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## SUMMARY AND STATUS OF WORK

Responsible Party	Purpose	Text/Topic	Job No.	Step	Para.
CCEXEC87 CAC47	Critical review / adoption	Revision to the <i>General standard for the labelling of pre-packaged foods</i> (CXS 1-1985): Provisions relevant to allergen labelling	N10-2019	8	52 (i) App II
		Guidelines on the provision of food information for pre-packaged foods to be offered via e-commerce	N09-2019	8	104 App IV
		Guidelines on the use of technology to provide food information in food labelling	N07-2021	8	144 App V
CCEXEC87 CAC47	Critical review / adoption	Annex to <i>General standard for the labelling of pre-packaged foods</i> (CXS 1-1985): Guidelines on the use of precautionary allergen labelling	N10-2019	5	92 (i), (viii) App III
EWG/PWG (Australia, UK, USA) Members CCFL49	Drafting/ comments/ discussion			6/7	92 (vii)
EWG/PWG (Colombia, Canada, India, Jamaica) Members CCFL49	Drafting/ comments/ discussion	Amendments to the <i>General standard for the labelling of pre-packaged foods</i> (CXS 1-1985): Provisions relevant to joint presentation and multipack formats	N06-2023	2/3	155
CCEXEC87 CAC47 EWG/PWG (USA) CCFL49	Critical review/ approval  Drafting/ comments/ discussion	Application of food labelling provisions in emergencies	-	1/2/3	180 (i) – (iv) App. VI
CCFICS28	Information		-	-	180 (v)
CCEXEC87 CAC47	Information / action	Non consensus on section 8.3.2 of the Standard for dried floral parts – dried saffron			36
All relevant committees	Information	Avoiding the redundancy of the provisions for any future labelling provisions			34
CCLAC24 CCFO29 CCSCH8	Information	Endorsement decisions/recommendation			35
CCFH55	Information / action	Update on:  Revision to the <i>General standard for the labelling of pre-packaged foods</i> (CXS 1-1985): Provisions relevant to allergen labelling Guidelines on the use of precautionary allergen labelling  Scientific advice request to FAO/WHO			52 (ii), 92 (iii), (iv)
CCMAS44	Request for advice / action	Food allergen labelling: analytical methods			92 (ii)
FAO/WHO	Request	Guidance for qualitative risk assessment			92 (v)

Responsible Party	Purpose	Text/Topic	Job No.	Step	Para.
		Scientific advice on the level of reference doses or concentrations for cereals containing gluten or gluten; and Capacity building activities to countries on the PAL and risk assessment.			
Kenya CCFL49	Drafting / discussion	Future work and direction of CCFL (discussion paper - update)			223
Codex Secretariat	Publication	Information document: Criteria for the evaluation and prioritization of work of CCFL:			228 (iii), App VII

### LIST OF ABBREVIATIONS

AL	Action level
CAC	Codex Alimentarius Commission
CCEXEC	Executive Committee of the Codex Alimentarius Commission
CCFH	Codex Committee on Food Hygiene
CCFICS	Codex Committee on Food Import and Export Inspection
CCFL	Codex Committee on Food Labelling
CCFO	Codex Committee on Fats and Oils
CCLAC	FAO/WHO Coordinating Committee for Latin America and the Caribbean
CCMAS	Codex Committee on Methods of Analysis and Sampling
CCNFSDU	Codex Committee on Nutrition and Foods for Special Dietary Uses
CCSCH	Codex Committee on Spices and Culinary Herbs
CL	Circular Letter
CRD	Conference Room Document
CXC	Codex Code of Practice
CXG	Codex Guideline
CXS	Codex Standard
ED	Eliciting Dose
ELISA	Enzyme Linked Immunosorbent Assay
EU	European Union
EWG	Electronic Working Group
FAO	Food and Agriculture Organization of the United Nations
FAOSTAT	Food and Agriculture Organization Corporate Statistical Database
FBO	Food Business Operator
IAEA	International Atomic Energy Agency
ICGA	International Chewing Gum Association
IgE	Immunoglobulin E
ISO	International Organization for Standardization
ISSLG	International Social Science Liaison Group
LOQ	Limit of quantification
MS	Mass Spectrometry
NCD	Non-communicable disease
NIV	Nutrient intake values
NPM	Nutrient Profile Model
OIML	International Organization of Legal Metrology
OIV	International Organisation of Vine and Wine
PAL	Precautionary allergen labelling
PHO	Partially Hydrogenated Oils
PWG	Physical Working Group
RfD	Reference Dose

TBT	Technical Barriers to Trade
TFA	Trans-Fatty Acids
UAP	Unintended allergen presence
UN	United Nations
UNICEF	The United Nations Children's Fund
WG	Working Group
VWG	Virtual Working Group
WHA	World Health Assembly
WHO	World Health Organization
WTO	World Trade Organization

**LIST OF CONFERENCE ROOM DOCUMENTS (CRDS)**

<b>No.</b>	<b>Agenda Item</b>	<b>Submitted by</b>
1		European Union (Division of Competence between EU and its Member States)
2	5	EWG chairs on food allergen (Report of the Virtual Working Group on food allergen labelling)
3	6	EWG chairs on e-commerce (Report of the Virtual Working Group on e-commerce)
4	7	EWG chairs on use of technology (Proposed amendments in response to comments from CL 2024/55-FL)
5	8	EWG chairs on multipack formats (Proposed amendments in response to comments from CL 2024/56-FL)
6	5.1	Kenya, Republic of Korea, United Republic of Tanzania
7	5.2	Kenya, Republic of Korea, United Republic of Tanzania
8	6	Kenya, Republic of Korea, Senegal, United Republic of Tanzania
9	7	Kenya, Senegal, United Republic of Tanzania, International Association of Consumer Food Organizations (IACFO)
10	8	Kenya, Republic of Korea, Senegal, United Republic of Tanzania
11	9	European Union, Eurocare, Kenya, Madagascar, United Republic of Tanzania, Organisation internationale de la vigne et du vin (OIV)
12	10	European Union, Kenya, United Republic of Tanzania
13	12	Brazil, European Union, Kenya, United Republic of Tanzania
14	13	European Union, Kenya, Madagascar, Republic of Korea, United Republic of Tanzania
15	15	European Union, United Republic of Tanzania
16	2	Iran, Kenya
17	4	Canada, Kenya, Madagascar, United Republic of Tanzania
18	11	Kenya, United Republic of Tanzania
19	12	United States of America
20	14	International Chewing Gum Association (ICGA)
21	2, 5, 6, 7, 8, 10, 13	Indonesia
22	4, 5.1, 12, 14	Thailand
23	4, 5.1, 9, 10, 13	India
24	5.1	Japan
25	5.2, 6, 7	Russian Federation
26	5.1, 6, 7	Nigeria
27	6	Food Industry Asia (FIA)
28	6, 10, 12, 13	International Baby Food Action Network (IBFAN)
29	5, 9, 11, 13, 14	Mexico
30	5, 6, 7, 8, 9, 10, 13	Uganda
31	12	EWG Chair on sustainability (Revision to the new work proposal on Sustainability Labelling Claims)
32	7, 9	El Salvador





## INTRODUCTION

1. The Codex Committee on Food Labelling (CCFL) held its Forty-eighth Session in Québec City, Canada from 27 October - 1 November 2024, at the kind invitation of the Government of Canada. The Session was chaired by Dr. Parthi Muthukumarasamy, Executive Director, International Programs Directorate, Canadian Food Inspection Agency (CFIA). The Session was attended by delegates from 44 Member countries, one Member Organisation and 26 Observer Organisations. A list of participants is contained in Appendix I.

## OPENING

2. Mr. Greg Orencsak, Deputy Minister of Health Canada, opened the session and highlighted the role of the CCFL in food safety, public health and consumer protection, which has been a long-standing commitment since the first CCFL session was held in 1965. The Committee's efforts, particularly in completing work on allergen labelling and adapting to digital advances, were also highlighted, with the aim of empowering consumers worldwide to make informed, safe food choices.
3. The Chairperson of the Codex Alimentarius Commission (CAC), Mr. Steve Wearne (United Kingdom) and the Codex Secretary, Dr Sarah Cahill also addressed the meeting.

## Division of competence<sup>1</sup>

4. CCFL48 noted the division of competence between the European Union (EU) and its Member States, according to paragraph 5, Rule II, of the Rules of Procedure of the Codex Alimentarius Commission.

## ADOPTION OF THE AGENDA (Agenda item 1)<sup>2</sup>

5. CCFL48 adopted the Provisional Agenda as the Agenda of the Session.

## MATTERS REFERRED TO THE COMMITTEE BY THE CODEX ALIMENTARIUS COMMISSION AND/OR ITS SUBSIDIARY BODIES (Agenda item 2)<sup>3</sup>

6. CCFL48:
  - (i) noted the matters for information; and
  - (ii) agreed to discuss the labelling provisions for country of origin and country of harvest in the Standard for dried floral parts – dried saffron, taking into account the responses from CCSC7 under Agenda item 4.

## MATTERS OF INTEREST FROM FAO AND WHO (Agenda Item 3)<sup>4</sup>

7. The Representative of Food and Agriculture Organization of the United Nations (FAO) informed CCFL48 that FAO and World Health Organization (WHO) have published a series of reports on the FAO/WHO Expert Consultations on food allergens, including priority lists, reference doses (RfD), precautionary allergen labelling, and exemptions. To support these reports, FAO and WHO have prepared brochures on these topics for ease of use, which are available in English on the FAO and WHO websites and would be published in other United Nations (UN) languages by the end of 2024.
8. The Representative of FAO reported on the following Joint FAO/WHO scientific advice activities:
  - (a) The work to update nutrient intake values (NIVs) for infants and young children from birth through three years of age is now complete for calcium, vitamin D and zinc. A guidance document covering the three nutrients will be launched for public consultation in early 2025, with the final publication scheduled for later in 2025.
  - (b) The Joint FAO/WHO Statement on the Principles of a Healthy Diet was recently published.
  - (c) The Joint International Atomic Energy Agency (IAEA)/FAO/WHO meeting to review Human Energy Requirements held in June 2024.
  - (d) The Joint FAO/The United Nations Children's Fund (UNICEF)/WHO Healthy Diets Monitoring Initiative, which released its guidance in June 2024.

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<sup>1</sup> Division of competence between the European Union and its Member States (CRD01).

<sup>2</sup> CX/FL 24/48/1

<sup>3</sup> CX/FL 24/48/2

<sup>4</sup> CX/FL 24/48/3













































environmental impact, and would add complexity to the existing guidelines that support countries to manage the risk of greenwashing.

- (e) Discussions on sustainability and environmental aspects related to the food production chain should have gone to appropriate international technical forums with clear mandate and expertise on this subject. Environmental claims are inherently complex and must be supported by robust comparable sustainability system systems and standards. Without such frameworks establishing general principles, risks being inefficient potentially create confusion rather than clarity.

190. The EWG Chair clarified that the intent of the work was to provide examples within CXG 1-1979 to help, show how the existing provisions these guidelines relate to environmental claims and that the work would focus sections on potentially misleading claims and conditional claims as they relate to environmental claims.
191. Concerning the question related to the mandate of Codex about sustainability and environment, the Codex Secretary explained that environmental issues in the context of food safety and quality issues, for which Codex has developed standards, guidelines and codes of practice, was not new. The Secretary explained that the forthcoming CAC would be considering several draft texts that had been developed due to various environmental challenges. While not inappropriate to refer to environmental issues, the context in which such a reference or consideration is made was important, such as to ensure that it is relevant to the statutory purpose of Codex, to protect the health of consumers and facilitate fair practices in food trade. Similarly, among the terms of reference of CCFL, is to study problems associated with the advertisement of food, and with particular reference to claims and misleading descriptions. The proposal as presented in CRD31 referred to environmental claims in the context of potentially misleading claims, which would fit with the aforementioned term of reference for CCFL, and in particular the aspect relating to misleading descriptions.
192. Following a general discussion CCFL48 considered further revisions to the updated project document as contained in CRD31 and noted that those who expressed concerns did not consider the further revisions addressed their concerns. Support for the revisions was not sought, noting that consensus could not be reached.
193. The Chairperson noted that there were concerns expressed from some Members coming from different geographical regions on the new work and proposed to return the new work to the agenda item on future work and direction for CCFL and that it was open for discussion, should a new proposal be elaborated.

### **Conclusion**

194. While there was support from a number of Members for this work, CCFL48 noted the lack of consensus and agreed not to start new work on sustainability labelling claims and to return the proposed topic to inventory table of previous work identified by the Committee (no decision to undertake new work) noting that the topic was still open for discussion, should a new proposal be elaborated.

### **SUGAR LABELLING - DEFINITION FOR 'ADDED SUGARS' (Agenda item 13)<sup>17</sup>**

195. Costa Rica introduced the discussion paper highlighting that broad support among Codex Members and Observers on the need to establish a clear and harmonized definition of "added sugars" was received in reply to CL 2023/94-FL.
196. Costa Rica underscored that the definition should be based on sound scientific evidence, be practical for industry and understandable for consumers. It was noted that there is no clear analytical method to quantify and differentiate "added sugars" from naturally occurring sugars, but this should not preclude the development of a definition. A harmonized definition would support efforts for global harmonization, facilitating trade, ensuring transparency and improving consistency in food labelling.
197. Costa Rica further stressed that it would be important to consider involving the Committee on Nutrition and Foods for Special Dietary Uses (CCNFSDU) and CCMAS in case of undertaking this work.
198. Costa Rica, drawing attention to CRD49, explained that the scope of the new work proposal had been revised to limit the work to developing a definition for "added sugars" and reviewing the claims for "no addition of sugars" in CXG 23-1997 in order to determine the need for subsequent amendments to ensure consistency with the definition; and that the work would not address nutrient declarations at this time, given comments received in response to the CL 2023/94-FL.

### **Discussion**

199. Diverse views were expressed on the proposal.

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<sup>17</sup> CX/FL 24/48/13

200. Members and Observers supporting the narrowed scope of the new work proposal expressed the following views:
- (a) A harmonised definition could reduce trade barriers noting that different definitions have been adopted by many national authorities; and this term was already used in existing Codex texts, such as CXG 23-1997.
  - (b) A single harmonized definition used for labels and labelling could be useful for countries that do not have a definition.
  - (c) The definition was fundamental for facilitating consumer understanding so that they can make informed decisions about their consumption. Differentiation between total sugars and “added sugars” was essential to provide consumer protection. This would allow consumers to identify clearly the content of “added sugars” in products, to therefore avoid misleading information and allow them to make more responsible and informed purchase decisions.
  - (d) The definition of “added sugars” needed to be included in both the *Guidelines on nutrition labelling* (CXG 2-1985) and in CXG 23-1997 considering that both texts are related to the definition of “added sugars”. The provision on non-addition of sugar claims would need to be reviewed to be in line with the definition of “added sugars” that will be drafted.
201. A Member, while stating that they could support limiting the scope at this time, felt that CCFL should agree in principle on how the definition would be used in future otherwise there would be no clear vision of how the definition would be used once developed. A question was also raised whether it would not be more appropriate for CCFNSDU to develop the definition while CCFL could consider the application of the claim.
202. Those Members not supporting the proposal expressed the following views:
- (a) There was no need for a definition as CXG 23-1997 already covered claims for the non-addition of sugars; and that flexibility was necessary because “added sugars” regulations for food labelling are different depending on the situation of “added sugars” intake in each country or region and the issue of “added sugars” should be rather be considered within CXG 2-1985. These guidelines addressed nutrients considered relevant for maintaining a good nutritional status as required by national legislation or national dietary guidelines.
  - (b) There were no analytical methods to differentiate between “added sugars” and naturally occurring sugars which would make such a definition unenforceable.
  - (c) The aim of the work was to improve consumer health and available scientific opinions were clear on the fact that mono and disaccharides, as well as sugars naturally present in honey, syrups, concentrated fruit juices, and fruit juices have the same health effects. Thus, “added sugars” and free sugars had the same health effects. They therefore considered that any new work in this area should first consider all sugars, where there was scientific evidence of health risks, meaning both “added sugars” and free sugars.
203. Observers made the following observations:
- (a) Lactose should be excluded from the definition of “added sugars”, as it is naturally present in dairy products. Lactose is excluded from classification as free sugars in accordance with WHO guideline on sugars intake for adults and children published in 2015.
  - (b) A wide range of mono and disaccharides and other sweeteners were added to foods, and all should be identified as “added sugars” to distinguish them from intrinsic sugars that are naturally found in foods that are otherwise nutritious. The inclusion of “added sugars” should be mandatory. Consumers had a right to full information about the quantity of “added sugars”, expressed as a percentage of “added sugars” by weight in the ingredient list, and as a subtotal of total sugars in the nutrition declaration panel. This work would support WHO’s call for a ban on “added sugars” and sweeteners in food products for babies and children under the age of three. In addition, it was proposed that there should be a comprehensive definition in the sense that the impact and limitation of non-sugar sweeteners should also be considered in the scope.
  - (c) If work were to proceed, it would be essential to adopt a more nuanced and science-based approach, particularly for 100% fruit and vegetable juices which contain no “added sugars”, only the naturally occurring sugars present in the fruits themselves.
  - (d) The recently revised Standard for follow-up formula for older infants and product for young children (CXS 156-1987), – Part B has set maximum limits for carbohydrates and limited the use of mono-and disaccharides. Moreover, CCFNSDU will start revising the standards on baby foods and will also address the appropriate levels of carbohydrates and sugars.



204. On the point of lack of available analytical methods, a Member clarified that there were other ways to enforce the definition.
205. The Chairperson, in addressing the concern about consultation with CCNFSDU, emphasized that CCNFSDU would be consulted, and their concurrence would be requested before proceeding with any further work on CXG 23-1997; as would CCMAS on the issue of methods of analysis.
206. CCFL48 noted a proposal that ISSLG should also be consulted to ensure that any definition could adequately inform consumers as intended.
207. The Representative of WHO noted that several Member States' normative work on defining "added sugars" as well as conditions to provide consumers with information concerning this concept have benefited from the WHO guideline on sugars intake, which provides a definition on free sugars. The Representative further noted that the development of a definition for "added sugars" in order to be protective of health of consumers would require to consider the concept of free sugars, to prevent misleading consumers to believe that products with free sugars that contain no "added sugars" are not harmful to diets and health. The Representative reiterated that if CCFL decided this new work is judged appropriate at this point, they would continue to support Member States and CCFL in establishing a definition that is able to protect consumers health.
208. Noting support from a number of Members to develop a new definition for "added sugars", but that there was need for clarity on where the definition would be used and what the scope of the definition would be, and to be clear that the work was not related to CXG 2-1985, the Chairperson proposed to consider if the scope and purpose of the work could be further refined.
209. However, no consensus could be reached after attempts to refine the scope and purpose. The Chairperson proposed to discontinue discussion at this time and to keep the topic on the inventory list for future work.

#### **General Conclusion**

210. CCFL48 agreed to keep the topic on the inventory of future work, and that Members could bring forward a project document in reply to the CL requesting proposals for new work in the future.

#### **FUTURE WORK AND EMERGING ISSUES (Agenda Item 14)<sup>18</sup>**

211. Italy introduced the item and summarized key findings based on the updated discussion paper, considering the replies received in response to CL2024/24-FL. The Delegation explained that the paper presented areas of potential work for CCFL, emerging issues of relevance to CCFL, proposals regarding work areas previously considered by CCFL and an inventory of potential CCFL future work. The Delegation informed CCFL that five Members and one Observer had replied to the CL and one new work proposal was submitted for consideration by CCFL48. A second new work proposal was submitted by an Observer as CRD20.

#### **Revision to the Guidelines for the use of nutrition and health claims (CXG 23-1997) to include "high-in" claims**

212. CCFL48 noted a proposal from Canada to develop guidelines for the use of "high-in" claims for nutrients that raise public health concerns due to excessive intake, particularly for sodium, saturated fats, and sugar.
213. Canada explained that the new work was related to the revision of the *Guidelines for the use of nutrition and health claims* (CXG 23-1997), specifically to develop guidance on "high-in" claims for nutrients of public health concern related to excessive intake. This proposal follows the CCNFSDU's decision not to pursue nutrient profiling work and the CCFL completion of the guidelines for front-of-pack nutrition labelling. The Delegation indicated that the proposal targeted nutrients linked to health risks when consumed excessively, specifically sodium (salt), saturated fats, and sugars. The goal was to add specific conditions for "high-in" claims on these nutrients to the table of conditions for nutrient content claims within the existing CXG 23-1997. The guidance was intended to help national authorities design interventions like front-of-pack labelling that align with national or regional health and nutrition policies. "High-in" claims could, thus, support policy interventions that highlight nutrients associated with negative health outcomes, distinguishing them from typical positive nutrition claims.
214. Canada further explained that the proposal was about setting out a framework for "high-in" claims within CXG 23-1997, including conditions to qualify for the claims, and then, based on this framework, to articulate a request to CCNFSDU to determine the levels of nutrient present in a food as part of the conditions to qualify for the claims. The Delegation concluded that this proposal aimed to establish clear, consistent criteria for "high-in" claims, helping to inform consumers and support health initiatives by spotlighting nutrients that pose health risks when consumed in excess.

### **Discussion**

215. CCFL48 noted questions and concerns from Members concerning this new work proposal, which revolved around the following areas:
- (a) Fit Within Current Codex Guidelines: Members questioned whether “high-in” claims are compatible with the current CXG 23-1997, which typically support voluntary, positive claims. High-in claims carry more of a negative aspect and might need to be mandatory to ensure effectiveness, which may not fit within the framing of the current guidelines
  - (b) Unclear Roles of CCFL and CCNFSDU: Members sought clarity on the responsibilities of CCFL and CCNFSDU, especially regarding the establishment of Nutrient Reference Values (NRVs) for nutrients associated with NCDs. They noted that NRVs for sodium and saturated fat already exist. They expressed uncertainty about the role of CCNFSDU in establishing conditions for “high-in” claims and how scientific evidence would be applied.
  - (c) Potential Overlap with the Guidelines on Front-of-Pack Nutrition Labelling: Members raised concerns about how the “high-in” claims would relate to existing guidance on front-of-pack nutrition labelling, recalling past challenges in reaching consensus on this issue and indicating a reluctance to revisit it at this time.
216. Members who shared these questions and concerns noted that further investigation into the identified areas of concern was needed to fully assess the impact and viability of this proposal.
217. The Representative of WHO reminded CCFL that CCNFSDU43 had decided not to start new work on nutrient profiling, which also refers to definitions of high-in levels for nutrients of public health concern, as WHO guidance on the matter was sufficient. The Representative indicated that the WHO global nutrient profile model, which proposes thresholds for high levels of nutrients of concern, including total fats, saturated fats, trans fats, free sugars, and sodium, will be available by the end of 2024.

### **Conclusion**

218. CCFL48 agreed to return this item to the inventory table under the agenda item on future work and direction for CCFL as there was no support from Members. Should there be interest in the future, the project document could be accompanied by a discussion paper to provide further clarity.

#### Uniform definition for “small packs”

219. CCFL48 noted a proposal from the Observer of the International Chewing Gum Association (ICGA) to review the criteria for small units and packages, including in relation to front-of-pack nutrition labelling, to ensure appropriate and feasible implementation for smaller products.
220. The Observer from ICGA referring to CRD20 further indicated that the proposal for new work would consist of two steps: a review of the implementation of the current definitions for foods pre-packaged in ‘small units’ (as defined in the CXS 1-1985) and foods pre-packaged in ‘small packages’ (as defined in CXG 2-1985), followed by a discussion of possible identified gaps and formulation of future recommendations based on the review.

### **Conclusion**

221. CCFL48 noted that no Member indicated support or volunteered to lead on this work. Thus, the Committee agreed to keep this item into the inventory table under the agenda item on future work and direction for CCFL for possible consideration in the future.

### **General Conclusion**

222. CCFL48 agreed to return the “high-in” claim and add the “small packs” to the inventory table under the agenda item on future work.
223. CCFL48 reaffirmed the decision to keep up to date the inventory of future work and emerging issues and further agreed that:
- (i) the Codex Secretariat would issue a CL requesting Members and Observers to provide new work topics or emerging issues for inclusion in the paper.
  - (ii) Kenya would update the paper for CCFL49 and would be responsible to:
    - (a) update the CCFL future work inventory table (found in Appendix II of CX/FL 24/48/14), including input from the CL and removing items approved as new work; and
    - (b) prepare an updated discussion paper on future work and emerging issues for consideration by CCFL49.

- (iii) the updated discussion paper must be made available to the Codex Secretariat at least 3 months before CCFL49.

**APPROACH AND CRITERIA FOR EVALUATION AND PRIORITIZATION OF THE WORK OF CCFL (Agenda Item 15)<sup>19</sup>**

224. The CCFL Host Secretariat introduced the item recalling that the development of a prioritization approach for managing CCFL's work was started based on the recommendation by CCEXEC70 and an initial draft was created and refined through three CLs.<sup>20</sup>
225. It was highlighted that the approach was designed to be simple and flexible by avoiding numerical ratings with the possibility for future adjustments based on practical experience.
226. It was recommended that CCFL48 approve the approach for use on a trial basis as needed, and to keep this document as an information document on the Codex website.
227. An Observer highlighted their strong support for the concept of the document as an effective process for the committee to understand whether proposals consider public health impacts.

**Conclusion**

228. CCFL48 agreed that:
- (i) the draft approach was ready for use on a trial basis, should the need arise.
  - (ii) any refinement to the draft approach, if needed, could be considered following experience gained with its use; and
  - (iii) "the approach and criteria for evaluation and prioritization of the work of CCFL" (Appendix VII) would remain as an information document for CCFL on the Codex website.

**OTHER BUSINESS (Agenda item 16)**

229. WHO announced that WHO would organize a side event at CAC47 in Geneva, Switzerland, during lunchtime on 29 November 2024, focusing on effective nutrition labelling within the context of Codex guidance and the WTO Agreement on Technical Barriers to Trade (TBT). During this event, WHO will present details of the forthcoming guidelines on nutrition labelling policies and provide an update on the WHO information brief on classifying foods for food environment policies.
230. CCFL48 noted that there was no other business to discuss.

**DATE AND PLACE OF THE NEXT SESSION (Agenda item 17)**

231. CCFL48 was informed that its 49th Session was tentatively scheduled to take place in 18 months-time, with the location to be confirmed. The final arrangements being subject to confirmation by the Host Country and the Codex Secretariat.

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<sup>19</sup> CL 2024/29-FL; CX/FL 24/48/15

<sup>20</sup> CL 2020/09/OCS-FL, CL 2022/73/OCS-FL and CL 2024/29-FL

**APPENDIX I**

**LIST OF PARTICIPANTS  
LISTE DES PARTICIPANTS  
LISTA DE PARTICIPANTES**

**CHAIRPERSON – PRÉSIDENT - PRESIDENTE**

Dr Parthi Muthukumarasamy  
Executive Director  
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## APPENDIX II

REVISION TO THE *GENERAL STANDARD FOR THE LABELLING OF PRE-PACKAGED FOODS (CXS 1-1985)*: PROVISIONS RELEVANT TO ALLERGEN LABELLING

(for adoption at Step 8)

(New text to the *General Standard for the labelling of pre-packaged foods (CXS 1-1985)* is presented in **bolded and underlined** and deleted text in ~~strike through~~)

## 2. DEFINITION OF TERMS

**“Allergenic Food” means a food (including ingredients, food additives and processing aids) that can elicit immunoglobulin class E (IgE)-mediated or other specific immune-mediated reactions in susceptible individuals.**

**“Coeliac disease” means a chronic immune-mediated intestinal disease in genetically predisposed individuals induced by exposure to dietary gluten proteins that come from wheat, rye, barley and triticale (a cross between wheat and rye).**

**“Food allergen” means the substance in an allergenic food, usually a protein or protein derivative that can elicit IgE-mediated or other specific immune-mediated reactions in susceptible individuals.**

**“Food allergy” means a reproducible adverse health effect arising from an IgE antibody or non-IgE antibody immune-mediated response following oral exposure to a food.**

## 4. MANDATORY LABELLING OF PRE-PACKAGED FOODS

**4.2.1.3** Where an ingredient is itself the product of two or more ingredients, such a compound ingredient may be declared, as such, in the list of ingredients, provided that it is immediately accompanied by a list, in brackets, of its ingredients in descending order of proportion (m/m). Where a compound ingredient (for which a name has been established in a Codex standard or in national legislation) constitutes less than 5% of the food, the ingredients, ~~other than~~ **need not be declared, except for the foods and ingredients listed in section 4.2.1.4, 4.2.1.7 and where applicable section 4.2.1.5 and** food additives which serve a technological function in the finished product, ~~need not be declared.~~

**4.2.1.4** The following foods and ingredients are known to ~~cause hypersensitivity~~ **trigger food allergy or coeliac disease** and shall always be declared **as allergenic foods using the specified name in addition to or as part of the ingredient name<sup>1</sup> when intentionally present in the food.<sup>3</sup>**

- ~~• Cereals containing gluten; i.e., wheat, rye, barley, oats, spelt or their hybridized strains and products of these;~~
- ~~• Crustacea and products of these;~~
- ~~• Eggs and egg products;~~
- ~~• Fish and fish products;~~
- ~~• Peanuts, soybeans and products of these;~~
- ~~• Milk and milk products (lactose included);~~
- ~~• Tree nuts and nut products; and~~
- ~~• Sulphite in concentrations of 10 mg/kg or more.~~

<sup>1</sup> **In accordance with Section 4.1.1 of the *General Standard for the Labelling of Pre-packaged Foods (CXS 1-1985)*, the ingredient declaration should specify the true nature of the food and be specific and not generic.**

<sup>3</sup> ~~Future additions to and/or deletions from this list will be considered by the Codex Committee on Food Labelling taking into account the advice provided by the Joint FAO/WHO Expert Committee on Food Additives (JECFA).~~

<b>FOODS AND INGREDIENTS</b>	<b>SPECIFIED NAME</b>
<b><u>Cereals containing gluten<sup>2</sup></u></b>	
<b><u>- wheat and other <i>Triticum</i> species</u></b>	<b><u>'wheat'</u></b>
<b><u>- rye and other <i>Secale</i> species</u></b>	<b><u>'rye'</u></b>
<b><u>- barley and other <i>Hordeum</i> species and products thereof<sup>3</sup></u></b>	<b><u>'barley'</u></b>
<b><u>Crustacea and products thereof</u></b>	<b><u>'crustacea'</u></b>
<b><u>Eggs and products thereof</u></b>	<b><u>'egg'</u></b>
<b><u>Fish and products thereof</u></b>	<b><u>'fish'</u></b>
<b><u>Peanuts and products thereof</u></b>	<b><u>'peanut'</u></b>
<b><u>Milk and products thereof</u></b>	<b><u>'milk'</u></b>
<b><u>Sesame and products thereof</u></b>	<b><u>'sesame'</u></b>
<b><u>Specific tree nuts</u></b>	
<b><u>- Almond (<i>Prunus amygdalus</i>)</u></b>	<b><u>'almond'</u></b>
<b><u>- Cashew (<i>Anacardium occidentale</i>)</u></b>	<b><u>'cashew'</u></b>
<b><u>- Hazelnut (<i>Corylus spp.</i>)</u></b>	<b><u>'hazelnut'</u></b>
<b><u>- Pecan (<i>Carya illinoensis</i>)</u></b>	<b><u>'pecan'</u></b>
<b><u>- Pistachio (<i>Pistacia vera</i>)</u></b>	<b><u>'pistachio'</u></b>
<b><u>- Walnut (<i>Juglans spp.</i>)</u></b>	<b><u>'walnut'</u></b>
<b><u>and products thereof</u></b>	

**4.2.1.5** In addition to the foods and ingredients listed in section 4.2.1.4, the declaration of any other foods and ingredients as allergenic foods, including those listed below may also be required<sup>4</sup> using a specified name in addition to or as part of the ingredient name<sup>5</sup>. This shall be based on available risk assessment data for the respective population(s)<sup>6</sup> taking into account risk management considerations.

<b>FOODS AND INGREDIENTS</b>	<b>SPECIFIED NAME</b>
<b><u>Buckwheat and products thereof</u></b>	<b><u>'buckwheat'</u></b>
<b><u>Celery and products thereof</u></b>	<b><u>'celery'</u></b>
<b><u>Oats and other <i>Avena</i> species (and their hybridized strains) and products thereof<sup>7</sup></u></b>	<b><u>'oats'</u></b>
<b><u>Lupin and products thereof</u></b>	<b><u>'lupin'</u></b>
<b><u>Mustard and products thereof</u></b>	<b><u>'mustard'</u></b>
<b><u>Soybean and products thereof</u></b>	<b><u>'soy'</u></b>
<b><u>Specific tree nuts</u></b>	

<sup>2</sup> Includes spelt, Khorasan, and other specific cereals containing gluten that are species or hybridized strains under the genus names of *Triticum*, *Secale* and *Hordeum*. Specified names are to be used according to the associated genus. Hybridized strains are to use specified names in conjunction from all of the parent genera (e.g. 'wheat' and 'rye' for triticale).

<sup>3</sup> In addition to the specified name of 'wheat', 'rye', and 'barley', the word 'gluten' may be used.

<sup>4</sup> These foods and ingredients are not included in 4.2.1.4 but have been recommended to be considered for risk management at the regional or national level (see FAO and WHO Risk assessment of food allergens: Part 1: Review and validation of Codex Alimentarius priority allergen list through risk assessment <https://doi.org/10.4060/cb9070en>).

<sup>5</sup> In accordance with Section 4.1.1, the ingredient declaration should specify the true nature of the food and be specific and not generic.

<sup>6</sup> The assessment of risk in the respective population(s) to be based on the evidence criteria of prevalence, potency and severity of immune mediated adverse reactions to the food or ingredient as established by FAO and WHO Risk assessment of food allergens: Part 1: Review and validation of Codex Alimentarius priority allergen list through risk assessment. <https://doi.org/10.4060/cb9070en>

<sup>7</sup> Oats can be tolerated by most but not all people who are intolerant to gluten. Therefore, the allowance of oats that are not contaminated with wheat, rye or barley in foods covered by this standard may be determined at the national level.



<u>- Brazil nut (<i>Bertholletia excelsa</i>)</u>	<u>'Brazil nut'</u>
<u>- Macadamia (<i>Macadamia spp.</i>)</u>	<u>'macadamia'</u>
<u>- pine nut (<i>Pinus spp.</i>)</u>	<u>'pine nut'</u>
<u>and products thereof</u>	

**4.2.1.6 Regional or national competent authorities may exempt ingredients derived from foods listed in section 4.2.1.4, and where applicable section 4.2.1.5, from being declared as allergenic foods. Such exemptions shall be subject to a risk assessment<sup>8</sup> to establish the safety of the allergenic food derivative.**

**4.2.1.7 Sulphite when present in concentrations of 10 mg/kg or more<sup>9</sup> in a food shall always be declared using the specified name 'sulphite' or 'sulfite' in addition to or as part of the ingredient name.**

**4.2.1.5** 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.

**4.2.1.6** 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 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.

**4.2.2** The presence in any food or food ingredients obtained through biotechnology of an a food allergen transferred from any of the products foods and ingredients listed in Section 4.2.1.4 and where applicable 4.2.1.5 shall be declared.

When it is not possible to provide adequate information on the presence of an these food allergens through labelling, the food containing the food allergen should not be marketed.

**4.2.3 A-Foods and ingredients as listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 must be declared using the specified name in addition to or as part of the ingredient name. All ingredients shall be used for ingredients in the list of ingredients shall be declared in accordance with the provisions set out in Section 4.1 (Name of the Food) except that:**

**4.2.3.1** ~~Except for those ingredients listed in section 4.2.1.4, and u~~ Unless a general class name would be more informative, the following class names may be used. **When a class name is used, for the foods and ingredients listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5, the specified name shall be declared in addition to or as part of the class name.**

<sup>8</sup> For example, FAO and WHO (2024). Risk assessment of food allergens: Part 4: Establishing exemptions from mandatory declaration for priority food allergens <https://doi.org/10.4060/cc9554en>

<sup>9</sup> Sulphite measured on a sulphur dioxide (SO<sub>2</sub>) equivalents basis.

NAME OF CLASSES	CLASS NAMES
Refined oils other than olive	'Oil' together with either the term 'vegetable' or 'animal', qualified by the term 'hydrogenated' or 'partially-hydrogenated', as appropriate
Refined fats	'Fat' together with either, the term 'vegetable' or 'animal', as appropriate
Starches, other than chemically modified starches	'Starch'
All species of fish where the fish constitutes an ingredient of another food and provided that the labelling and presentation of such food does not refer to a specific species of fish	'Fish'
All types of poultry meat where such meat constitutes an ingredient of another food and provided that the labelling and presentation of such a food does not refer to a specific type of poultry meat	'Poultry meat'
All types of cheese where the cheese or mixture of cheeses constitutes an ingredient of another food and provided that the labelling and presentation of such food does not refer to a specific type of cheese	'Cheese'
All spices and spice extracts not exceeding 2% by weight either singly or in combination in the food	'Spice', 'spices', or 'mixed spices', as appropriate
All herbs or parts of herbs not exceeding 2% by weight either singly or in combination in the food	'Herbs' or 'mixed herbs', as appropriate
All types of gum preparations used in the manufacture of gum base for chewing gum	'Gum base'
All types of sucrose	'Sugar'
Anhydrous dextrose and dextrose monohydrate	'Dextrose' or 'glucose'
All types of caseinates	'Caseinates'
Milk products containing a minimum of 50% of milk protein (m/m) in dry matter *	'Milk Protein'
Press, expeller or refined cocoa butter	'Cocoa butter'
All crystallized fruit not exceeding 10% of the weight of the food	'Crystallized fruit'

\*Calculation of milk protein content: Kjeldahl nitrogen × 6.38

**4.2.4.2** 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. The exemption does not apply to food additives and processing aids **that contain the foods and ingredients** listed in sections **4.2.1.4, and where applicable 4.2.1.5, and subject to section 4.2.1.6.**

## 6. EXEMPTIONS FROM MANDATORY LABELLING REQUIREMENTS

With the exception of spices and herbs, small units, where the largest surface area is less than 10 cm<sup>2</sup>, may be exempted from the requirements of paragraphs 4.2 and 4.6 to 4.8. **This exemption does not apply to the declaration of foods and ingredients listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5.**

## **8. PRESENTATION OF MANDATORY INFORMATION**

### **8.3 Declaration of certain foods and ingredients**

**8.3.1 The specified name for the foods and ingredients listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 shall be declared in a clear and distinct manner—such as through the use of font type, style or colour that contrasts from the surrounding text.**

**8.3.2 The specified name for the foods and ingredients in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 shall be declared in the list of ingredients or in a separate statement or in both as determined by the competent authority.**

**8.3.2.1 If used the separate statement shall commence with the word ‘Contains’ (or equivalent word) and be placed directly under or in close proximity to the list of ingredients when present.**

**8.3.2.2 If a separate statement is used on the label, the specified name for each of the foods and ingredients in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 must be declared in the statement even if that specified name is already shown in the list of ingredients.**

**8.3.3 Where a food is exempt from declaring a list of ingredients, and no list of ingredients is present, the specified names of the foods and ingredients listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 shall be declared, in a separate statement made in accordance with section 8.3.2.1.**

**8.3.4 For single ingredient foods, section 8.3.3 does not apply where the specified names of the foods and ingredients listed in sections 4.2.1.4, 4.2.1.7 and where applicable 4.2.1.5 are declared as part of, or in conjunction with, the name of the food.**

**APPENDIX III****ANNEX TO THE GENERAL STANDARD FOR THE LABELLING OF PRE-PACKAGED FOODS (CXS 1-1985): GUIDELINES ON THE USE OF PRECAUTIONARY ALLERGEN LABELLING****(for adoption at Step 5)****1. PURPOSE**

To facilitate a consistent and harmonized approach to the effective use of precautionary allergen labelling (PAL) for communicating to consumers with food allergy or coeliac disease about the risk from the unintended presence of food allergens due to cross-contact with allergenic food.

**2. SCOPE**

These guidelines apply to PAL when used in the labelling of pre-packaged foods to indicate the risk from the unintended presence of a food allergen(s) caused by cross-contact<sup>1</sup> with allergenic food.

**3. DEFINITIONS**

For the purpose of these guidelines, the following definition shall be used in conjunction with the definitions in Section 2 of the *General Standard for the labelling of pre-packaged Foods (CXS 1-1985)*:

**“Precautionary allergen labelling”** is a statement made in the labelling of pre-packaged foods to indicate a risk from the unintended presence of a food allergen(s) due to cross-contact with an allergenic food that has been identified by a risk assessment.

**4. GENERAL PRINCIPLES**

**4.1** Effective food allergen management practices including controls to prevent or minimize the unintended presence of food allergens caused by cross-contact with allergenic foods shall be implemented in accordance with the *Code of practice on allergen management for food business operators (CXC 80-2020)*. The use of PAL shall be restricted to those situations in which the unintended presence of a food allergen(s) cannot be prevented or controlled using these allergen management practices.

**4.2** The decision to use PAL should be based on the findings of a risk assessment<sup>2</sup>, which can include but is not limited to a quantitative risk assessment, of unintended food allergen presence.

**[4.3]** PAL [shall / should] [only] be used when it is demonstrated that unintended food allergen presence cannot be mitigated to a level at or below the action level<sup>3</sup> for a food allergen based on the reference doses in the table at 4.3.1.

**4.3. Alt** [Only] When it is demonstrated that unintended food allergen presence cannot be mitigated to a level at or below the action level<sup>3</sup> for a food allergen based on the reference doses in the table at 4.3.1, PAL should be used.

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<sup>1</sup> Allergen cross-contact as defined in *Code of practice on allergen management for food business operators (CXC 80-2020)*.

<sup>2</sup> *FAO and WHO (2023). Risk assessment of food allergens – Part 3: Review and establish precautionary labelling in foods of the priority allergens (Sections 3.3.1 to 3.3.6 provide guidance for the risk assessment of unintended food allergen presence)*. <https://doi.org/10.4060/cc6081en>

<sup>3</sup> Action level (mg total protein from the allergen / kg food) = Reference dose (mg total protein from the allergen) / Amount of the food (kg). The amount of food should be established based on the quantity that can reasonably be expected to be consumed on a single eating occasion preferably using the 50th percentile.

#### 4.3.1 References doses

	Reference dose (RfD) (mg total protein from the allergen)
Almond	1.0
Brazil nut	1.0
Cashew (and Pistachio)	1.0
Macadamia	1.0
Pine nut	1.0
Walnut (and Pecan)	1.0
Celery	1.0
Mustard	1.0
Peanut	2.0
Egg	2.0
Milk	2.0
Sesame	2.0
Hazelnut	3.0
Wheat	5.0
Fish	5.0
Buckwheat	10
Lupin	10
Soy	10
Crustacea	200

[Placeholder on concentration or RfD for cereals containing gluten or gluten.]

- 4.3.2** Where a reference dose is not established for a particular food allergen in the table to 4.3.1 above, regional or national authorities can establish a reference dose consistent with recognized principles<sup>4</sup> for the purposes of determining an action level.]
- 4.4** PAL shall be accompanied by education/information programs to ensure understanding and appropriate use of PAL by consumers, health care providers and food business operators.
- 5. PRESENTATION OF PAL**
- 5.1** Section 8.1.1, 8.1.2 and 8.1.3 and 8.2 of the *General Standard for the labelling of pre-packaged foods* (CXS 1-1985) apply to PAL labelling.
- 5.2** PAL should appear as a separate statement directly under or in close proximity to the ingredient list (when present).
- 5.2.1** A PAL statement shall commence with the words 'May contain' (or equivalent words) and include the identified allergenic food(s) using the specified names for the foods and ingredients as listed in sections 4.2.1.4 and where applicable 4.2.1.5 of the *General Standard for the labelling of pre-packaged foods* (CXS 1-1985).
- 5.2.2** A PAL statement shall contrast distinctly from surrounding text such as through the same font type, style or colour used for declarations in accordance with section 8.3.1 of the *General Standard for the labelling of pre-packaged foods* (CXS 1-1985).

<sup>4</sup> FAO and WHO (2022). Ad hoc Joint FAO/WHO Expert Consultation on Risk Assessment of Food Allergens: Part 2: Review and establish threshold levels in foods of the priority allergens. <https://doi.org/10.4060/cc2946en>.

**APPENDIX IV****GUIDELINES ON THE PROVISION OF FOOD INFORMATION FOR PRE-PACKAGED FOODS TO BE OFFERED VIA E-COMMERCE  
(for adoption at Step 8)****1. PURPOSE**

The purpose of these guidelines is to ensure consumers buying pre-packaged foods via e-commerce have the information needed to make informed choices, similar to the information they would find on the physical label of the food.

**2. SCOPE**

- 2.1** These guidelines apply to the food information required, or provided voluntarily, that is displayed on the product information e-page for pre-packaged foods offered for sale via e-commerce, and to certain aspects relating to the presentation thereof.
- 2.2** They do not apply to information that is required on the label of pre-packaged foods at the point of delivery as set out in the *General standard for labelling of pre-packaged foods* (CXS 1-1985).

**3. DEFINITIONS**

The following terms shall be used in conjunction with Section 2 of the *General standard for labelling of pre-packaged foods* (CXS 1-1985) for the purposes of this guideline.

“**At the point of delivery**” means the moment when consumers receive pre-packaged food.

“**E-commerce**” means the production, distribution, marketing, sale or delivery of goods and services by electronic means as applicable to foods.”

“**Food information**” means the information that is the subject of a Codex text about a pre-packaged food.

“**Prior to the point of e-commerce sale**” means provided before consumers commit to ordering and purchasing the food.

“**Product information e-page**” means the virtual space on any consumer-facing transactional electronic platform, which is intended to facilitate informed e-commerce sale.

**4. GENERAL PRINCIPLES**

The general principles in Section 3 of the *General standard for the labelling of pre-packaged foods* (CXS 1-1985) are applicable to food information shown on the product information e-page of the pre-packaged food that is being offered for sale.

**5. FOOD INFORMATION PRINCIPLES**

- 5.1** The food information required to be provided on the label of a pre-packaged food or in associated labelling, shall be provided on the product information e-page of the pre-packaged food prior to the point of e-commerce sale, except to the extent otherwise expressly provided in these guidelines, or any other Codex text. This includes the following food information indicated in:
- Section 4 and Section 5 of the *General standard for the labelling of pre-packaged foods* (CXS 1-1985) except information required by 4.6 and 4.7.1.
  - Section 3 of the *Guidelines on nutrition labelling* (CXG 2-1985).
  - Any other relevant Codex text.
- 5.2** A statement shall appear on the product information e-page prior to the point of e-commerce sale to direct the consumer to check the food information on the physical label before consumption.
- 5.3** The labelling exemption of small units as outlined in Section 6 of the *General standard for labelling of pre-packaged foods* (CXS 1-1985) does not apply unless allowed in specific circumstances by competent authorities.
- 5.4** The food information about the pre-packaged foods offered for sale in e-commerce shall be provided to the consumer without a charge to access the information.
- 6. OPTIONAL INFORMATION PRIOR TO THE POINT OF E-COMMERCE SALE**
- 6.1** Section 7 of the *General standard for labelling of pre-packaged foods* (CXS 1-1985) is applicable to food information shown to consumers on the product information e-page for the pre-packaged food that is being offered for sale.

- 6.2** A statement may be provided on the product information e-page prior to the point of e-commerce sale to inform the consumer about the relation between the best before, best quality before, use-by, or expiration date and the product shipping date or at the point of delivery.

**7. PRESENTATION OF MANDATORY FOOD INFORMATION**

- 7.1** Food information required by these guidelines shall be clear, prominent, and readily legible by the consumer under normal settings and conditions of use for a product information e-page.
- 7.2** The language or languages on a product information e-page shall be suitable to the consumer in the country in which the food is marketed and to which it may be delivered.

**APPENDIX V****GUIDELINES ON THE USE OF TECHNOLOGY TO PROVIDE FOOD INFORMATION IN FOOD LABELLING****(for adoption at Step 8)****1. PURPOSE**

Provide guidance on the use of technology to provide food information to consumers<sup>1</sup> about pre-packaged foods<sup>1</sup>.

**2. SCOPE**

These guidelines apply to food information that is accessed by consumers using technology via a reference on a pre-packaged food's label<sup>1</sup> or labelling<sup>1</sup>.

**3. USE**

These guidelines should be read in conjunction with Codex texts related to labelling of pre-packaged foods, including but not limited to *General standard for the labelling of pre-packaged foods* (CXS 1-1985).

**4. DEFINITIONS**

For the purpose of these guidelines:

**"Food information"** means the information that is the subject of a Codex text about a pre-packaged food.

**"Technology"** refers to any electronic or digital means, including but not limited to websites, online platforms and mobile applications.

**5. CONSIDERATIONS FOR DECIDING IF INFORMATION REQUIRED ON A PRE-PACKAGED FOOD'S LABEL OR LABELLING COULD INSTEAD BE PROVIDED TO CONSUMERS USING TECHNOLOGY**

**5.1** The food information should be readily accessible to consumers during normal and customary circumstances of purchase and use, which means:

- a) there should be sufficient technological infrastructure to support providing food information using that technology within the geographic area or country where the food is sold, such as in regards to prevalence and reliability of service,
- b) the general population, including specific sub-sets thereof, should have widespread, adequate and easy access to the technology in that geographic area or country, and have adopted its use, and
- c) it is reasonable for the consumer to use technology to access the food information during the normal and customary circumstances of purchase and use.

**5.2** The name of the food, food information concerning safety and nutrition, and any other mandatory food information as determined by the competent authority, should not be provided exclusively using technology.

**5.3** Food information that relates to an individual physical product (e.g. lot code, date marking) should not be provided only using technology if doing so would compromise the ability to relate the information to that individual product.

**6. USE OF TECHNOLOGY TO PROVIDE CONSUMERS ACCESS TO FOOD INFORMATION THAT IS NOT ACCESSIBLE ON THE LABEL**

In cases where food labelling information is not accessible to consumers, due to conditions of sale or to exemptions from having to be provided on the label or labelling, consideration should be given to the use of technology to provide consumers with access to that information.

**7. PRINCIPLES THAT ARE APPLICABLE WHEN FOOD INFORMATION IS PROVIDED TO CONSUMERS USING TECHNOLOGY**

Food information that is accessed by consumers using technology via a reference on the pre-packaged food's label or labelling shall be based on the following principles, whether the food information is required on a mandatory basis or provided voluntarily:

**7.1** The general principles in Section 3 of the *General standard for the labelling of pre-packaged foods* (CXS 1-1985) are applicable to food information that is described or presented using technology.

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<sup>1</sup> As defined in the *General standard for the labelling of pre-packaged foods* (CXS 1-1985)



- 7.2** Food information described or presented using technology shall not conflict with information provided on the label or labelling of the pre-packaged food, including when shown in different languages.
- 7.3** Where mandatory food information is provided using technology, the reference on the label or labelling shall link directly to this information, and the mandatory food information shall be presented together, readily identifiable and easily distinguishable from other information.
- 7.4** Where food information is provided using technology, the food information shall be in accordance with applicable Codex texts.
- 7.5** Subject to section 5, where mandatory food information is solely provided using technology, the food information shall be available for at least the period, established under intended conditions of distribution, storage, retail and use, that the food would remain safe and suitable for sale, consumption or use. For pre-packaged food that is labelled with a use-by date or expiration date, this means for at least the period up to and including this date.
- 7.6** Food information described or presented using technology shall be readily accessible without consumers having to provide or disclose any information.
- 7.7** When the label or labelling of a pre-packaged food references food information to be accessed using technology, the information presented on the platform shall be sufficient and presented in such a way as to enable consumers to ascertain that the food information pertains to that pre-packaged food.
- 7.8** If the purpose of the reference on the label or labelling of the pre-packaged food is not self-explanatory to consumers, it shall be accompanied by an explanation of how to use it or the type of food information that will be found when used (e.g. "scan here for more information on ingredients").
- 7.9** The reference and any explanatory statement shown on the label or labelling that links to food information to be accessed using technology shall adhere to sections 8.1.2 and 8.1.3 of the *General standard for the labelling of pre-packaged foods* (CXS 1-1985).
- 7.10** Food information described or presented using technology shall be clear, prominent and readily legible, and, if applicable, audible to the consumer under normal settings and conditions of use of the technological platform.
- 7.11** The language or languages of food information described or presented using technology shall be suitable to the consumer in the country in which the food is marketed.
- 7.12** Where food information is provided using technology, it shall be provided to the consumer without a charge to access the information.

**APPENDIX VI**

**PROJECT DOCUMENT:**  
**PROPOSAL FOR NEW WORK ON THE APPLICATION OF FOOD LABELLING PROVISIONS IN EMERGENCIES**  
**(for approval)**

**1. PURPOSE AND SCOPE OF THE NEW WORK**

The purpose and scope of the proposed work is to provide high-level guidance (*i.e.* principles and criteria) to assist governments in considering development and application of food labelling measures in emergencies, including any flexibilities that might support a safe and adequate food supply in such emergencies. The scope of the proposed work covers flexibilities provided by the competent authorities on foods offered for sale domestically, and on foods exported to other countries where acceptance from the importing country is confirmed by the competent authority.

**2. RELEVANCE AND TIMELINESS**

Supply chain disruptions caused by recent emergencies have caused many countries to consider implementing certain temporary food labelling measures to ensure a safe and adequate food supply. Current CCFL texts do not provide guidance on whether and how countries may consider such emergency measures, when deemed necessary. A high-level framework to facilitate decision-making regarding such labelling measures would help ensure both consumer protection and fair trade. There is currently no global guidance for governments to facilitate decision-making on food labelling measures in times of emergency and, given continued and potential supply chain disruptions due to emergencies, this proposed work would be timely. This proposed work would also support Goal One of the Codex

Codex Strategic Plan for 2020-2025, by addressing current, emerging and critical issues in a timely manner. High-level guidance in this area would be beneficial to countries' decision-making, given the number of countries that have considered or implemented emergency food labelling measures in times of emergency in recent years.

**3. MAIN ASPECTS TO BE COVERED**

It is recommended that the following aspects be considered for inclusion in the proposed guidance:

- Purpose
- Scope
- Principles and/or general criteria

**4. ASSESSMENT AGAINST THE CRITERIA FOR ESTABLISHMENT OF NEW WORK PRIORITIES****General criterion**

***Consumer protection from the point of view of health, food safety, ensuring fair practices in the food trade and taking into account the identified needs of developing countries***

Global decision-making principles and criteria would assist governments in considering such measures in a manner that mitigates the risk of consumers being misled and lacking the ability to make informed choices when purchasing food products. Furthermore, such guidance would aim to increase harmonization and facilitate fair trade in an area where no global guidance exists despite significant divergence in approach and practice among countries in emergencies. Such guidance could also help to mitigate the implementation of non-risk-based measures in emergencies.

**Criteria applicable to general matters****a) *Diversification of national legislations and apparent resultant or potential impediments to international trade***

The need for guidance on food labelling measures in emergencies to ensure a safe and adequate food supply has been identified, as there is no global guidance or any other framework to facilitate risk-based decision-making in this area. As a result, multiple approaches have been taken by countries to evaluate, identify, and implement food labelling measures in emergencies, impacting both domestic and international trade.

**b) *Scope of work and establishment of priorities between the various sections of the work.***

It is recommended that guidance provide principles and high-level decision-making criteria for considering food labelling measures in emergencies to assist governments in such situations.

***Work already undertaken by other international organizations in this field and/or suggested by the relevant international intergovernmental body(ies)***

The first consultation paper identified several indirectly related documents from international organizations, though none directly addressed the intended goals and needs of this proposed work in CCFL. As such, there is no known work already undertaken by other international organizations in this area or suggested by other international intergovernmental bodies. Work undertaken in this area should consider the wide range of scenarios that may cause disruption to the international, regional, or domestic supply chain, necessitating consideration of food labelling measures by government authorities to help ensure a safe and adequate food supply. The work should also keep in view the efforts of other international organizations and countries' efforts to prepare for, address, and respond to emergencies more broadly. As part of the work, it is proposed to coordinate with any relevant activities being undertaken by other international organizations, including relevant international organizations.

**c) *Amenability of the subject of the proposal to standardization***

High-level rather than more technical guidance will be more amenable to standardization and will balance the need for flexibility among countries given the range of emergencies that may arise. More detailed or technical standards are not recommended as these would provide less flexibility and offer less opportunity for standardization in Codex.

**d) *Consideration of the global magnitude of the problem or issue.***

It is reasonable to expect that emergencies disrupting supply chains will occur in the future, such as human pandemics, climate change, animal disease outbreaks, natural disasters, disruption of critical infrastructure networks, war, or famine. Such emergencies disrupting supply chains may occur in combination with one another and may be experienced globally or regionally, though even local or regional emergencies can have far-reaching global effects.

Considering the plausibility of future emergencies, it is likely that governments will again experience a need to make timely, risk-based decisions on food labelling exemptions to ensure safe and adequate food supply, with consideration be given to vulnerable populations as well as to facilitate fair trade in such scenarios. Emergencies typically are not specifically predicted, involving critical time constraints and pressure on decision-makers. Therefore, it would be useful to have high-level global guidance and criteria in place to facilitate decision-making.

**5. RELEVANCE TO CODEX STRATEGIC OBJECTIVES**

The proposed work is aligned with the Commission's mandate for the development of international standards, guidelines and other recommendations for protecting the health of consumers and ensuring fair practices in food trade. In addition, the proposed work will support advancement of Codex Strategic Goals 1, 2, 3:

**Strategic Goal 1: Address current, emerging and critical issues in a timely manner**

The proposed work will address a gap in Codex texts by responding to emerging and critical issues related to supply chain disruptions and other emergency-related consequences that risk compromising a safe and adequate food supply in emergencies.

**Strategic Goal 2: Develop standards based on science and Codex risk-analysis principles:**

The proposed work will provide principles and general criteria for considering food labelling measures in emergencies, emphasizing the need for science-based decision making, conducted using risk analysis principles and with adequate stakeholder input. This proposed work is also intended to mitigate the possibility that such emergency measures are not based on science and not based on Codex risk analysis principles, given no such global guidance currently exists.

**Strategic Goal 3: Increase impact through the recognition and use of Codex standards**

Since no global guidance exists to address consideration of food labelling measures in emergencies, the proposed work will raise awareness of the need for Codex guidance and facilitate greater understanding and implementation of existing Codex standards in an area where none currently exist. It is recommended that the proposed work be conducted through an EWG, facilitating the broadest possible participation from Codex members and observers. The proposed guidance could also be referenced and disseminated by other international organizations that deal directly with emergencies, multiplying the likelihood of increased recognition of Codex standards.

**6. RELATION BETWEEN THE PROPOSAL AND OTHER EXISTING CODEX DOCUMENT**

The proposed new work will take into consideration the *Principles and guidelines for the exchange of information in food safety emergency situations* (CXS 19-1995) and other relevant Codex texts. Current CCFL

texts do not address the need for risk-based decision-making on food labelling exemptions in times of emergency. It is noted that the *General standard on the labelling of pre-packaged foods* (CXS 1-1985) and *General standard for the labelling of non-retail containers of foods* (CXS 346-2021) include certain mandatory elements and provide for sharing information through means other than the label. However, existing texts do not contemplate the effects of supply chain disruptions caused by emergencies in recent years. Guidance on claims also includes certain mandatory elements, including that claims should be truthful and not misleading, but similarly do not envision the impacts of emergency scenarios and what factors governments should consider in approving or denying temporary food labelling measures to support a safe and adequate food supply in emergencies.

#### **7. REQUIREMENT FOR AND AVAILABILITY OF EXPERT SCIENTIFIC ADVICE**

Expert scientific advice is not anticipated to be required for this proposed work since the guidance would include general principles and high-level criteria and would not be a detailed technical standard.

#### **8. NEED FOR TECHNICAL INPUT TO THE STANDARD FROM EXTERNAL BODIES**

Consultation with other relevant international bodies will likely be necessary to ensure alignment with any related international organizations' work or activities to prepare for, address, and respond to emergencies.

#### **9. PROPOSED TIMELINE**

Subject to the Codex Alimentarius Commission approval at its next session, it is estimated that the work can be completed in two CCFL plenary sessions.

**APPENDIX VII****INFORMATION DOCUMENT ON APPROACH AND CRITERIA FOR EVALUATION AND  
PRIORITIZATION OF THE WORK OF CCFL****(Information document for publication)****Purpose:**

1. The following guidelines are established to assist the CCFL to identify, prioritize and efficiently carry out its work, as needed, when there are multiple new work proposals to consider.

**Scope:**

2. These guidelines apply to new work proposed to the CCFL and lays down criteria and a process for evaluating the priority of new work proposals, including the revision of current texts.
3. These criteria and process have been developed in addition to the “Criteria for the establishment of work priorities” applicable to general subjects as outlined in the *Procedural Manual*<sup>1</sup>. The additional criteria have been developed, taking into account the mandate of the Codex Alimentarius Commission, the priorities outlined in the Codex Strategic Plan, and the general principles of food labelling included in the *General standard for the labelling of pre-packaged foods* (CXS 1-1985).

**Additional criteria for evaluating and prioritizing new work**

4. The following are the additional criteria against which the new work to be undertaken in CCFL may be assessed, including both positive and negative impacts:

<b>Criterion</b>	<b>Further information</b>	<b>Rating</b>
Relevance to CCFL mandate	Does the proposed new work fit within the terms of reference of CCFL?	Yes/No/Partially
Impact on consumer health	Potential of proposed new work to prevent, reduce or resolve a consumer health risk	High Medium Low
Addresses false, misleading or deceptive labelling practices	Potential of the proposed new work to prevent, reduce or resolve false, misleading or deceptive labelling practices	High Medium Low
Impact on consumer’s ability to make an informed choice	Potential of the proposed new work to assist the consumer in making an informed choice	High Medium Low
Impact on international trade	Potential of the proposed new work to promote fair practices in international trade	High Medium Low

**Process for evaluating and prioritizing new work**

5. As with normal Codex procedures, new work proposals should be presented to CCFL in the format of a project document addressing the criteria given under the “Criteria for establishment of work priorities” for general subjects in the *Procedural Manual*.
6. Additionally, the proposal should preferably also include a self-assessment, including supporting rationale and references, that takes into account the additional criteria outlined in this document. If applicable, the new work proposal may also describe how it addresses internationally identified public health risks related to food safety, health or nutrition.<sup>2</sup>
7. New work proposals should also indicate work underway or planned by other committees on related topics, and, where possible, whether the work, if approved to commence, would likely lead to preparation of a new Codex text or revision of an existing Codex text.
8. Based on the amount of work on the Committee’s agenda and the number of new work proposals, the Committee may decide to establish an *ad hoc* working group with the terms of reference to evaluate and prioritize new work proposals and tasked to make recommendations to CCFL. The *ad hoc* working group could take place during CCFL as an in-session working group, open to all interested Members and Observers.

<sup>1</sup> *Procedural Manual*, Section 2 Elaboration of codex standards and related texts; Criteria for the establishment of work priorities

<sup>2</sup> Identify the internationally identified public health risk and describe how the proposed new work can address the risk, within the mandate of CCFL. For example: WHA66.10: World Health Organization - Global action plan for the prevention and control of Noncommunicable diseases (NCDs) 2013–2020 – Reduction of global population’s intake of salt by 30% by 2025

9. The CCFL has the responsibility to prioritize new work proposals following the process outlined above, taking into account the self-assessment in the new work proposals and/or recommendations of the *ad hoc* working group.
10. The Committee may reassess the priority of a new work proposal if new information becomes available relating to that proposal. Such information may be submitted for consideration and the priority for the new work proposal reconsidered.
11. Ideally, the additional criteria should be applied in a stepwise manner, in the order set out in the criteria table above. If the Committee decides that a proposed work does not fall under the terms of reference of CCFL, then the remaining criteria do not need to be assessed.
12. New work proposals will ultimately be prioritized as per the evaluation received through this prioritization process. Additional criteria, such as feasibility of the proposed new work, may be necessary and developed later for application while considering two or more items of similar priority.
13. The CCFL will maintain the inventory of future work and emerging issues discussion paper that will include all potential work items relevant to CCFL. The inventory paper will be kept current at every session with a different Codex member taking on responsibility each time.