount sufficient to perform a technological function in that food as a result of the use of raw materials or other ingredients in which the additive was used shall be included in the list of ingredients.

(ii) Food additives carried over into foods at levels less than those required to achieve a technological function, and processing aids, are exempted from declaration in the list of ingredients.

#### 4.3 Net Contents and Drained Weight

4.3.1 The average net contents at the time of [ packaging/sale ] shall be declared.

4.3.2 The average net contents shall be declared in the following manner:

(i) for liquid foods, by volume;

(ii) for solid foods, by weight, except that when such foods are usually sold by number a declaration by count may be made or, if not, the number of items can be clearly seen and easily counted without opening the package;

(iii) for semi-solid or viscous foods, either by weight or volume.

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\* Only for processed cheese and processed cheese products.

\*\* Only for processed meat and poultry products and fish and fishery products.

4.3.3 In addition to the declaration of average net contents, foods packed in a liquid medium shall carry a declaration of the drained weight of the food. [ For the purposes of this requirement, liquid medium means water, aqueous solutions of sugar and salt, fruit and vegetable juices in canned fruits and vegetables only, oils or vinegar, either singly or in combination ].

4.4 Name and Address

4.4.1 The name and address of the manufacturer, packer, distributor, importer, exporter or vendor of the food shall be declared.

4.5 Country of Origin

[ 4.5.1 The country of origin of the food shall be declared if its omission would mislead or deceive the consumer, ]

Or

[ 4.5.1 The country of origin shall be declared unless the product is sold within the country of origin, ]

Or

[ 4.5.1 The country of origin shall be declared. ]

4.5.2 When a food undergoes processing in a second country which changes its nature, the country in which the processing is performed shall be considered to be the country of origin for the purposes of labelling.

4.6 Lot Identification

4.6.1 Each container shall be embossed or otherwise permanently marked in code or in clear to identify the producing factory and the lot.

5. ADDITIONAL MANDATORY REQUIREMENTS FOR SPECIFIC FOODS

5.1 Date Marking and Storage Instructions

Unless otherwise specified in an individual Codex standard for a food, the following shall apply:

(i) The "date of minimum durability" (preceded by the words "best before") shall be declared by the day, month and year in uncoded numerical sequence except that for products with a shelf-life of more than three months, the month and year will suffice.

(ii) The month may be indicated by letters in those countries where such use will not confuse the consumer.

(iii) In the case of products requiring a declaration of month and year only, and the month to be indicated is December, the expression may be stated as "end (stated year)"

5.1.2 In addition to the date of minimum durability, any special conditions for the storage of the food shall be declared on the label if the validity of the date depends thereon.

5.2 Instructions for Use

5.2.1 Directions for use, including reconstitution if applicable, shall be included on the label, as necessary, to ensure correct utilization of the food.

### 5.3 Nutrient Labelling

5.3.1 Any nutrient labelling shall be in accordance with the Guidelines on Nutrition Labelling which are given in Appendix II. 1/

### 5.4 Quantitative Labelling of Ingredients

5.4.1 Where the labelling of a food places emphasis on the presence of one or more valuable and/or characterizing ingredients, or where the description of the food has the same effect, the ingoing percentage of the ingredient (m/m) at the time of manufacture shall be declared.

5.4.2 Similarly, where the labelling of a food places emphasis on the low content of one or more ingredients, the percentage of the ingredient (m/m) in the final product shall be declared.

5.4.3 Declarations covering Sections 5.4.1 and 5.4.2 shall be given equal prominence to the claims relating to the presence of low content of the one or more ingredients in question.

### 5.5 Irradiated Foods

5.5.1 A food which has been treated with ionizing radiation shall include on the label the statement "processed by ionizing / energy/radiation /".

5.5.2 / When an irradiated product is used as an ingredient in another food, this shall be declared in the list of ingredients by use of the term " processed by ionizing energy/ radiation in conjunction with the name of the product so treated /".

5.5.3 / When a single ingredient product is prepared from a raw material which has been irradiated, the label of the product shall contain the statement "made from x processed by ionizing energy/radiation /".

## 6. EXEMPTIONS FROM MANDATORY LABELLING REQUIREMENTS

6.1 With the exception of spices and herbs, small units (of up to 25 g (ml)/15 g (ml)) (or) (with a total surface area of less than 50 cm<sup>2</sup>) may be exempted from the requirements of paragraphs (4.2, 4.3, 4.6 to 4.9) provided that such information is displayed on a display box, sign, placard or similar item placed near or adjacent to the foods when presented for sale to the consumer; (nor would mislead or deceive the consumer in any way whatsoever in respect of the food) of this standard including those relating to claims and deception given in Section 3 - General Principles.

## 7. OPTIONAL LABELLING

7.1 Any information or pictorial device written, printed, or graphic matter may be displayed in labelling provided that it is not in conflict with the mandatory requirements (nor would mislead the consumer in any way whatsoever in respect of the food) of this standard including those relating to claims and deception given in Section 3 - General Principles.

### 7.2 Grade Designations

If grade designations are used, they should be readily understandable, and not be misleading or deceptive in any way.

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1/ The Guidelines on Nutrition Labelling (at present at Step 6 of the Procedure, see Appendix IV) will be appended to the finalized text.

8. PRESENTATION OF MANDATORY INFORMATION

8.1 General

8.1.1 Labels on prepackaged foods shall be securely attached and except as otherwise specified in Section 8.2 shall not be superimposed on other labels or lithographed containers. They shall not be attached by any person other than the manufacturer or his authorized agent.

8.1.2 Statements required to appear on the label by virtue of this standard or any other Codex standard shall:

- (i) be clear, prominent and readily legible by the consumer under normal conditions of purchase and use;
- (ii) not be obscured by designs or other written, printed or graphic matter;
- (iii) be indelible and in contrasting colour to that of the background.

8.1.3 The letters in the name of the food shall be in a size (reasonably related) similar to the most prominent printed matter on the label.

8.1.4 Where the container is covered by a wrapper, the wrapper shall carry the necessary information or the label on the container shall be readily legible through the outer wrapper or not obscured by it.

8.1.5 (In general) the name and net contents of the food shall appear in a prominent position on (that portion of the label normally intended to be presented to the consumer at the time of sale) the principle display panel.

8.1.6 Mandatory information required to appear on the label shall be in accordance with the Guidelines for the Presentation of Mandatory Labelling as given in Appendix III, 1/

8.2 Language

(The language used for the declaration of the statements referred to in para. 4.1 shall be a language acceptable to the country in which the food is intended for sale).

8.2.1 If the language on the original label is not acceptable, a supplementary label containing the mandatory information in the required language may be used instead of relabelling.

8.2.2 In the case of either relabelling or a supplementary label, the mandatory information provided shall be a direct translation from the original label and shall not be altered in any way.

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1/ Under elaboration, will be appended to the finalized text.



REVISED DRAFT GENERAL STANDARD FOR THE LABELLING  
OF PREPACKAGED FOODS

(Returned to Step 6 of the Procedure)

1. SCOPE

This standard applies to the labelling of all prepackaged foods intended for sale to the consumer including those intended for sale for catering purposes.

It does not apply to the labelling of foods not intended for direct sale to the consumer, such as those destined for further processing or repackaging into consumer sized packages, which are covered by the Codex Guidelines for the Labelling of Non-Retail Containers of Foods. <sup>1/</sup>

2. DEFINITION OF TERMS

For the purpose of this standard:

"Claim" means any representation which states, suggests or implies that a food has particular qualities relating to its origin, nutritional properties, nature, processing, composition or any other quality.

"Consumer" means persons and families purchasing and receiving food in order to meet their personal needs.

"Container" means any form of packaging of food for sale as a single item, whether by completely or partially enclosing the food and includes wrappers. A container may enclose several units or types of prepackaged food when such is presented for sale to the consumer.

For use in Date Marking of prepackaged foods:

"Date of Manufacture" means the date on which the food becomes the product as described.

"Date of Packaging" means the date on which the food is placed in the immediate container in which it will be ultimately sold.

"Sell-by Date" means the last date of offer for sale to the consumer after which there remains a reasonable storage period in the home.

"Date of Minimum Durability" ("best before") means the date which signifies the end of the period under any stated storage conditions during which the product will remain fully marketable and will retain any specific qualities for which tacit or express claims have been made. However, beyond that date the food may still be perfectly satisfactory.

"Use-by Date" (Recommended Last Consumption Date) (Expiration Date) means the date which signifies the end of the estimated period under any stated storage conditions, after which the product probably will not have the quality attributes normally expected by the consumers. After this date, the food should not be regarded as marketable.

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<sup>1/</sup> The Codex Committee on Food Labelling is currently preparing Guidelines for the Labelling of Non-Retail Containers of Food (ALINORM 81/22, Appendix VIII) which are intended to cover the labelling of all containers of food not subject to the provisions of this General Standard.

"Food" means any substance, whether processed, semi-processed or raw, which is intended for human consumption, and includes drink, chewing gum and any substance which has been used in the manufacture, preparation or treatment of "food" but does not include cosmetics or tobacco or substances used only as drugs.

"Food Additive" means any substance not normally consumed as a food by itself and not normally used as a typical ingredient of the food, whether or not it has nutritive value, the intentional addition of which to food for a technological (including organoleptic) purpose in the manufacture, processing, preparation, treatment, packing, packaging, transport or holding of such food results, or may be reasonably expected to result, (directly or indirectly) in it or its by-products becoming a component of or otherwise affecting the characteristics of such foods. The term does not include "contaminants" or substances added to food for maintaining or improving nutritional qualities.

"Ingredient" means any substance, including a food additive, used in the manufacture or preparation of a food and present in the final product although possibly in a modified form.

"Label" includes any tag, brand, mark, pictorial or other descriptive matter, written, printed, stencilled, marked, embossed or impressed on, or attached to, a container of food.

"Labelling" includes any written, printed or graphic matter that is present on the label, accompanies the food, or is displayed near the food, including that for the purpose of promoting its sale or disposal.

"Lot" means a quantity of food produced under essentially the same conditions, during a particular time interval, and usually from a particular "line" or other critical processing unit.

"Prepackaged" means packaged or made up in advance in a container, ready for sale to the consumer. <sup>1/</sup>

<sup>1/</sup> "Principal Display Panel" means the surface of a package which, either through design or general use, is customarily displayed to the consumer." <sup>1/</sup>

"Processing Aid" means a substance or material, not including apparatus or utensils, and not consumed as a food ingredient by itself, intentionally used in the processing of raw materials, foods or its ingredients, to fulfil a certain technological purpose during treatment or processing and which may result in the non-intentional but unavoidable presence of residues or derivatives in the final product.

"Sale" includes to offer, <sup>1/</sup> advertise <sup>1/</sup>, keep, expose, transmit, convey, deliver or to prepare for sale or exchange, to dispose of for any consideration whatsoever, or to transmit, convey or deliver in pursuance of a sale, exchange or disposal as aforesaid.

"Foods for Catering Purposes" means those foods for use in restaurants, canteens, schools, hospitals and similar institutions where food is prepared for immediate consumption.

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<sup>1/</sup> See also para. 117.

3. GENERAL PRINCIPLES

3.1 Prepackaged food shall not be described or presented on any label or in any labelling in a manner that is false, misleading or deceptive or is likely to create an erroneous impression regarding its character in any respect. <sup>1/</sup>

3.2 Prepackaged food shall not be described or presented on any label or in any labelling by words, pictorial or other devices which refer to or are suggestive either directly or indirectly, of any other product with which such food might be confused, or in such a manner as to lead the purchaser or consumer to suppose that the food is connected with such other product.

4. MANDATORY LABELLING OF PREPACKAGED FOODS

There shall appear on the label of prepackaged foods the following information, (required by sub-sections 4.1 to 4.6 of this Section), as applicable to the food being labelled, except to the extent otherwise expressly provided in an individual Codex standard.

4.1 The Name of the Food

4.1.1 The name shall indicate the true nature of the food and normally be specific and not generic:

4.1.1.1 Where a name or names have been established for a food in a Codex standard, at least one of these names shall be used.

4.1.1.2 In other cases, a common or usual name shall be used if one exists by common usage or is prescribed by national legislation.

4.1.1.3 Where no common name exists, an appropriate descriptive name which is not misleading or confusing to the consumer shall be used.

4.1.1.4 A "coined", "fanciful", "brand" name, or "trade mark" may be used provided it accompanies one of the names provided in subsections 4.1.1.1 to 4.1.1.3.

4.1.2 There shall appear on the label either in conjunction with, or in close proximity to, the name of the food, such additional words or phrases as necessary to avoid misleading or confusing the consumer in regard to the true nature and physical condition of the food including the type of packing medium, style, and the condition or type of treatment it has undergone; for example: dried, concentrated, reconstituted, smoked.

4.2 List of Ingredients

4.2.1 Except for single ingredient foods, a complete list of ingredients shall be declared on the label in descending order of proportion, except as otherwise provided in a Codex standard.

4.2.1.1 All ingredients shall be listed in descending order of ingoing weight (m/m) at the time of the manufacture of the food.

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<sup>1/</sup> Examples of descriptions or presentations to which these general principles refer are given in Appendix I, General Guidelines on Claims (as will appear in the final version).

4.2.1.2 Where an ingredient is itself the product of two or more ingredients, such a compound ingredient may be declared in the list of ingredients provided that it is immediately accompanied by a list of its ingredients in descending order of proportion (m/m). <sup>1/</sup> However, where the compound ingredient constitutes less than 25% of the food its ingredients, other than food additives, need not be declared <sup>1/</sup>.

4.2.1.3 Added water shall be declared in the list of ingredients except when the water forms part of an ingredient such as brine, syrup or broth used in a compound food and declared as such in the list of ingredients. Water or other volatile ingredients evaporated in the course of manufacture need not be declared.

4.2.1.4 As an alternative to the general provisions of this section, dehydrated or condensed foods which are intended to be reconstituted by the addition of water only, the ingredient may be listed in order of proportion (m/m) in the reconstituted product provided that a statement such as "ingredients of the product when prepared in accordance with the directions on the label" is included.

4.2.2 A specific name shall be used for ingredients in the list of ingredients in accordance with the provision set out in Section 4.1 (Name of the Food) except that:

4.2.2.1 The following class titles may be used for the ingredients:

herbs - for herbs not exceeding 2% (m/m) of the food  
spices - for spices not exceeding 2% (m/m) of the food  
starch - for starch(es) other than chemically-modified starches  
animal fat(s)  
animal oil(s)  
vegetable fat(s)  
vegetable oil(s)

4.2.2.2 Notwithstanding the provision set out in Section 4.2.2.1, pork fat, lard and beef fat shall always be declared by their specific names.

[ 4.2.2.3 In the case where two or more fats or oils may be substituted one for another, the term "may contain" shall be used to indicate the possibility of substitution. ]

4.2.2.4 For food additives falling in the respective classes, and appearing in Codex lists of food additives permitted for use in foods, the following class titles shall be used together with the specific name or recognized numerical identification <sup>1/</sup> except in cases where there are more specific requirements in individual Codex standards:

Anti-caking agent(s)  
Anti-oxidant(s)  
Colour(s)  
Emulsifier(s)  
Flavour Enhancer(s)  
Glazing Agent(s)  
Preservative(s)  
Stabilizer(s)  
Thickener(s)/Gelling agent(s)  
Anti-foaming agent(s)

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<sup>1/</sup> A uniform system of numerical identification of food additives is in the course of preparation by the Codex Committee on Food Additives.

Flour treatment agent(s)  
Enzyme(s)  
Artificial Sweetener(s)  
Acidity Regulator(s)  
Propellant(s)  
Raising Agent(s)/Baking Powder  
\*Emulsifying Salt(s)  
\*\*Phosphate(s)

4.2.2.5 The following class titles may be used for food additives falling in the respective classes and appearing in Codex lists of food additives permitted for use in foods:

Flavour(s)  
Modified Starch(es)

The expression "flavours" may be qualified by "nature", "nature identical", "artificial" or a combination of these words as appropriate.

#### 4.2.3 Processing Aids and Carry-Over of Food Additives

4.2.3.1 A food additive carried over into a food in a significant quantity or in an amount sufficient to perform a technological function in that food as a result of the use of raw materials or other ingredients in which the additive was used shall be included in the list of ingredients.

4.2.3.2 A food additive carried over into foods at a level less than that required to achieve a technological function, and processing aids, are exempted from declaration in the list of ingredients.

#### 4.3 Net Contents and Drained Weight

4.3.1 The average net contents at the time of / packaging/sale / shall be declared in the metric system ("Système International" units).

4.3.2 The average net contents shall be declared in the following manner:

(i) for liquid foods, by volume;

(ii) for solid foods, by weight, except that when such foods are usually sold by number a declaration by count may be made or, if not, the number of items can be clearly seen and easily counted without opening the package;

(iii) for semi-solid or viscous foods, either by weight or volume.

4.3.3 In addition to the declaration of average net contents, a food packed in a liquid medium shall carry a declaration in the metric system of the drained weight of the food.

/ For the purposes of this requirement, liquid medium means water, aqueous solutions of sugar and salt, fruit and vegetable juices in canned fruits and vegetables only, oils or vinegar, either singly or in combination /.

#### 4.4 Name and Address

4.4.1 The name and address of the manufacturer, packer, distributor, importer, exporter or vendor of the food shall be declared.

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\* Only for processed cheese and processed cheese products.

\*\* Only for processed meat and poultry products and fish and fishery products.

4.5 Country of Origin

[4.5.1 The country of origin of the food shall be declared if its omission would mislead or deceive the consumer, ] \*

Or

[4.5.1 The country of origin shall be declared unless the product is sold within the country of origin, ] \*

Or

[4.5.1 The country of origin shall be declared.] \*

4.5.2 When a food undergoes processing in a second country which changes its nature, the country in which the processing is performed shall be considered to be the country of origin for the purposes of labelling.

4.6 Lot Identification

4.6.1 Each container shall be embossed or otherwise permanently marked in code or in clear to identify the producing factory and the lot.

5. ADDITIONAL MANDATORY REQUIREMENTS FOR SPECIFIC FOODS5.1 Date Marking and Storage Instructions

Unless otherwise specified in an individual Codex standard for a food, the following shall apply:

(i) The "date of minimum durability" (preceded by the words "best before") shall be declared by the day, month and year in uncoded numerical sequence except that for products with a shelf-life of more than three months, the month and year will suffice.

(ii) The month may be indicated by letters in those countries where such use will not confuse the consumer.

(iii) In the case of products requiring a declaration of month and year only, and the month to be indicated is December, the expression may be stated as "end (stated year)"

5.1.2 In addition to the date of minimum durability, any special conditions for the storage of the food shall be declared on the label if the validity of the date depends thereon.

5.2 Instructions for Use

5.2.1 Directions for use, including reconstitution if applicable, shall be included on the label, as necessary, to ensure correct utilization of the food.

5.3 Nutrient Labelling

5.3.1 Any nutrient labelling shall be in accordance with the Guidelines on Nutrition Labelling which are given in Appendix II. 1/

5.4 Quantitative Labelling of Ingredients

5.4.1 Where the labelling of a food places emphasis on the presence of one or more valuable and/or characterizing ingredients, or where the description of the food has the same effect, the ingoing percentage of the ingredient (m/m) at the time of manufacture shall be declared.

\* Alternative proposals.

1/ The Guidelines on Nutrition Labelling (at present at Step 6 of the Procedure, see Appendix IV) will be appended to the finalized text.

5.4.2 Similarly, where the labelling of a food places emphasis on the low content of one or more ingredients, the percentage of the ingredient (m/m) in the final product shall be declared.

5.4.3 Declarations covering Sections 5.4.1 and 5.4.2 shall be given equal prominence to the claims relating to the presence of low content of the one or more ingredients in question.

#### 5.5 Irradiated Foods

5.5.1 A food which has been treated with ionizing radiation shall include on the label the statement "processed by ionizing    energy/radiation   ".

5.5.2    When an irradiated product is used as an ingredient in another food, this shall be declared in the list of ingredients by use of the term "processed by ionizing    energy/radiation   " in conjunction with the name of the product so treated.   "

5.5.3    When a single ingredient product is prepared from a raw material which has been irradiated, the label of the product shall contain the statement "made from x processed by ionizing    energy/radiation   ".

### 6. EXEMPTIONS FROM MANDATORY LABELLING REQUIREMENTS

6.1 With the exception of spices and herbs, small units (of up to 25 g (ml)/15 g. (ml)) (or) (with a total surface area of less than 50 cm<sup>2</sup>) may be exempted from the requirements of paragraphs (4.2, 4.3, 4.6 to 4.9) provided that such information is displayed on a display box, sign, placard or similar item placed near or adjacent to the foods when presented for sale to the consumer.

### 7. OPTIONAL LABELLING

7.1 Any information or pictorial device written, printed, or graphic matter may be displayed in labelling provided that it is not in conflict with the mandatory requirements (nor would mislead the consumer in any way whatsoever in respect of the food) of this standard including those relating to claims and deception given in Section 3 - General Principles.

#### 7.2 Grade Designations

If grade designations are used, they should be readily understandable and not be misleading or deceptive in any way.

### 8. PRESENTATION OF MANDATORY INFORMATION

#### 8.1 General

8.1.1 Labels on prepackaged foods shall be securely attached and except as otherwise specified in Section 8.2 shall not be superimposed on other labels or lithographed containers. They shall not be attached by any person other than the manufacturer or his authorized agent.

8.1.2 Statements required to appear on the label by virtue of this standard or any other Codex standard shall:

- (i) be clear, prominent and readily legible by the consumer under normal conditions of purchase and use;
- (ii) not be obscured by designs or other written, printed or graphic matter;
- (iii) be indelible and in contrasting colour to that of the background.

8.1.3 The letters in the name of the food shall be in a size (reasonably related) similar to the most prominent printed matter on the label.

8.1.4 Where the container is covered by a wrapper, the wrapper shall carry the necessary information or the label on the container shall be readily legible through the outer wrapper or not obscured by it.

8.1.5 (In general) the name and net contents of the food shall appear in a prominent position on (that portion of the label normally intended to be presented to the consumer at the time of sale) the principal display panel.

8.1.6 Mandatory information required to appear on the label shall be in accordance with the Guidelines for the Presentation of Mandatory Labelling as given in Appendix III. 1/

## 8.2 Language

(The language used for the declaration of the statements referred to in paragraph 4.1 shall be a language acceptable to the country in which the food is intended for sale).

8.2.1 If the language on the original label is not acceptable, a supplementary label containing the mandatory information in the required language may be used instead of relabelling.

8.2.2 In the case of either relabelling or a supplementary label, the mandatory information provided shall be a direct translation from the original label and shall not be altered in any way.

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ALINORM 83/22

## APPENDIX VII

### DRAFT GUIDELINES FOR THE LABELLING OF NON-RETAIL CONTAINERS OF FOOD (At Step 5 of the Procedure) 2/

#### 1. PURPOSE

The purpose of the Guidelines for the Labelling of Non-Retail Containers of Food is to provide advice on the labelling of all containers of food not subject to the provisions of the General Standard for the Labelling of Prepackaged Foods (CODEX STAN 1-1981) or to any other General Labelling Standard for Specified Prepackaged Foods adopted by the Codex Alimentarius Commission.

#### 2. SCOPE

2.1 These guidelines are intended to apply to the labelling of containers which are not intended for direct retail sale; they are defined in Section 3 and will be named hereafter "non-retail containers".

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1/ Under elaboration, will be appended to the finalized text.

2/ Subject to approval by the Commission, see para. 163.



3. DEFINITIONS

For the purpose of these guidelines:

"Label" includes any tag, brand, mark, pictorial or other descriptive matter, written, printed, stencilled, marked, embossed or impressed on, or attached to, a container of food.

"Labelling" includes the label and any written, printed or graphic matter that is present on the label and accompanies the food, or is displayed near the food, including that for the purpose of promoting its sale or disposal.

"Container" means any form of packaging of food for sale as a single item, whether by completely or partially enclosing the food, and includes wrappers. A container may enclose several units or types of food.

"Prepackaged" means packaged or made up in advance in a container ready for sale to the consumer.

"Packaged" means enclosed or made up in advance, ready for its intended use, in a container.

"Processing" means any treatment which changes the nature of the food.

"Ingredient" means any substance, including a food additive, used in the manufacture or preparation of a food and present in the final product although possibly in a modified form.

"Non-Retail Containers" means any form of packaging of foods not covered by the General Standard for the Labelling of Prepackaged Foods (CODEX STAN 1-1981, Rev. 1) and includes, but is not limited to, the following: containers of foods destined for further industrial processing, containers of foods destined for repackaging into consumer size prepackages, outer containers for a quantity of packaged or prepackaged foods, containers of raw materials and prepackaged foods for use in vending machines and / freight containers being of permanent construction, designed for re-use and intended for handling and transport of large consignments without intermediate reloading /.

4. GENERAL PRINCIPLES

The labelling of non-retail containers of food should be in accordance with the following General Principles:

4.1 Food in non-retail containers should not be described or presented on any label or in any labelling in a manner that is false, misleading or deceptive or is likely to create an erroneous impression regarding its character in any respect.

4.2 Food in non-retail containers should not be described or presented on any label or in any labelling by words, pictorial or other devices which refer to or are suggestive either directly or indirectly, of any other product with which such food might be confused, or in such a manner as to lead the purchaser to suppose that the food is connected with such other product.

5. LABELLING OF NON-RETAIL CONTAINERS

The following information should be given on the label of non-retail containers.

5.1 The Name of the Food

5.1.1 The name of the food should indicate the true nature of the food and normally be specific and not generic.

5.1.1.1 A common or usual name should be used if one exists by common usage or is prescribed by national legislation.

5.1.1.2 Where no common name exists, an appropriate descriptive name should be used.

5.1.1.3 A "coined", "fanciful", "brand" name or trade mark, may be used provided it accompanies one of the sub-sections 5.1.1.1 or 5.1.1.2.

5.1.1.4 Specific information related to processing or treatment may be stated in appropriate descriptive term in close proximity to the name of the food.

## 5.2 List of Ingredients

5.2.1 Except for single ingredient foods, a complete list of ingredients shall be declared on the label in descending order of proportion, except as otherwise provided in a Codex standard.

5.2.1.1 All ingredients shall be listed in descending order of ingoing weight (m/m) at the time of the manufacture of the food.

5.2.1.2 Where an ingredient is itself the product of two or more ingredients, such a compound ingredient may be declared in the list of ingredients provided that it is immediately accompanied by a list of its ingredients in descending order or proportion (m/m). / However, where the compound ingredient constitutes less than 25% of the food its ingredients, other than food additives, need not be declared /.

5.2.1.3 Added water shall be declared in the list of ingredients except when the water forms part of an ingredient such as brine, syrup or broth used in a compound food and declared as such in the list of ingredients. Water or other volatile ingredients evaporated in the course of manufacture and not present in the final product need not be declared.

5.2.1.4 As an alternative to the general provisions of this section, dehydrated or condensed foods which are intended to be reconstituted by the addition of water only, the ingredient may be listed in order of proportion (m/m) in the reconstituted product provided that a statement such as "ingredients of the product when prepared in accordance with the directions on the label" is included.

5.2.2 A specific name should be used for ingredients in the list of ingredients except that class titles for ingredients may be used in accordance with General Standard for the Labelling of Prepackaged Foods.

## 5.3 Net Contents

5.3.1 The net average contents at the time of / packaging/sale / should be declared in the metric ("Système International" units). The average net contents should be declared in the following manner:

(a) for liquid foods, by volume;

(b) for solid foods, by weight, except that when such foods are usually sold by number a declaration by count may be made;

(c) for semi-solid or viscous foods, either by weight or volume.

5.3.2 In the case of non-retail containers which enclose a quantity of packaged foods, a net quantity declaration (e.g. 20 x 2 kg net packs) may be used as an alternative to the net contents declaration.

5.4 Name and Address

The name and address of the manufacturer, packer, distributor, importer, exporter or vendor of the food should be declared.

5.5 Country of Origin

[ The country of origin of the food should be declared if its omission would mislead ] \*  
or deceive the purchaser.

[ The country of origin of the food should be declared unless the product is sold ] \*  
within the country of origin.

[ The country of origin of the food should be declared. ] \*

5.6 Additional or Different Requirements

Where a Codex standard has been established for the food, the declarations required in Sections 5.1 to 5.5 with the exception of Sections 5.2.4 and 5.3.2 should conform to the relevant provisions of that standard.

5.7 Storage and Handling Instructions

Where specific conditions are to be observed for storage and/or handling of the food in non-retail containers to maintain the quality of the food, the appropriate storage and/or handling instructions should appear on the label.

5.8 Stock Rotation and Durability Information

All non-retail containers should carry easily understood information to enable stocks to be properly rotated and where appropriate, suitable date marking. The outer container of a quantity of prepackaged food should bear the same date mark and storage instructions as the prepackaged food.

5.9 Exemptions

5.9.1 Where food in non-retail containers is destined solely for further processing and also in the case of freight containers the information required in sub-sections 5.2 to 5.6 may be replaced by an identification mark and given only in the related documents, provided that such a mark is clearly identifiable with the related documents.

5.9.2 In the case of non-retail containers which enclose a quantity of packaged foods already labelled with a list of ingredients, sub-sections 5.2.1 to 5.2.3 are optional.

6. PRESENTATION OF INFORMATION \*\*

Information should be given as follows:

6.1 General

6.1.1 Statements appearing on the label and/or the related document should be clear, prominent and readily legible under normal conditions of purchase and use.

6.1.2 The statements referred to in sub-section 6.1.1 should not be obscured by designs or by other written, printed or graphic matter and should be in contrasting colour to that of the background.

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\* Alternative proposals.

\*\* May have to be amended in accordance with Revised General Standard for the Labelling of Prepackaged Foods.

6.1.3 The language used for the declaration of the statements referred to in sub-section 6.1.1 should be a language acceptable to the country in which the food is intended for sale. If the language of the original label is not acceptable, a supplementary label containing the mandatory information in an acceptable language may be used instead of re-labelling.

ALINORM 83/22  
APPENDIX VIII

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PROPOSED DRAFT GUIDELINES ON LABELLING  
PROVISIONS IN CODEX STANDARDS  
(Prepared by the Delegation of Australia)

1. Purpose

1.1 These guidelines are intended to assist Codex /Commodity/<sup>1</sup> Committees in elaborating labelling provisions in Codex standards for the purpose of ensuring:

- (i) uniform presentation of the provisions;
- (ii) compliance with the General Standard for the Labelling of Prepackaged Foods, wherever appropriate;
- (iii) a uniform and consistent approach in cases where additional or different provisions to those in the General Standard are necessary in respect of individual foods;
- (iv) that, where necessary, adequate provisions are included for the labelling of non-retail containers of foods.

2. Endorsement of Food Labelling Provisions in Codex Standards

2.1 Under the working procedures of the Codex Alimentarius Commission, all labelling provisions in Codex standards have to be submitted to the Codex Committee on Food Labelling for endorsement.<sup>2</sup> For this purpose, all standards should be referred to the Labelling Committee preferably after they have been advanced to Step 5 of the Procedure for the Elaboration of Codex Standards or before they are considered by the /Commodity/ Committee concerned at Step 7, though such reference should not be allowed to delay the progress of the Standard to the subsequent Steps of the Procedure.

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1. The Procedural Manual (4th Edition, pages 62-63) refers only to "Commodity" Committees as being responsible for the preparation of labelling provisions. As the Regional Coordinating Committees and some of the general Committees (e.g. Food Additives) may also prepare Codex standards, it is proposed that the reference to "Commodity" be deleted.

2. Procedural Manual, 3th Edition, pages 68-69.

2.2 The Labelling sections of all Codex standards in the course of elaboration should include a statement, as appropriate, indicating the endorsement status of the provisions.

3. Instructions to Codex Committees

3.1 Codex /Commodity/ Committees should prepare a section on labelling in each draft standard and this section should contain all the labelling provisions of the standard. The provisions should be included either specifically or by reference to the appropriate paragraphs of the General Standard for the Labelling of Prepackaged Foods. The section may also contain provisions which are exemptions from, additions to, or which are necessary for the interpretation of the General Standard in respect of the product concerned.<sup>1</sup>

3.2 When preparing the section on labelling in each draft standard, Codex Committees should also decide whether provisions for the labelling of non-retail containers of foods covered by the standard are necessary in addition to provisions for the labelling of prepackaged foods covered by the standard.

4. Labelling Provisions for Prepackaged Foods

4.1 Labelling Provisions Included by Reference

4.1.1 Wherever appropriate, labelling provisions for prepackaged foods should be included in individual Codex standards by reference to the General Standard in the following manner:

"LABELLING

Labelling of Prepackaged (Here insert the name of the food).

Sections 1, 2, 4 and 6 of the Codex General Standard for the Labelling of Prepackaged Foods (CAC/RS 1-1969) shall apply.

The labels of all prepackaged foods covered by the standard shall bear the following information:

The name of the food

(See Sections 4.2.3.1 to 4.2.3.6 below)"

4.1.2 The Sections of the General Standard referenced in the above statement are those which are applicable to all prepackaged foods and therefore should be included by reference in all Codex Standards. In many instances, further Sections of the General Standard may also be applicable to particular foods and should also be included by reference.

4.2 Specific Labelling Provisions

4.2.1 Depending on the type and nature of the product, certain of the provisions of the General Standard may not be suitable for unqualified inclusion in Codex standards by reference. In cases where Codex Committees decide that different provisions are necessary, care should be taken with their elaboration to ensure that they are:

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1. Procedural Manual, 5th Edition, page 54.

- (i) consistent in both format and intent with the General Standard;
- (ii) provide the consumer with adequate information which is not misleading or confusing;
- (iii) in a form suitable for uniform adoption by governments with a view to facilitating international trade.

4.2.2 When a Codex Committee decides to exempt a specific labelling provision or deviates from that in the General Standard, a detailed justification statement giving the reasons for such a decision should be provided along with the draft standard when it is submitted to the Codex Committee on Food Labelling for endorsement.

4.2.3 In preparing specific labelling provisions, the following guidelines should apply:

4.2.3.1 The name of the food

- (i) The name of the food should be determined in accordance with Section 3.1 of the General Standard and included in individual Codex standards in the following manner:  

"The name of the food"  
The name of the food shall be .....
- (ii) Additional provisions will generally be necessary to provide for the declaration of descriptive term(s) as part of the name or in close proximity to it. These should cover, as appropriate, matters such as the type of packing media, the style, and the specific condition of the food or the type of treatment it has undergone (eg. dried, freeze-dried, quick-frozen, concentrated, reconstituted).
- (iii) The "name and description" of the food (i and ii above) should be selected with care as they have extensive implications in regard to the acceptance of Codex standards by governments. This is because full acceptance requires that governments allow products complying with a standard to be distributed freely under the "name and description" laid down in the standard (Procedural Manual, 4th Edition, page 20). The Codex Committee on General Principles has decided that for the purposes of acceptance of Codex standards the "name and description" is the sum of all the relevant provisions in "The name of the food" section of a standard (ALINORM 79/35, para 59). It should also be kept in mind that the Codex Committee on General Principles has decided that "the name and description" laid down in the standard is not intended to prevent the legitimate use, for a product not included in the scope of the standard, of any of the relevant provisions in "The name of the food" section with appropriate accompanying qualifying statements, provided that they are in compliance with Section 2, General Principles, of the General Standard (ALINORM 79/35, para 63).

#### 4.2.3.2 List of Ingredients

- (i) The listing of ingredients should be in accordance with Section 3.2 of the General Standard. The provision should be stated in individual Codex standards in the following manner:  

"List of ingredients  
A complete list of ingredients shall be declared in descending order of proportion in accordance with Sections 3.2(b) and 3.2(c) of the General Standard".
- (ii) The Committee should decide whether added water should be declared as required by Section 3.2(d) of the General Standard.
- (iii) Particular attention should be given to the need, or otherwise, to include labelling provisions to cover the Carry-Over of food additives (refer CX/FL 80/7, page 17).
- (iv) For the purposes of labelling, processing aids should be treated as contaminants and should not be listed on the label (ALINORM 79/38, para 138).
- (v) For individual products there may be justifiable need for different or additional provisions to those in Section 3.2 of the General Standard (for example, the specific declaration of food additives rather than the use of class titles, or an indication of the species of animal from which a meat ingredient is derived).

#### 4.2.3.3 Net contents

- (i) Net contents should be declared in accordance with the provisions of Section 3.3(a) of the General Standard.
- (ii) It may also be necessary to include additional provisions to define clearly the net contents of a product (for example, net contents exclusive of glaze).
- (iii) For individual products packed in a liquid medium a decision should also be taken, on the basis of Section 3.3(b) of the General Standard, on whether a declaration of drained weight should be required. If such a provision is necessary, it should be stated in the following manner:

"Drained weight

The drained weight shall be declared in metric (systeme international units) or avoirdupois or both systems of measurement as required by the country in which the food is sold".

#### 4.2.3.4 Date Marking and Storage Instructions

- (i) Specific date marking and storage instructions should be determined by Codex Committees based on a study of the nature of the food.

- (ii) In preparing such provisions, the "Guidelines for Date Marking of Prepackaged Foods for the Use of Codex Committees" should be followed (ALINORM 81/22, Appendix IV).
- (iii) If storage instructions and date marking provisions are included in the standard, the wording given in Sections 4 and 6 of the Guidelines, as applicable, should be used.
- (iv) The definition for the type of date marking need not be included in individual Codex standards provided reference is made to the definition in the Guidelines for Date Marking.

#### 4.2.3.5 Instructions for use

- (i) Where instructions for use are considered necessary for a food, they should be included in the following manner:

"Instructions for use

Directions shall be provided to ensure correct handling, preparation and use of the food".

- (ii) These instructions should include directions, as necessary, to cover matters such as reconstituting and thawing.

#### 4.2.3.6 Additional Requirements

- (i) For some foods it may be necessary to include a further Section, Additional Requirements, based on Section 5 of the General Standard.

### 5. Labelling Provisions for Non-Retail Containers of Foods

5.1 Wherever appropriate, labelling provisions for non-retail containers of foods should be included in individual Codex Standards in the following manner:

"LABELLING

Labelling of Prepackaged (Here insert the name of the food).  
(As outlined in Section 4 above).

Labelling of Non-Retail Containers of (Here insert the name of the food).

Sections 3, 4 and 6 of the Guidelines for the Labelling of Non-Retail Containers of Foods, shall apply.

The labels of all non-retail containers of foods covered by the Standard shall bear the following information:

The name of the food

The name of the food shall be ..... (See under Section 4.2.3.1 above)."



5.2 The provisions for the labelling of non-retail containers should be in accordance with the Guidelines for the Labelling of Non-Retail Containers of Foods (ALINORM 83/22, Appendix ...). All such provisions should be worded in a mandatory manner and specified in full, except that where the requirements are identical to those for packaged products (for example - name of the food, net contents, name and address, country of origin) then they may be included by reference to any earlier relevant provisions in the standard for prepackaged products.