



FSANZ EVALUATION STRATEGY 2004-2008

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EXECUTIVE SUMMARY

This document outlines the strategy for undertaking a scientific and technical evaluation of new key food regulatory measures developed by Food Standards Australia New Zealand (FSANZ) for 2004–2008. The aim of the evaluation is to assess the effectiveness and appropriateness of food regulatory measures by assessing the long term impact for stakeholders and to provide evidence to inform future decisions on food regulation.

The strategy to evaluate new food regulatory measures takes a consultative approach, with input from the FSANZ Advisory Group on Evaluation, which has representatives from key stakeholders in Australia and New Zealand, such as the food industry, consumer groups, health professionals and enforcement officers. The Australian Government Departments of Health and Ageing (DoHA), Agriculture, Fisheries and Forestry (DAFF) and Employment and Work Relations (DEWR) each contribute an advisor to the FSANZ Data and Evaluation Steering Committee, which oversees the evaluation.

Recommendations arising from the evaluation will be forwarded to the FSANZ Board for information and final reports on the outcomes of research will be made available to the public on the FSANZ website. Recommendations which may influence broad policy issues will also be forwarded for information to the Food Regulation Standing Committee (FRSC) and/or the Implementation Sub-Committee (ISC), recognising these committees' interests in the development of a broad policy framework for setting food standards.

The evaluation will be undertaken by assessing the following:

- if the key regulatory changes implemented in the *Australia New Zealand Food Standards Code* (the Code) and associated regulatory measures are appropriate measures to achieve a regulatory system that was less prescriptive, easier to implement and amend whilst encouraging innovation, harmonisation and trade, as outlined in the objectives of the review of food regulation in Australia and New Zealand completed in 2000; and
- if the regulatory changes are effective in meeting the stated objectives outlined in the *FSANZ Act 1991* of protecting public health and safety, providing adequate information relating to food to enable consumers to make an informed choice and prevention of misleading or deceptive conduct.
- The evaluation process may include an assessment of food standards, codes of practice or guidelines, where appropriate, as well as FSANZ supporting material such as interpretative user guides and fact sheets if available.

The 2004-2008 Evaluation Strategy outlines planned evaluation activities for the next five years, including new work associated with the development of primary production and processing standards and regulation for nutrition, health and related claims, options for evaluating other new regulatory measures implemented in this five year time period and follow up research for previous activities.

The review of the *Australian Food Standards Code* and *1984 New Zealand Food Regulations* resulted in many regulatory changes, some major, some minor. Key regulatory changes were identified in the 2001-2003 Evaluation Strategy for which the effect of their implementation

on stakeholders will be evaluated. These were: key labelling changes (mandatory nutrition labelling, percentage labelling, allergen labelling and date marking against the context of general labelling requirements); the change from a prescriptive to a generic, horizontal food additive standard; and the introduction of Food Safety Standards for Australia.

The regulatory measures included in the 2001-2003 Evaluation Strategy focussed on the joint Code adopted in November 2000, gazetted in Australia in December 2000 and in February 2001 in New Zealand. The 2001-2003 Strategy also considered the Novel Foods Standard adopted in June 2001, the Standard for Foods Produced using Gene Technology adopted in December 2001; and the Food Safety Standards that have been adopted by Australian States and Territories on various dates since 24 February 2001. Baseline research was undertaken during 2001-2003 in relation to the key changes.

All follow up research projects undertaken by FSANZ during 2004-2008 will assess the changes experienced by stakeholders since the time of the baseline research, enabling the evaluation to be completed and providing evidence to inform future decisions on food regulation.

THE FSANZ EVALUATION STRATEGY

1 INTRODUCTION

1.1 Purpose of the evaluation

In 2000 the Australia New Zealand Food Authority (ANZFA), now Food Standards Australia New Zealand (FSANZ), made a commitment to undertake a scientific and technical evaluation of the impact of implementing new food regulatory measures. The aim of the evaluation is to assess if the intended outcomes of implementing new regulatory measures, (as defined in the objectives stated in the *FSANZ Act 1991* and in the review of the *Australian Food Standards Code* and *1984 New Zealand Food Regulations*) have been achieved (Appendix 1).

The evaluation will be undertaken by assessing the following:

- if the key regulatory changes implemented in the *Australia New Zealand Food Standards Code* (the Code) and associated measures are appropriate measures to achieve a regulatory system that was less prescriptive, easier to implement and amend whilst encouraging innovation, harmonisation and trade, as outlined in the objectives of the review of food regulation in Australia and New Zealand completed in 2000; and
- if the key regulatory changes are effective in meeting the stated objectives outlined in the *FSANZ Act 1991* of protecting public health and safety and providing adequate information relating to food to enable consumers to make an informed choice and prevention of misleading or deceptive conduct.

The evaluation will assess the effectiveness and appropriateness of new key regulatory measures by assessing the long term impact of implementing these measures for stakeholders (see Appendix 2 for definitions of different types of evaluation). The evaluation will provide evidence to inform future decisions on food regulation. The outcome evaluation process may include assessment of food standards, codes of practice or guidelines, where appropriate, as well as FSANZ supporting material such as interpretative user guides and fact sheets if available.

1.2 Limitations of the evaluation

In some cases it may not be possible to measure the effect of implementing a food standard against the end objective of setting that standard. The external influences on public health and safety as a whole are so complex and influenced by many external factors that a measured change to the level of health and safety of a given population group cannot generally be attributed to a single influence, a single agency or action by an agency, such as a change in food regulatory measures.

For example, Chapter 3 standards set food safety standards for food manufacturers and retailers, with the overall objective of protecting public health and safety by producing food for consumers that is not likely to cause food borne illness or contain other physical hazards. However, many other factors impinge on the safety of the food consumed, such as the level of enforcement of the standards at the place where the ingredients or whole food are

manufactured or sold, a consumer's own actions once the food is purchased in terms of appropriate storage and preparation of that food and their individual susceptibility to microbiological hazards. It would not be possible to attribute changes to the Chapter 3 standards to prevalence of food borne illness in the population as a whole. However, to produce safe food there are several interim steps that need to occur, for which reasonable performance measures can be developed to assess if these interim objectives have been achieved. For example, FSANZ can assess the food businesses' awareness and understanding of the new food safety standards; and assess their actual practice in relation to implementing key elements of the standards, such as temperature control, contamination, cleaning and sanitation and personal hygiene. If the results from these assessments indicate that the change in a standard has had a positive outcome, then it can be assumed that this in turn will be a starting point for improvements in overall food safety and public health.

2 MANAGEMENT OF THE EVALUATION STRATEGY

Management arrangements for developing and implementing the Evaluation Strategy are summarised below.

2.1 Relationship with the Food Regulation Standing Committee (FRSC) and the Implementation Sub-Committee (ISC)

The role of the Evaluation Unit at FSANZ and relationship with FRSC, ISC and the Technical Advisory Group (TAG) has been clearly defined. FSANZ will be responsible for a scientific and technical evaluation of the impact of implementing the changes to food regulatory measures. The Australia and New Zealand Food Regulation Ministerial Council (ANZFRMC), FRSC and ISC are responsible for broad policy issues, with the ISC having specific responsibility for overall implementation of food regulatory measures. FSANZ has undertaken to update senior food officers and their equivalents in the agricultural departments via the TAG and the Bi-National Surveillance Network regularly on progress with evaluation activities. Appendix 3 gives an updated flow chart denoting current relationships between the Evaluation Unit at FSANZ and these other groups.

2.2 Data and Evaluation Steering Committee

FSANZ established a Data and Evaluation Steering Committee in 2001 that has met on a regular basis to oversee the evaluation activities. The Committee consists of senior FSANZ managers with the Australian Government Departments of Health and Ageing (DoHA), Agriculture, Fisheries and Forestry (DAFF) and Employment and Work Relations (DEWR) each contributing an evaluation advisor (current membership and terms of reference are given at Appendix 4).

2.3 Consultation process

FSANZ has an established consultation process that facilitates input from key stakeholders throughout the evaluation process. This is achieved by means of a stakeholder Advisory Group established in 2001, by direct contact with individual stakeholder groups as appropriate and by inviting nominees to individual project teams. The Data and Evaluation Steering Committee oversees this process.

2.3.1 Stakeholder Advisory Group on Evaluation

Key representatives from the main stakeholder groups in Australia and New Zealand (Australian and New Zealand government health and agriculture departments, consumers, food industry and health professionals) are represented on the Stakeholder Advisory Group (see Appendix 4 for current membership and terms of reference). Due to competing work commitments, senior food officers (SFOs) and their equivalents in the agricultural departments are not represented on the Advisory Group, but are kept informed via TAG and the Bi-National Surveillance Network.

2.3.2 Project teams

Advisory Group members regularly participate in, or nominate, colleagues for smaller project teams established to assist FSANZ initiate, design and undertake major evaluation activities. These teams normally consist of a project manager from the Evaluation Unit (Modelling, Evaluation and Surveillance Section) and staff members from relevant FSANZ sections, external experts and representatives from key stakeholder groups.

3 THE 2004-2008 EVALUATION STRATEGY

3.1 Scope of the evaluation for 2004-2008

In the 2004-2008 Strategy the scope of evaluation has been widened from that in the 2001-2003 Strategy to include new regulations put in place since the review was completed in 2000 and the Code fully implemented on 20 December 2002. New work will include an evaluation of the proposed primary production and processing standards (Chapter 4 standards) and an evaluation of proposed regulatory measures for health and nutrition claims. There are also options for evaluating other new regulatory measures implemented in this five year time period.

The ANZFRMC released a policy guideline for development of outcome based primary production and processing standards using a 'through chain approach' to managing food safety in August 2003. FSANZ is now in the process of developing a standard for seafood and one for poultry and will then assess the need for standards for other primary production sectors. The ANZFRMC released a policy guideline for the regulation of nutrition, health and related claims in December 2003 that aims to ensure the health and safety of the public is protected whilst allowing for industry innovation and trade. FSANZ is currently developing a framework for these claims and beginning the process of consultation required to develop a standard.

The 2004-2008 Strategy will also build on the work initiated as part of the 2001-2003 Strategy that focussed on key regulatory changes in the Code. The Code was adopted in November 2000 and gazetted in December 2000 in Australia and in February 2001 in New Zealand. The 2001-2003 Strategy also considered the Novel Foods Standard adopted in June 2001, the Standard for Foods Produced using Gene Technology adopted in December 2001 and the Food Safety Standards that could be adopted by States and Territories in Australia

from 24 February 2001. The six evaluation activities undertaken during 2001-2003 provided benchmark data for use in this evaluation (see Section 3.5).

The 2004-2008 Strategy outlines follow up activities for six projects undertaken during 2001-2003 that will enable the evaluation of the key labelling changes (for example mandatory nutrition labelling, percentage labelling, allergen labelling and date marking), the food additive standard and food safety standards to be completed.

3.2 Issues to be addressed in the evaluation

In developing a plan for implementing the FSANZ Evaluation Strategy, it is important not only to track changes from the baseline conditions (monitoring) but to be able to validate the results of the program and assess how and why they were or were not achieved (evaluation).

The difference between monitoring and evaluation activities is that whilst monitoring can alert managers to potential problems in the system, an evaluation can provide managers with information or evidence on which to base a new strategy or develop alternative policy options. An evaluation should provide the reasons why the current regulation system may not be working in practice in relation to public health and safety or consumer information or not having the intended effect from a stakeholder point of view (see Appendix 5 for definitions of monitoring and evaluation).

Examples of the types of questions that may be posed in the outcome evaluation are given below in parenthesis:

1. Assess the effectiveness and appropriateness of the new regulatory measures:

(Have the stated objectives of the *FSANZ Act 1991* and the review of the Code completed in 2000 been met when developing new regulatory measures?)

Assess the impact of new regulatory measures on public health and safety

(Does removing the level of prescription in standards increase/decrease the risk of exceeding reference health standards for food chemicals to consumers? Does an outcomes-based approach to food safety standards result in a safer food supply? Do new mandatory/advisory warning statements achieve the desired outcomes of increased information to target consumer groups at risk?)

Assess the impact on consumers of changes in information available on food labels

(Do consumers understand the information provided on the new labels? Does it enable them to make better, more informed choices about food? Have they changed attitudes/behaviour as a result of new information provided?)

Assess the costs and benefits to enforcement agencies, food industry of implementing the new regulatory measures

(Has the implementation of the new regulatory measures provided the expected benefits to enforcement officers and/or the food industry? Are the standards easier to interpret and

enforce? Has innovation increased in the industry? Are there any trade/World Trade Organisation issues due to lack of harmonisation of standards with international standards? Are there any unforeseen or unexpected costs?)

Assess the impact of changes to standards on the prevention of misleading or deceptive conduct

(Has the removal of compositional/quality standards from FSANZ food standards resulted in potentially misleading or deceptive conduct? Do the new labelling provisions give consumers adequate information about food composition, eg percentage labelling? Are foods marketed such that labels are not false, misleading or deceptive? Does the Australian Trade Practices Act or the New Zealand Fair Trading Act adequately cover cases no longer covered under the new Code?)

Assess the effectiveness and appropriateness of related non-regulatory activities, where relevant.

(Have codes of practice or guidelines been effective and appropriate measures to achieve the objectives of protecting public health and safety and provided sufficient information to consumers to enable an informed choice? Have interpretative user guides improved level of knowledge and understanding of the new regulatory measures? Have fact sheets on new food standards and food safety standards improved level of knowledge and understanding of the new regulatory measures? For whom?)

3.3 Plan for 2004-2008

A plan for implementing the 2004-2008 Strategy is given below, with specific proposed evaluation activities summarised in Table 1. Although not specified in this table, there is enough flexibility in the evaluation plan to be able to include an evaluation of other new regulatory measures implemented in the 2004-2008 period that are not yet identified.

For individual standards or other regulatory measures a 'hierarchy of objectives' can be identified in most cases, such that interim objectives identified in the hierarchy need to be achieved before the next step. This is useful to planning in that it establishes a time frame for achieving the end objective and each intervening step. The hierarchy can also help to identify which outcomes are feasible for the agency undertaking the evaluation to measure, such that the achievement of interim objectives is assessed, not the end objective.

An outline of the purpose, focus and scope of each activity is also given in Table 1 against interim objectives against which it is to be assessed, with available data sources and new data required to assess if performance indicators have been met. Performance indicators will be chosen such that outcomes can be assessed against objectives (effectiveness evaluation) or needs (appropriateness evaluation) in a realistic and affordable way. Many of the activities undertaken so far as part of the 2001-2003 Evaluation Strategy have involved quantitative data collection surveys or qualitative research and were basically monitoring activities that provided a baseline or benchmark necessary for completing the evaluation in the future, once the follow up activities outlined in this plan are completed.

Table 1: Summary of the purpose, scope and focus of FSANZ evaluation activities 2004-2008*

Evaluation issue	Purpose of activity	Scope	Focus	Interim objective(s)	Performance indicator	Baseline data	Data required
Objective 1(a) Protection of public health and safety							
1(a).1 Safe food handling	To assess changes in food handling practices over time with respect to new regulatory measures	Food safety measures	Standards 1.6, 3.2 FSANZ user guides, educational material	Food businesses aware of food standards, have knowledge of safe food handling practices and practice safe food handling	Changes in food business awareness, knowledge of safe food handling practices & actual food handling practices	National Food Handling Benchmark survey (ANZFA 2002b)	Follow up survey across all Australian States and Territories (telephone and observational survey)
1(a).2 Use of food additives (Intense sweetener consumption)	To assess the effect of the decrease in prescription in food additive standards on dietary exposure to intense sweeteners	Intense sweeteners	Standard 1.3.1	Dietary exposure to intense sweeteners does not exceed public health standards	% population exceeding ADIs for each sweetener	1994/95 Australian sweetener survey 2002/03 Sweetener survey in Australia and NZ (FSANZ 2004a)	Follow up consumer survey (Australia and NZ)
1(a).3 Allergen labelling	To assess the effect of new mandatory advisory statements on 'at risk' groups	Labelling of food allergens, sulphites	Standard 1.2.3	'At risk' consumers or their carers select foods that are safe	Changes in awareness, knowledge & behaviour of 'at risk' consumers due to improved labelling	2003 Allergen labelling survey in Australia and NZ (FSANZ 2004b)	Follow up survey of consumers with food allergies in Australia and NZ
1(a).4 Food safety in the primary production and processing sector	To assess changes in food handling practices with respect to new regulatory measures	Primary production sectors: for example seafood, poultry	Chapter 4 standards	Businesses aware of food standards, have knowledge of safe food handling practices and practice safe food handling	Changes in food business awareness, knowledge of safe food handling practices & actual food handling practices	Microbiological surveys from FSANZ, States and Territories. (No baseline data on safe food handling issues for most primary production sectors available)	Baseline qualitative research across all sectors, quantitative survey for sectors where specific standards established and interpretative guidelines available.

Evaluation issue	Purpose of activity	Scope	Focus	Interim objective(s)	Performance indicator	Baseline data	Data required
Objective 1(b) Provision of information to consumers							
1(b).1 Labelling and consumers	To assess changes in awareness, knowledge, attitude & behaviour towards label information for consumers	General labelling (esp date marking, storage instruct, % labelling, nutrition labelling) GM, irradiated & novel food labelling	Labelling Standards 1.2 Pre-market approval Standards 1.5 FSANZ educational material	Consumers provided with sufficient information relating to food to enable them to make an informed choice (end objective)	Change in awareness & knowledge of consumers, behavioural change	1995 ANZFA labelling survey 1997 NZ survey Benchmark research in Australia and NZ (Qualitative research, ANZFA 2002b; Quantitative survey, FSANZ 2003b)	Follow up survey in Australia & NZ
1(b).2 Labelling issues for stakeholder groups other than consumers	To assess changes in awareness, knowledge, implementation and enforcement of labelling requirements for other stakeholders	General labelling GM, irradiated & novel food labelling	Labelling Standards 1.2 Pre-market approval Standards 1.5 FSANZ educational material	New regulatory measures are easier to understand, interpret and amend. Innovation enhanced and trade facilitated.	Change in awareness & knowledge of stakeholders Costs/benefits for stakeholders.	Benchmark Qualitative research in Australia and NZ (ANZFA 2002c) Australian National Food Industry Strategy survey on research & development and innovation (NFIS 2003)	Follow up survey on Code implementation in Australia and NZ
1(b).3 Monitoring of food labels	To track the general impact of the Code on food labels	Food labels in all major food categories	Labelling Standards 1.2, 1.5, Chapter 2 composition standards	Manufacturers and retailers implement Code, food labels consistent with Code.	Degree of consistency of food labels with new labelling provisions in the Code	Label monitoring pilot project 2002-2003 (to be published by FSANZ in 2004)	Ongoing label monitoring survey?

Evaluation issue	Purpose of activity	Scope	Focus	Interim objective(s)	Performance indicator	Baseline data	Data required
Objective 1(b) Provision of information to consumers							
1(b).4 Use of nutrition, health and related claims on foods	To track the impact of new standards and associated regulatory measures on nutrition, health and related claims	Nutrition, health and related claims on food labels in all major food categories	Transitional standard 1.1A.1 Standard 1.2.7	Manufacturers and retailers implement provisions, food labels consistent with requirements. Consumers provided with sufficient information relating to food to enable them to make an informed choice (end objective)	Degree of consistency of food labels with new labelling provisions in the Code, Code of Practice or guidelines (as applicable) Change in awareness & knowledge of consumers, behavioural change	Labels available from label monitoring project (2002-2003). Labels from food type dietary supplements (2003) Qualitative research with consumers on food type dietary supplements (FSANZ 2003c) and on nutrition claims (FSANZ 2003d)	Special label monitoring survey. Follow up consumer research

* There is sufficient flexibility in the work plan to enable additional activities to be undertaken relating to new regulatory measures implemented in the 2004-2008 period

3.4 Cooperative approach to food standards setting and evaluation

In some cases, FSANZ may not be the best placed agency to collect data or evaluate a specific interim or end objective because the development of the Code is a cooperative arrangement between several national level agencies in Australia and New Zealand and the Australian States and Territories. For New Zealand, the joint Code relates primarily to labelling and compositional standards, not to food safety or primary production standards.

Food standards are developed by FSANZ under policy guidance from the ANZFRMC and FRSC; the ISC is specifically charged with assessing the overall implementation of food regulation. These committees comprise senior representatives from State, Territory and New Zealand health, agriculture and trade departments.

The *FSANZ Act 1991* and the Code sit side by side with other applicable laws such as the State and Territory Food and Health Acts, Australian Trade Practices Act (TPA) and in New Zealand, the New Zealand Food Act, New Zealand Food Regulations and the New Zealand Fair Trading Act (FTA). The provisions in these Acts relate to the protection of public health and safety and to conduct which is false, misleading or deceptive and apply to the supply of food in trade and commerce.

Responsibility for enforcing food standards rests with the State and Territory Governments in Australia and the New Zealand Government. Each government has one or more agencies responsible for food surveillance charged with the task of ensuring that the requirements of the Code are met.

3.5 How food standards link with other requirements

FSANZ also interfaces with a number of Australian and New Zealand government agencies and organisations in undertaking its food standards setting role. These include:

- the Australian Quarantine and Inspection Service (AQIS) in its export market access and trade facilitation role and the relevant sections in the New Zealand Food Safety Authority (NZFSA). These agencies can provide advice on other countries' food legislation or export requirements;
- the Therapeutic Goods Administration (TGA) in Australia and MedSafe, Ministry of Health, New Zealand (Trans Tasman Agency from July 2005) in the regulation of complimentary medicines, which have elements in common with foods;
- the Australian Pesticide and Veterinary Medicines Authority (APVMA) in Australia and relevant sections in the NZFSA in New Zealand with respect to processes for setting maximum permitted levels of chemicals in food. NZFSA and APVMA in their respective countries approve the use of agricultural and veterinary chemicals; and
- the Office of the Gene Technology Regulator (OGTR) in Australia and the Environmental Risk Management Authority (ERMA) in New Zealand who have responsibility for protecting the environment, and public health and safety, with respect to genetically modified organisms.

4 EVALUATION ACTIVITIES

The evaluation activities are grouped according to issues and the main objective in the *FSANZ Act 1991* that they relate to:

Evaluation issues that relate to public health and safety

The objective of the new standards is to develop standards that protect public health and safety where necessary but remove unnecessary prescriptive standards and those relating to quality issues where these cannot be justified on public health and safety grounds (Objective 1(a)). Specific evaluation issues identified to address in relation to this objective include:

- Activity 1(a).1 Safe food handling for processed foods (Australia only)
- Activity 1(a).2 Food additive use (intense sweeteners only)
- Activity 1(a).3 Allergen labelling
- Activity 1(a).4 Safe food handling for primary products (Australia only)

Evaluation issues that relate to provision of labelling information

The objective of the new standards is to develop standards that are easier to interpret, to deliver information on food labels that is easy to understand and use, and to enable consumers to make informed choices about foods (Objective 1(b)). Specific evaluation issues identified to address in relation to this objective include:

- Activity 1(b).1 Labelling in relation to consumers
- Activity 1(b).2 Labelling in relation to stakeholder groups other than consumers
- Activity 1(b).3 Monitoring of labels
- Activity 1(b).4 Use of nutrition, health and related claims

Individual evaluation activities, outlined in Table 1 are discussed in more detail below noting where the activities for 2004-2008 build on the baseline data collected previously during 2001-2003.

4.1 Activity 1(a).1 Evaluation of safe food handling for processed foods (Australia only)

The objective of the Australian Food Safety Standards is to develop consistent national standards that were outcomes focussed, rather than prescriptive, for food handling practices, equipment, premises and transport vehicles in food businesses. The aim is to decrease the risk of manufactured, processed or prepared foods carrying microorganisms, foreign material or other contamination likely to cause food-borne illness or food to be unsuitable.

A follow up survey is required to evaluate the standards so that changes since the baseline survey completed in 2001 can be assessed. The evaluation is focused on the Australian Food Safety Standards (3.1.1, 3.2.2, 3.2.3), *Standard 1.6.1 Microbiological Limits* for Food and FSANZ educational materials related to these standards (eg fact sheets, Safe Food Australia user guidelines). The baseline data were collected prior to the Chapter 3 standards being

adopted in States and Territories. Food Safety Standards are not covered in the Treaty¹ and therefore these standards were not adopted in New Zealand, restricting the evaluation to Australia.

The evaluation is limited to assessment against the interim objectives of changing the awareness, knowledge and behaviour of food businesses in relation to safe food handling. For the purposes of the research, food businesses included food manufacturers, food retailers and food service establishments, for example, restaurants, cafes and other catering establishments. Relevant information from OzFoodNet and other sources on the prevalence of food borne illness in terms of specific microbiological hazards and foods will also be considered in the evaluation where appropriate.

4.2 Activity 1(a).2 Evaluation of food additive use

A revised food additive standard (*Standard 1.3.1 Food Additives*) was in place in Australia and New Zealand from July 1999, which was prior to the implementation of the rest of the Code. The main objective of this standard is to simplify the regulation of food additives by bringing together food additives that may be used in all foods into one generic standard. In July 2001, a user guide was published on the FSANZ website and in August 2002, user guides on flavourings and flavour enhancers and representations about food were also published.

FSANZ chose to evaluate the impact of the new standard by assessing consumer use of intense sweeteners because these additives are in wide use in the food supply with a growing consumer interest in low joule foods. The regulation of intense sweeteners had changed considerably and several of the sweeteners were on a priority list for monitoring, developed as an outcome of the 2000 review of the Code. In August 2001, an eighth sweetener, neotame, had also been approved for use. Baseline data on the consumption of seven intense sweeteners were available for the Australian population aged 12-39 years of age (NFA 1995).. A follow up survey was undertaken in 2003 in Australia and included older people and New Zealand consumers for the first time.

The evaluation will assess if the move from prescriptive standards to a generic standard resulted in changes to estimated dietary exposure to intense sweeteners and consequent changes in public health and safety risk to different population sub-groups. The data obtained in the 2003 survey will be used for this purpose. It is intended to repeat this survey in 2008-09 to assess the impact of further changes to the standard (as a result of any action taken following the evaluation and/or applications to FSANZ) and consequent market changes on consumption patterns of foods containing intense sweeteners.

4.3 Activity 1(a).3 Evaluation of allergen labelling

The objective of mandatory/advisory warning statements is to give consumers adequate information such that they can avoid a potentially life-threatening adverse reaction to food or an ingredient in food for themselves or people they care for. The Code now requires that certain information be provided on labels (Standard 1.2.3). This information may be in the

¹ In 1995, Australia and New Zealand signed an Agreement (the Treaty) to develop a joint Food Standards System.

form of a prescribed statement (which includes warning statements), an advisory statement or a specific declaration depending on the degree of risk to health and safety of consumers.

The evaluation will assess if the allergen labelling provisions improved the awareness and knowledge of consumers 'at risk' (of allergic reactions to food) of foods likely to contain allergens and their ability to choose foods which would not cause unwanted adverse reactions. Changes in awareness, knowledge, attitudes and change of behaviour in relation to allergen labelling are interim outcomes necessary to achieve the end outcome of protection of public health and safety. For the purposes of evaluation, only the statements about certain allergenic substances (crustacea, eggs, fish, milk, nuts and soybeans and their products) and sulphites are included in the research.

A 2003 survey collected detailed baseline data from grocery buyers for 'at risk' consumers on their use of allergen labelling. Limited information is also available for the general population on their use of allergen labelling from a general labelling survey completed in 2002. It is intended to repeat the allergen labelling survey in two to three years time to enable the evaluation of these labelling provisions to be completed.

4.4 Activity 1(a).4 Evaluation of safe food handling of primary produce

The development of primary production and processing standards will be a major area of new work for FSANZ during the next five year period and is expected to cover the seafood, poultry, eggs, meat, dairy, grains, horticulture and honey sectors. The ANZFRMC released a policy guideline for development of outcome based primary production and processing standards using a 'through chain approach' to managing food safety in August 2003. It was noted that the development of these standards would take into account the following objectives of the Council of Australian Government Food Regulation Agreement 2000 (given below), whilst at the same time meeting the *FSANZ Act 1991* objectives:

- providing safe food controls for the purpose of protecting public health and safety;
- reducing the regulatory burden on the food sector;
- facilitating the harmonisation of Australia's domestic and export food standards and their harmonisation with international standards;
- providing cost effective compliance and enforcement arrangements for industry, governments and consumers;
- providing a consistent regulatory approach across Australia through nationally agreed policy, standards, compliance and enforcement procedures;
- recognising that responsibility for food safety encompasses all levels of government and a variety of portfolios; and
- supporting the joint Australia and New Zealand efforts to harmonise food standards.

These standards will be complementary to the Food Product Standards (Chapter 2) and the Food Safety Standards (Chapter 3) of the Code. Commodity specific standards will be developed to cover the food supply chain for a particular commodity group to the extent determined by FSANZ with the relevant Standards Development Committee (SDC). However, they are not intended to cover the food businesses and food production steps already covered by Chapter 3 Food Safety Standards.

The main focus of the primary production and processing standards is the *'implementation of good hygienic and other practices that effectively control occurrence of contamination'*,

including practices that control contamination via air, water, feedstuffs, fertilizers, pesticides, veterinary drugs and any other agent used in the primary production of foods that control the health of animals, birds or seafood; and that protect food sources from faecal and other contamination’.

The aim of the evaluation research is to assess if the interim objectives of setting primary production and processing standards are achieved, assuming that these objectives need to be met before the end objective of protecting public health and safety by reducing the levels of contamination by pathogens of concern in specific high priority foods can be achieved. The interim objectives are:

- improvement in the awareness and knowledge of food businesses in the primary production sectors in relation to safe food handling (based on interpretative guidelines to Chapter 3 and 4 standards); and
- improvement in the behaviour of food businesses in the primary production sectors in relation to safe food handling (based on interpretative guidelines to Chapter 3 and 4 standards).

The evaluation work on assessing the impact of implementing new primary production and processing standards (Chapter 4 standards) will primarily be with stakeholders from primary production sectors in Australia, but may also include other stakeholders such as enforcement officers.

As the preliminary work on the seafood standard has shown, FSANZ has little current information on the awareness, knowledge and behaviour of food businesses in relation to safe food handling, current regulations, staff training or about their sources of information on these subjects.

To aid the initial development of proposals for the generic and sector specific standards it is proposed that the research be divided into four phases:

Phase 1: qualitative baseline research across relevant primary production sectors on awareness, knowledge and behaviour of food businesses in relation to safe food handling and current regulations, sources of information and staff training;

Phase 2: review of available microbiological survey data of specific pathogen/food combinations in each sector, to be undertaken once the risk profiling process is completed in the review of each primary production sector and where high priority foods have been identified by FSANZ in consultation with the SDC for which a commodity specific standard is proposed;

Phase 3: to be undertaken only if a commodity specific standard is proposed; quantitative baseline research with food businesses in individual sectors on their awareness, knowledge and behaviour in relation to safe food handling, with a survey questionnaire based on the interpretative guidelines for the commodity standard developed by FSANZ and other relevant provisions in the Chapter 3 and Chapter 4 standards (Chapter 3, ANZFA 2001);

Phase 4: follow up research, undertaken at least two years after the standards are implemented in all States and Territories.

The evaluation will also draw on epidemiological data collected on food-borne illnesses in Australia through the inter-governmental OzFoodNet project and other sources.

4.5 Activity 1(b).1 Evaluation of labelling in relation to consumers

The objective of the general labelling standards is to ensure that consumers are provided with sufficient information on food labels to enable an informed choice. The evaluation will assess if key changes in labelling standards implemented as a result of the 2000 review of food standards resulted in an improved level of consumer understanding and use of food labels.

Baseline data were collected in 2002 on consumers' knowledge, use and interpretation of sixteen label elements. It is intended to repeat this survey during 2004-2008 to enable the evaluation of the general labelling provisions to be completed.

4.6 Activity 1(b).2 Evaluation of labelling in relation to other stakeholders

In addition to the overall objective of the general labelling standards, a further set of objectives were stated in the 2000 review of food standards that the Code should be less prescriptive, easier to use, amend and interpret by the food industry and other stakeholders.

The evaluation of these standards in relation to these stakeholders will assess if changes to standards have resulted in an improved food standards system from their point of view. The evaluation will also include an assessment of the costs and benefits of using the new regulatory system in the long term. The scope of the evaluation will be limited to compositional and labelling standards, which apply to both Australia and New Zealand².

A quantitative survey of three key stakeholder groups (food industry, health professionals and enforcement officers) is planned for 2004-2005 that will build on baseline qualitative data on labelling issues for these stakeholder groups, undertaken in 2001-2002.

4.7 Activity 1(b).3 Monitoring of food labels

To meet this end objective of providing consumers with useful information, the food industry must first achieve the interim objective of ensuring that food labels are consistent with labelling provisions.

The intention of the label monitoring survey is to develop a tracking system for food labels of products in the major food categories available for sale in Australia and New Zealand. A representative sample of labels from major food categories will be collected from Australian and New Zealand retail stores at regular intervals and assessed against a labelling checklist. Such a system will make it possible to assess consistency with key mandatory labelling

² Labelling standards refer to those standards in the Code given in Chapter 1, Part 1.2 Labelling and other information requirements and specific labelling requirements given in Part 1.5 Food Requiring Pre-Market Clearance and in Chapter 2 individual commodity standards. Compositional standards refer to those standards given in Chapter 1, Part 1.3 Substances Added to Food, Part 1.4 Contaminants and Residues and any specific compositional requirements given in Chapter 2 individual commodity standards.

provisions over time, as well as monitor the use of voluntary labelling provisions and provide an archive of labels.

4.8 Activity 1(b).4 Evaluation of use of nutrition, health and related claims

The development of a standard and supporting regulatory measures for nutrition, health and related claims will be a major area of new work for FSANZ during 2004-2008. The ANZFRMC released a policy guideline for the regulation of nutrition, health and related claims in December 2003 that aims to ensure the health and safety of the public is protected whilst allowing for industry innovation and trade. The policy incorporates a number of elements designed to ensure that claims made on foods or in advertisements are true, scientifically substantiated and are not misleading.

The ANZFRMC Policy Guideline suggests that ISC will monitor and record all complaints received about claims and actions taken by jurisdictions and provide periodic reports to FRSC. Evaluation of the use of nutrition, health and related claims and impact on consumers and other stakeholders has also been identified by the FSANZ Data and Evaluation Steering Committee as a priority area of work for inclusion in the FSANZ 2004-2008 Evaluation Strategy.

Evaluation activities will include an assessment of claims made on food labels and advertisements and changes in consumer attitudes and behaviour towards these claims. Several phases for data collection are suggested, the intention being to work with jurisdictions through the ISC Coordinated Survey Plan, where appropriate.

These data collections would provide over time information on the extent of use of claims, the type of claims used and their validity in terms of content of the substance claimed. Once the new standard and other regulatory measures are implemented, it would then be possible to track changes in claims made and to assess the effectiveness of the measures put in place ie do the actual outcomes for key stakeholders match the desired objectives of putting those standards and other regulatory measures in place? The objectives of the regulatory system will need to be clarified but an evaluation could, for example, assess whether the new standard has clarified the use of claims, resulted in a reduction in the number of ambiguous claims in the market place, made enforcement easier.

It is proposed that the research be divided into phases:

Phase 1 Baseline data collection: cataloguing of claims used on food labels already collected as part of the FSANZ label monitoring project and the 2003 food type dietary supplement (FTDS) survey. This would include nutrition content and function claims, vitamin and mineral claims, and folate/neural tube defects health claims that are permitted under the current regulations. Other claims that may also be of particular interest include claims made through endorsements and claims that might be considered to breach the spirit of the current regulations, including ambiguous claims in the market place at the time of these surveys.

The current FSANZ label collection has 1200 labels from all food categories collected during July-December 2002 and 1200 labels collected during July-December 2003. The FTDS survey collected a smaller number of labels from specific food categories.

Phase 2: Baseline data collection for specific food categories: additional data collection where jurisdictions have identified food categories where claims tend to be made that may cause enforcement problems, that were not necessarily captured in the ongoing FSANZ label monitoring project. As health claims regulations will also apply to advertisements it may be worthwhile to extend the baseline data collection to include the use of claims in food advertising, particularly at the point of purchase of unpackaged foods, as in restaurants or food courts.

Jurisdictions would be involved in the development of a survey framework where such food categories and advertisements are sampled and a record made of the types of claims being used. The sample would be such that it could be analysed at State and Territory or national level (Australia, New Zealand) if required. In this instance the feasibility of laboratory analysis of a sub-set of foods making claims on the labels or in advertising could be assessed, so that the validity of such claims made on the labels or in food advertising could be measured in relation to the actual content of that substance in the food.

Phase 3: consumer research. Baseline research on consumer attitudes and behaviour towards these claims that will build on baseline qualitative research completed by FSANZ in 2003 on consumers' knowledge and use of nutrition claims and use of FTDS.

Phase 4: Ongoing monitoring. From the baseline research an ongoing label monitoring project (including surveillance of food advertising through various media) could be jointly developed by FSANZ and jurisdictions that tracks the information given on food labels (and in advertising) in general but with a specific component to assess the use of nutrition, health and related claims.

Follow up consumer surveys may also be required to evaluate the impact of implementing the new regulatory system for nutrition, health and related claims on consumers.

Findings from the baseline survey, undertaken prior to implementation of new regulatory measures may help the jurisdictions to identify key areas for surveillance after implementation of the new systems so that enforcement activities can be prioritised with scarce resource targeted to the main problem areas. The benchmark information will also be valuable to FSANZ to feed into the development of the regulatory system for nutrition, health and related claims. The final reports from each period of reporting could form the basis of the requirements for ISC to report on the use of nutrition, health and related claims on a periodic basis to FRSC.

5 DATA SOURCES AND POSSIBLE EVALUATION METHODS

The evaluation process continues to build upon and improve existing sources of data from the jurisdictions associated with the Bi-National Surveillance Network and the OzFoodNet project (data on food-borne illnesses) and from other government departments in Australia and New Zealand. FSANZ also undertakes some ongoing monitoring activities, such as the

Australian Total Diet Survey. Data not available from these sources will be collected from research and surveys designed specifically for the evaluation.

The research methods employed will include qualitative and quantitative methods. Qualitative research will vary in its focus, size, scope and participant groups examined and may include:

- mini-focus groups;
- standard focus groups;
- one-on-one interviews with key informants;
- in-depth personal interviews (via telephone and face to face); and
- other qualitative methodologies as required.

Quantitative research may include some of the following techniques:

- Computer Assisted Telephone Interviewing (CATI);
- mail based surveys, including mixed methodology surveys, comprising a mail survey with a CATI follow-up for non-respondents to the mail-out, or other combinations as appropriate
- product simulation techniques;
- face-to-face interview surveys, that may include specific population sub-groups such as Aboriginal and Torres Strait Islander people, Non English Speaking Background (NESB); and
- other quantitative methodologies, including internet based surveys, faxed surveys and emailed surveys.

6 EVALUATION REPORTS AND TIMING

The 2001-2003 Strategy was published in May 2002 on the FSANZ website (ANZFA 2002), although some of the baseline research was started before this date. The 2004-2008 Strategy will be published on the FSANZ website in 2004. FSANZ will report on the outcome of research undertaken as follows:

- Implementation Report on the progress of implementation of the new key regulatory measures identified in the 2001-2003 Strategy from January 2001-October 2002. This report was published in January 2003 (FSANZ 2003a) and included results of completed benchmark research and issues arising from those findings;
- Final Outcome Evaluation Report for those activities initiated under the 2001-2003 Strategy. This report will provide a summary of the effectiveness and appropriateness of the new key regulatory measures fully implemented in the Code by 20 December 2002. This report will be available once the follow up research outlined in the 2004-2008 Strategy has been completed;
- Implementation Report on the progress of implementation of the primary production and processing standards and regulatory measures for nutrition, health and related claims and other new key regulatory measures for the period from January 2004-December 2005, including results of completed benchmark research where available and issues arising from those findings; and

- Final Outcome Evaluation Report for new work initiated under the 2004-2008 Strategy, available once the follow up research outlined in the 2004-2008 Strategy has been completed.

In the meantime, recommendations arising from the evaluation process will be forwarded to the FSANZ Board for information and final reports on the outcomes of individual research projects will be made available to the public on the FSANZ website, via seminars and articles in *Food Standards News* and other professional newsletters.

Recommendations that may influence broad policy issues will also be forwarded to FRSC and/or ISC for their information, in recognition of these committees' interest in the development of a broad policy framework for food standards setting.

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GLOSSARY OF ACRONYMS AND TERMS

ABS	Australian Bureau of Statistics
ADI	Acceptable Daily Intake
AIHW	Australian Institute of Health and Welfare
ANZFRMC	Australia and New Zealand Food Regulation Ministerial Council
ANZFA	Australia New Zealand Food Authority
ATDS	Australian Total Diet Survey
CATI	Computer Assisted Telephone Survey
DAFF	Department of Agriculture, Fisheries and Forestry
DoHA	Department of Health and Ageing, Australia
EHO	Environmental Health Officer
FRSC	Food Regulation Standing Committee
FSANZ	Food Standards Australian New Zealand
GM	Genetically modified
ISC	Implementation Sub-Committee of the Food Regulation Standing Committee
MOH	Ministry of Health, New Zealand
NZFSA	New Zealand Food Safety Authority
SFO	Senior Food Officer
TAG	Technical Advisory Group

TERMINOLOGY

Advisory Group on Evaluation

Stakeholder group established by FSANZ to provide a consultation process to enable key stakeholders to provide input and external expertise into the scientific and technical evaluation of food regulatory measures, ensuring issues of relevance to each group are considered. Specifically, to assist in the development of an FSANZ Evaluation Strategy and input into the scoping, design and preparation of final reports of specific evaluation activities.

Appropriateness evaluation

Comparison of outcomes against identified needs.

Data and Evaluation Steering Committee

Group established by FSANZ to provide cross-program input into the scientific and technical evaluation of food regulatory measures. Specifically, to provide oversight of the development of an FSANZ Evaluation Strategy and specific evaluation activities

Effectiveness evaluation

Comparison of outcomes against objectives.

Efficiency evaluation

Comparison of inputs against outputs or outcomes.

Implementation report

This report will document the progress of the implementation of the new regulatory measures and address how well the new Code has been implemented to date and evaluation issues arising from the process.

Outcome evaluation

An evaluation undertaken to assess the efficiency, effectiveness and appropriateness of the implementation of the new regulatory measures and their impact on stakeholders.

Outcome report

This report will provide a summary of the evaluation of the new regulatory measures and their impact on key stakeholders, including results of all evaluation activities.

Output evaluation

An evaluation that assesses the efficiency, effectiveness and appropriateness of the new regulatory measures.

Process evaluation

An evaluation that assesses the efficiency, effectiveness and appropriateness of the food standards setting process.

OzFoodNet

Surveillance network established by DoHA comprising State and Territory health authorities, the National Centre for Epidemiology, the Communicable Diseases Network of Australia, the Public Health and Laboratory Network and other government agencies including FZANZ. FSANZ, with funding from DoHA, employs two OzFoodNet staff, who are based in Canberra.

Qualitative research

Relates to the quality of the response or the information received, not so much its quantity or its statistical representativeness. It is concerned with insight, sensitivity, what people mean rather than just what they say, body language and facial expression, areas of consensus and polarisation and the explanation as to why individuals hold certain beliefs or behave in a particular way or react to a piece of communication in a positive or negative manner.

Quantitative research

Provides statistically reliable estimates of the number of people who feel, think or act in different ways within the target population.

APPENDICES

Appendix 1: Objectives

Section 10 Objectives of FSANZ in developing food regulatory measures and variations of food regulatory measures³

(1) The objectives (in descending priority order) of the Authority in developing food regulatory measures and variations of food regulatory measures are:

- (a) the protection of public health and safety; and
- (b) the provision of adequate information relating to food to enable consumers to make informed choices; and
- (c) the prevention of misleading or deceptive conduct.

(2) In developing food regulatory measures and variations of food regulatory measures, the Authority must also have regard to the following:

- (a) the need for standards to be based on risk analysis using the best available scientific evidence;
- (b) the promotion of consistency between domestic and international food standards;
- (c) the desirability of an efficient and internationally competitive food industry;
- (d) the promotion of fair trading in food;
- (e) any written policy guidelines formulated by the Council for the purposes of this paragraph and notified to the Authority.

Review objectives

Throughout the review, maintaining and, enhancing public health and safety remained the key objective (ANZFA 2000). In addition, the Code aims to:

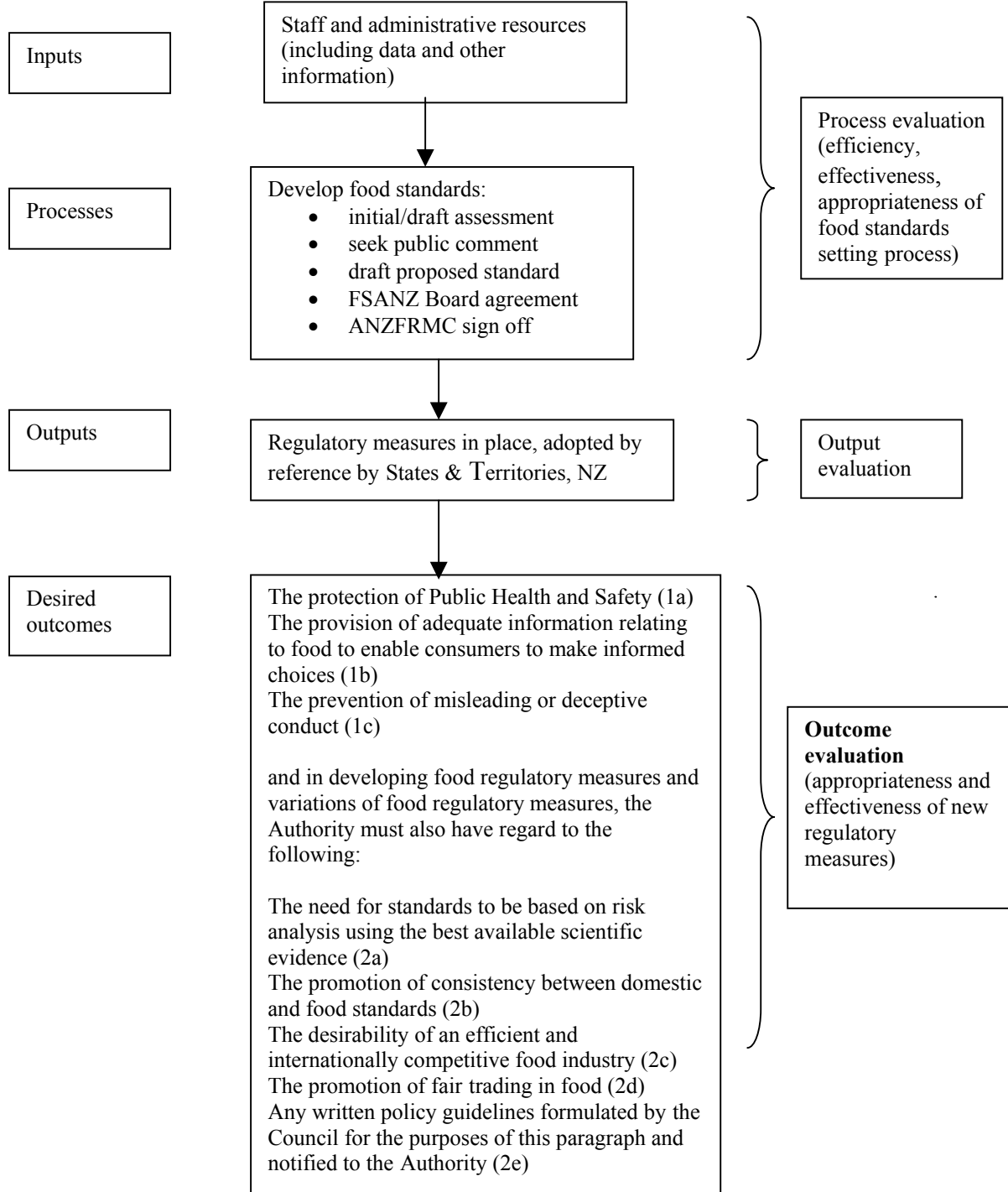
- reduce the regulatory burden on industry by reducing the level of prescription of food standards. This will facilitate innovation and competition by allowing wider permissions on the use of ingredients and additives, while still meeting the expectations of providing consumers with adequate information;
- develop standards that are easier to understand and make amendments more straightforward;
- replace standards that regulate individual foods with standards that apply consistently across all foods or a range of foods;
- consider the possibility of industry codes of practice as an alternative to regulation; and
- facilitate harmonisation of food standards between Australia and New Zealand and between Australasian and international standards.

³ The Data and Evaluation Steering Committee decided to assess the impact of implementing new regulatory measures against current objectives, as stated in the 1991 FSANZ Act, not the objectives that were in place at the start of the review process. The six evaluation activities outlined in the Evaluation Strategy relate to two of the major objectives 1(a) and 1(b), which remain unchanged.

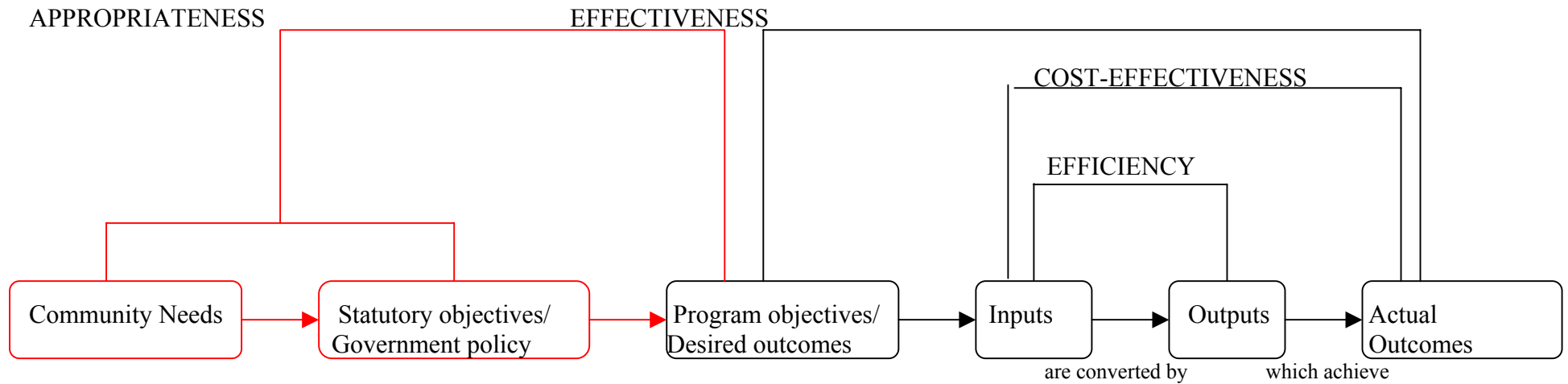
- Appendix 2

Selecting the focus for evaluation

1. Process, output and outcome evaluations



2. Type of evaluation



program processes
to maximise

Appropriateness: the extent to which program objectives/desired outcomes align with government priorities/policy and client needs.

Effectiveness: the extent to which program outcomes are achieving program objectives.

Cost- Effectiveness: the relationship between inputs outcomes expressed in dollar terms.

Efficiency: the extent to which program inputs are minimised for a given level of program outputs, or to which outputs are maximised for a given level of inputs.

Reference: Department of Finance 1994. Doing evaluations: a practical guide, Government Printing Services, Canberra.

BOARD-IN-CONFIDENCE

Appendix 4



FSANZ DATA AND EVALUATION STEERING COMMITTEE

Chair

Dr Marion Healy, Chief Scientist, Scientific Risk Assessment and Evaluation Branch Manager

Purpose

To provide cross-section input and external expertise in evaluation, project management and social surveys into the scientific and technical evaluation of food regulatory measures. Specifically, to provide oversight of the FSANZ Evaluation Strategy and specific evaluation activities.

In undertaking the above, members should disclose to the Committee and FSANZ any conflicts of interest, and maintain confidentiality of the activities and reports, unless stated otherwise by FSANZ.

Members

Mr Dean Stockwell	General Manager, Food Standards Branch, NZ
Ms Claire Pontin	General Manager, Food Safety and Services Branch
Ms Melanie Fisher	General Manager, Food Standards Branch, Australia
Mr Steve Crossley	Section Manager, Modelling, Evaluation and Surveillance
Dr Paul Brent	Section Manager, Product Safety Standards
Ms Lydia Butchmann	Section Manager, Communications
Ms Laura Harrison	Section Manager, Economic, Social and International
Dr Luba Tomaska	Section Manager, Primary Production and Food Safety
Ms Margaret Curran	Section Manager, Labelling Standards and Information
Ms Jenny Hazelton	Actg Section Manager, Public Health Nutrition
Dr Scott Crerar	Section Manager, Post Market Operations
Dr Bob Boyd	Senior Medical Advisor
Dr Peter Abbott	Section Manager, Risk Assessment Chemical Safety
Mr Deon Mahoney	Section Manager, Risk Assessment Microbiology
Ms Janine Lewis	Section Manager, Risk Assessment Nutrition
Mr John Fladun	General Counsel
Ms Janis Baines	Evaluation Co-ordinator
Co-opted members	
Dr Ian McKay	Food Safety and Surveillance, Department of Health and Ageing
Mr Philip Gatenby	Evaluation and Program Performance Branch, Department of Employment and Workplace Relations
Dr John Huckerby	FSANZ Fellow
Mr Ed Klim	Food Safety Systems and Support, Department of Agriculture, Fisheries and Forestry

Reporting arrangements and meetings

Formal reports to the FSANZ Board with a copy of all reports and recommendations provided to the Technical Advisory Group (TAG), as appropriate. Where the results of evaluation have policy implications beyond the regulatory policy framework, reports will also be made to the Food Regulation Standing Committee (FRSC) or its Implementation Sub-Committee (ISC).

Meetings to be held every 2 –3 monthly

Key outputs

Strategy for the scientific and technical outcome evaluation of new food regulatory measures. Final reports from specific evaluation activities that may contain recommendations for review of food regulatory measures or other options

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ADVISORY GROUP ON EVALUATION

Chair

Mr Steve Crossley (Section Manager): Modelling, Evaluation and Surveillance, FSANZ

Members

Department of Health and Ageing

Food Policy Section

Ms Sue Purtell (Ass. Director)

Food Safety and Surveillance Section

Ms Kate Hutchison (Ass. Director)

Department of Agriculture, Fisheries and Forestry

Australian Quarantine and Inspection Services

(Vacant)

Food Regulation and Safety Section

Ms Sonia Nielsen (Snr Project Officer)

Mr Ben Reeves (Policy Officer)

Food Standards Australia New Zealand

Labelling Standards and Information

Dr Vicky Scott (Project Officer)

Modelling, Evaluation and Surveillance

Ms Janis Baines (Evaluation Coordinator)

Dr Judy Cunningham (Team Manager)

Ms Shareen Lata (Evaluation Project Officer)

Australian Chamber of Commerce

Industry Policy

Ms Karen Curtis (Director)

Australian Institute of Environmental Health

Mr Peter Davey (Director)

Australian Food and Grocery Council

Scientific and Technical

Dr David Roberts (Director)

Mr Tony Downer (Ass. Director)

Australian Consumers Association

Ms Clare Hughes (Food Policy Officer)

Dietitians Association of Australia

Ms Sue Cassidy (Professional Services Dietitian)

University Of Queensland

International Health, School of Population Health

Ass.Prof Geoff Marks (Head/FSANZ Fellow)

New Zealand Food Safety Authority

Policy and Regulatory Standards

Ms Carole Inkster (Director)

New Zealand Food and Grocery Council

Ms Brenda Cuttress (Executive Director)

New Zealand Consumers Institute

Ms Belinda Allen (Nutritionist)

Terms of Reference

The purpose of the FSANZ Stakeholder Advisory Group on Evaluation is to:

- provide input and expertise into the scientific and technical evaluation of food regulatory measures;
- ensure that issues of relevance to each Stakeholder Advisory Group member are considered in the evaluation processes;
- assist in the development of the FSANZ Evaluation Strategy;
- provide input into the scoping and design of specific evaluation activities; and
- provide input into preparation of final reports of specific evaluation activities.

In undertaking the above, members should note the following:

Reporting Arrangements and Meetings

The Stakeholder Advisory Group will report to the FSANZ Data and Evaluation Steering Committee. The Data and Evaluation Steering Committee will then provide formal reports to the FSANZ Board and copies of reports to the Technical Advisory Group (TAG), as appropriate. Where the evaluation results have policy implications beyond the regulatory framework, reports may be made to the Food Regulation Standing Committee (FRSC), or its Implementation Sub-Committee (ISC).

Meetings will be held quarterly.

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Conflict of interest

Stakeholder Advisory Group member includes officers and employees of the Stakeholder Advisory Group member.

1. The Stakeholder Advisory Group member warrants that, to the best of its knowledge after making diligent inquiry, no conflict of interest exists, or is likely to arise during its participation on the Stakeholder Advisory Group.

2. If, during a meeting of the Stakeholder Advisory Group a conflict of interest arises, or appears likely to arise, the Stakeholder Advisory Group member agrees to:

- (a) immediately make full disclosure of all relevant information relating to the conflict, or potential conflict to the Chair; and
- (b) take such steps as FSANZ may reasonably require to resolve, or otherwise deal with the conflict.

3. If a Stakeholder Advisory Group member fails to make a full disclosure of the conflict, or potential conflict to FSANZ, or is unable or unwilling to resolve or deal with the conflict as reasonably required, FSANZ may terminate membership to the Stakeholder Advisory Group.

Confidentiality

Confidential Information means all information that:

- (a) by its nature is confidential;
- (b) is designated by FSANZ as confidential;
- (c) a Stakeholder Advisory Group member knows or ought to know is confidential; or
- (d) is confidential commercial information as defined under section 3 of the *Food Standards Australia New Zealand Act 1991*.

1. Obligations

Stakeholder Advisory Group members agree to:

- (a) keep Confidential Information confidential;
- (b) only use or copy the Confidential Information as strictly necessary for Stakeholder Advisory Group meetings;
- (c) not disclose the Confidential Information to any other person without written approval by FSANZ; and
- (d) immediately notify FSANZ if the Stakeholder Advisory Group member becomes aware that any of the Confidential Information:
 - i has been used, copied or disclosed other than in accordance with paragraph (c); or
 - ii is required to be disclosed by law.

Exceptions

The obligation of confidentiality does not apply to information that is:
in the public domain;
independently developed or acquired by a Stakeholder Advisory Group member; or
required to be disclosed by law.

Return or destruction of Confidential Information

Stakeholder Advisory Group members must return to FSANZ, or destroy all copies or delete electronic forms of Confidential Information, within 14 days of receiving a written request from FSANZ.

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Appendix 5

Differences between outcome monitoring and outcome evaluation

	Outcome Monitoring	Outcome Evaluation
Objective	To track changes from baseline conditions to desired outcomes.	To validate what results were achieved, and how and why they were achieved or not achieved.
Focus	Focuses on the outputs of projects, programs, partnerships and soft assistance activities and their contribution outcomes.	Compares planned with intended outcome achievement. Focuses on how and why outputs and strategies contributed to achievement of outcomes. Focuses on questions of relevance, effectiveness, sustainability and change.
Methodology	Tracks and assesses performance (progress towards outcomes) through analysis and comparison of indicators over time.	Evaluates achievement of outcomes by comparing indicators before and the after intervention. Relies on monitoring data on information from external sources.
Conduct	Continuous and systematic by Section Managers, Project Managers and key partners.	Time-bound, periodic, in-depth. External evaluators and partners.
Use	Alerts managers to problems in performance, provides options for corrective actions and helps demonstrate accountability.	Provides managers with strategy and policy options, provides basis for learning and demonstrates accountability.

Reference: *United Nations Development Program (UNDP) 2002. Handbook on monitoring and evaluating for results*, Evaluation Office, New York.