Call for submissions – Application A1149
Addition of steviol glycosides to fruit drinks

FSANZ has assessed an application from the Australian Beverages Council Ltd (ABCL) to permit the addition of steviol glycosides to fruit drinks at a maximum permitted level of 200 mg/kg steviol equivalents. FSANZ has prepared a draft food regulatory measure. Pursuant to section 31 of the Food Standards Australia New Zealand Act 1991 (FSANZ Act), FSANZ now calls for submissions to assist consideration of the draft food regulatory measure.

For information about making a submission, visit the FSANZ website at information for submitters.

All submissions on applications and proposals will be published on our website. We will not publish material that we accept as confidential, but will record that such information is held. In-confidence submissions may be subject to release under the provisions of the Freedom of Information Act 1991. Submissions will be published as soon as possible after the end of the public comment period. Where large numbers of documents are involved, FSANZ will make these available on CD, rather than on the website.

Under section 114 of the FSANZ Act, some information provided to FSANZ cannot be disclosed. More information about the disclosure of confidential commercial information is available on the FSANZ website at information for submitters.

Submissions should be made in writing; be marked clearly with the word ‘Submission’ and quote the application number and name. While FSANZ accepts submissions in hard copy to our offices, it is more convenient to receive submissions electronically through the FSANZ website via the link on documents for public comment. You can also email your submission to submissions@foodstandards.gov.au.

There is no need to send a hard copy of your submission if you have submitted it by email or via the FSANZ website. FSANZ endeavours to formally acknowledge receipt of submissions within 3 business days.

**DEADLINE FOR SUBMISSIONS: 6pm (Canberra time) 6 November 2018**

Submissions received after this date will not be considered unless an extension had been given before the closing date. Extensions will only be granted due to extraordinary circumstances during the submission period. Any agreed extension will be notified on the FSANZ website and will apply to all submitters.

Questions about making submissions or the application process can be sent to standards.management@foodstandards.gov.au.

Hard copy submissions may be sent to one of the following addresses:

<table>
<thead>
<tr>
<th>Food Standards Australia New Zealand</th>
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<tr>
<td>PO Box 5423</td>
<td>PO Box 10559</td>
</tr>
<tr>
<td>KINGSTON ACT 2604</td>
<td>The Terrace WELLINGTON 6143</td>
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<td>Tel +61 2 6271 2222</td>
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Supporting document

The following document which informed the assessment of this application is available on the FSANZ website:

SD1 Food technology, hazard and dietary exposure assessment
Executive summary

Food Standards Australia New Zealand (FSANZ) has assessed an application from the Australian Beverages Council Ltd (ABCL) to permit the addition of steviol glycosides to fruit drinks at a maximum permitted level (MPL) of 200 mg/kg steviol equivalents.

Steviol glycosides provide a technological function as an intense sweetener and are already permitted in a range of foods at various maximum permitted levels, including levels consistent with good manufacturing practice. They are not yet permitted in fruit drinks.

Based on the food technology assessment, the use of steviol glycosides as a food additive in fruit drinks as an intense sweetener is technologically justified in the quantity and form proposed.

An acceptable daily intake (ADI) of 0-4 mg/kg bw for steviol glycosides, expressed as steviol, was previously established by FSANZ and the Joint FAO/WHO Expert Committee on Food Additives (JECFA). Toxicological and other relevant data published subsequent to FSANZ’s previous assessments of steviol glycosides raised no concerns about the safety of steviol glycosides and did not indicate a need to amend the ADI.

Dietary exposures to steviol glycosides for Australian and New Zealand consumers were estimated based on industry use data in food categories where steviol glycosides are permitted. Exposures were 95% of the ADI at the 90th percentile or less across the population groups assessed when the extension of use in fruit drinks was included. The impact of permitting steviol glycosides in fruit drinks on total dietary exposure was determined to be small (on average, exposures increased by 5% of the ADI).

Based on the dietary exposure assessment, it was determined that the ADI will not be exceeded by permitting the extension of use of steviol glycosides in fruit drinks at the MPL of 200 mg/kg steviol equivalents.

FSANZ concludes that there are no public health and safety concerns from the extension of use of steviol glycosides in fruit drinks at the proposed level.

Steviol glycosides have international specifications established by JECFA and also accepted specifications in section S3—2(1)(a) of the Australia New Zealand Food Standards Code (the Code).

FSANZ has considered the potential impacts of approving a draft variation to the Code and concluded that the direct and indirect benefits that would arise from permitting steviol glycosides in fruit drinks most likely outweighs the associated costs.

FSANZ has therefore prepared a draft variation to permit the use of steviol glycosides as a food additive in fruit drinks at a maximum permitted level of 200 mg/kg steviol equivalents.
1 Introduction

1.1 The applicant

The ABCL is the peak industry association for Australian non-alcoholic beverage manufacturers. The application is also supported by the New Zealand Beverage Council (NZBC)—the industry association for New Zealand non-alcoholic beverage manufacturers.

1.2 The application

The purpose of the application is to amend the Code to permit steviol glycosides as a food additive, with the technological purpose as an intense sweetener in fruit drinks, at a maximum permitted level of 200 mg/kg steviol equivalents\(^1\).

1.3 The current Code requirements

Australia and New Zealand food laws require that food for sale must comply with the Code requirements, the Code does not currently permit steviol glycosides to be added to fruit drinks.

1.3.1 Food additive permissions

Paragraph 1.1.1—10(6)(a) of the Code provides that food for sale cannot contain, as an ingredient or component, a substance ‘used as a food additive’ unless that substance’s use as a food additive is expressly permitted by the Code.

Section 1.3.1—3 details which substances are permitted to be used as a food additive for the purposes of the Code. The permitted food additives for different food categories are listed in the table to section S15—5 of the Code.

Section 1.1.2—11 also provides that a substance is ‘used as a food additive’ if it is added to a food to perform one or more technological functions listed in Schedule 14 of the Code and is a substance identified in the table to section S15—5 as a permitted food additive.

Schedule 14 lists the permitted technological purposes of food additives. The table to section S14—2 provides that use as an intense sweetener is a permitted technological purpose.

Schedule 15 lists the specific food additive permissions for different classes of food products. Item 14.1.2.2.1 in the table to subsection S15—5 lists the permitted food additives for fruit drinks.

1.3.2 Labelling requirements

Paragraph 1.1.1—10(8) of the Code provides that food for sale must comply with all relevant labelling requirements imposed by the Code for that food.

Standard 1.2.4 of the Code generally requires food products to be labelled with a statement of ingredients. Subsection 1.2.4—7(1) requires food additives to be declared in the statement of ingredients.

Schedule 7 lists the food additive class names that can be used in the statement of

\(^1\) The concentration of steviol glycosides when added to foods is expressed as steviol equivalents. To calculate this, subsection 1.3.1—4(7) in the Code contains a formula and conversion factor to determine this.
ingredients.

Schedule 8 lists the names and code numbers of food additives that are to be used for labelling purposes. Schedule 8 refers to steviol glycosides (code number 960) which is currently permitted to be added to food as a food additive.

1.3.3 Identity and purity requirements

Food additives permitted by section 1.3.1 and Schedule 15 must also meet any relevant identity and purity specifications set out in Schedule 3. Section S3—2 of Schedule 3 provides a list of specifications contained in primary sources, including in the Code.

1.4 International and national requirements

1.4.1 International requirements

Codex’s general standard for food additives (GSFA) contains permission for the use of steviol glycosides in a range of foods and maximum permitted limits (FAO/WHO 2018). The GSFA includes permission to add steviol glycosides (as steviol equivalents) to food category 14.1.4 water based flavoured drinks at a maximum permitted level of 200 mg/kg.

Product specifications for steviol glycosides are established by JECFA in the Combined Compendium of Food Additive Specifications. The most recent specifications are included in Monograph 20 (JECFA 2017). These are an accepted primary source of specifications in section S3—2(1)(b) of the Code.

1.4.2 European Union

Regulation EU 1131/2011 provides permission for the use of steviol glycosides (food additive number E960) as a sweetener in a range of foods. The regulation includes permission to add steviol glycosides as steviol equivalents to food categories 14.1.3 fruit and vegetable nectars and similar products and 14.1.4 flavoured drinks at 100 mg/kg and 80 mg/kg respectively (European Commission, 2011).

Product specifications for steviol glycosides are included in Regulation EU 2016/1814 (European Commission, 2016).

1.4.3 United States of America (USA)

Intense sweeteners, including steviol glycosides are generally recognized as safe (“GRAS”) based on the United States Food and Drug Administration’s (FDA’s) review of information and data submitted by industry. The FDA has not questioned the GRAS status of certain high-purity steviol glycosides for use in food (FDA, 2018). There are numerous GRAS notifications to the FDA for steviol glycoside preparations used as intense sweeteners in a range of food categories.

The United States Pharmacopoeial Convention Food Chemicals Codex (FCC) contains a product specification for steviol glycosides.

1.4.4 Canada

Health Canada permits the use of steviol glycoside as a food additive (sweetener) in a range of foods under the Food and Drugs Act and marketing authorisations for use of sweeteners (Health Canada 2018a). Steviol glycosides calculated as steviol equivalents are permitted in category S.1.2 (3) for unstandardized beverage concentrates, unstandardized beverages,
unstandardized beverage mixes at a maximum permitted level of 0.02% in beverages as consumed (Health Canada, 2018b).

Health Canada follows JECFA product specifications for steviol glycosides and, as such, are consistent with Codex and also the USA’s FCC (Health Canada, 2018c).

1.4.5 Other countries

Steviol glycosides are permitted in a range of foods in other countries including:
- Asia – Japan, India, South Korea, China, Malaysia, Indonesia, Singapore, Taiwan
- Central and South America – Brazil, Argentina, Paraguay, Uruguay, Mexico, Peru, Columbia
- India
- Africa
- Israel
- Russia
- Switzerland

1.5 Reasons for accepting the application

The application was accepted for assessment because:

- it complied with the procedural requirements under subsection 22(2) of the Food Standards Australia New Zealand Act 1991 (FSANZ Act); and
- it related to a matter that warranted the variation of a food regulatory measure

1.6 Procedure for assessment

The application is being assessed under the general procedure.

2 Summary of the assessment

2.1 Food technology, hazard and dietary exposure assessment

2.1.1 Food technology assessment conclusions

Steviol glycosides provide a technological purpose as an intense sweetener and are already permitted in a range of foods at various maximum permitted levels, including levels consistent with good manufacturing practice. The food technology assessment concludes that the use of steviol glycosides as a food additive in fruit drinks, is technologically justified in the quantity and form proposed.

2.1.2 Hazard and dietary exposure assessment conclusions

An acceptable daily intake (ADI) of 0-4 mg/kg bw for steviol glycosides, expressed as steviol, was established by FSANZ and JECFA (FSANZ 2008, JECFA 2009). Toxicological and other relevant data published subsequent to FSANZ’s previous assessments of steviol glycosides raised no concerns about the safety of steviol glycosides and did not indicate a need to amend the ADI.

Dietary exposure as a proportion of the ADI for the Refined baseline (current food categories permitted to contain steviol glycoside with actual industry use levels) at the mean and 90th percentile ranged between 35–45% and 55–90%, respectively, across all of the Australian and New Zealand population groups assessed. For the Refined extension of use scenario (Refined baseline plus proposed permission for steviol glycosides in fruit drinks), dietary
exposures at the mean and 90\textsuperscript{th} percentile were between 35\%–45\% of the ADI and between 60\%–95\% of the ADI, respectively, across the population groups assessed. Estimated dietary exposures on average only increased by up to 5\% of the ADI between the \textit{Refined baseline} and the extension of use in fruit drinks.

Based on the dietary exposure assessment, it was determined that the ADI will not be exceeded by permitting the extension of use of steviol glycosides to fruit drinks at the MPL of 200 mg/kg steviol equivalents.

The hazard and dietary exposure assessment conclusion is that there are no public health and safety concerns from the extension of use of steviol glycosides to fruit drinks at the proposed levels.

### 2.2 Risk management decision

Based on the food technology, hazard and dietary exposure assessments, there are no public health and safety concerns with using steviol glycosides as a food additive in the manner proposed in the application and that its use as an intense sweetener in fruit drinks is technologically justified.

The risk management options available to FSANZ after assessment were to: reject the application; or prepare a draft variation to amend the Code to permit steviol glycosides as an intense sweetener in fruit drinks at a maximum permitted level of 200 mg/kg steviol equivalents. Based on the risk assessment, the decision was made to prepare a draft variation to the Code. Providing the permission for steviol glycosides as a food additive in fruit drinks requires an amendment to item 14.1.2.2.1 of the table to subsection S15—5.

#### 2.2.1 Labelling requirements

Substances used as food additives are required to be declared in the statement of ingredients on the label of most packaged foods. These labelling requirements are outlined in section 1.3.2.

As steviol glycosides are already permitted for use as food additives, requirements for their declaration in the statement of ingredients on the label already exist in the Code, i.e. Schedule 8 – Food additive names and code numbers (for statement of ingredients) refers to ‘steviol glycosides’ with the INS number ‘960’.

As no public health and safety concerns from the extension of use of steviol glycosides to fruit drinks at the proposed levels have been identified, the existing labelling requirements in the Code are considered sufficient and no additional labelling requirements are proposed.

### 2.3 Risk communication

#### 2.3.1 Consultation

Consultation is a key part of FSANZ’s standards development process. FSANZ developed and applied a basic communication strategy to this application. All calls for submissions are notified via the Food Standards Notification Circular, media release, FSANZ’s social media tools and Food Standards news.

The process by which FSANZ considers standards development matters is open, accountable, consultative and transparent. Public submissions are called to obtain the views of interested parties on issues raised by the application and the impacts of regulatory options. The draft variation will be considered for approval by the FSANZ Board taking into
account public comments received from this call for submissions.

FSANZ acknowledges the time taken by individuals and organisations to make submissions on this application.

2.3.2 World Trade Organization

As members of the World Trade Organization (WTO), Australia and New Zealand are obliged to notify WTO members where proposed mandatory regulatory measures are inconsistent with any existing or imminent international standards and the proposed measure may have a significant effect on trade.

There are relevant international standards where steviol glycosides are already permitted in a range of foods, including fruit drinks. Amending the Code to permit steviol glycosides in fruit drinks is unlikely to have a significant effect on international trade. Therefore, a notification under Australia and New Zealand’s obligations under the WTO Technical Barriers to Trade or Application of Sanitary and Phytosanitary Measures Agreement was not considered necessary.

2.4 FSANZ Act assessment requirements

When assessing this application and the subsequent development of a food regulatory measure, FSANZ has had regard to the following matters in section 29 of the FSANZ Act.

2.4.1 Section 29

2.4.1.1 Consideration of costs and benefits

The Office of Best Practice Regulation (OBPR) granted FSANZ a standing exemption from the requirement to develop a Regulatory Impact Statement for permitting food additives (OBPR correspondence dated 24 November 2010, reference number 12065). This standing exemption was provided as permitting food additives is machinery in nature and the use of the food additive is voluntary once the application has been approved. This standing exemption relates to the use of a food additive already permitted in other foods that has been determined to be safe.

FSANZ, however, has given consideration to the costs and benefits that may arise from the proposed measure for the purposes of meeting FSANZ Act considerations. The FSANZ Act requires FSANZ to have regard to whether costs that would arise from the proposed measure outweigh the direct and indirect benefits to the community, government or industry that would arise from the proposed measure (S.29 (2)(a)).

The purpose of this consideration is to determine if the community, government, and industry as a whole is likely to benefit, on balance, from a move from the status quo (i.e. rejecting the application). This analysis considers the addition of steviol glycosides in fruit drinks at a maximum permitted level of 200 mg/kg steviol equivalents. FSANZ is of the view that no other realistic food regulatory measures exist, however information received may result in FSANZ arriving at a different outcome.

The consideration of the costs and benefits in this section is not intended to be an exhaustive, quantitative economic analysis of the proposed measures and, in fact, most of the effects that were considered cannot easily be assigned a dollar value. Rather, the assessment seeks to highlight the likely positives and negatives of moving away from the status quo by permitting the addition of steviol glycosides in fruit drinks at a level of 200 mg/kg steviol equivalents.
Costs and benefits for the addition of steviol glycosides in fruit drinks at a maximum permitted level of 200 mg/kg steviol equivalents

Steviol glycosides are currently permitted in the Code for a range of beverages such as low joule fruit and vegetable juice products and water-based flavoured drinks. Approving the application will allow food manufacturers to develop fruit drinks with reduced sugar, provide a wider range of products and may encourage innovation in the sector. Due to the voluntary nature of the permission, industry will only use steviol glycosides in fruit drinks where they believe a net benefit exists.

Consumers wishing to consume fruit drinks with reduced sugar will have more options available to them, as the use of steviol glycosides typically allows a 30–50% reduction in sugar to standard fruit drinks.

Overseas markets currently permit steviol glycosides in a range of foods, including fruit drinks which may present a business opportunity for Australia New Zealand food manufacturers, although there may also be competing imports from these countries into the domestic market.

Permitting steviol glycosides in fruit drinks may result in a small cost to government in terms of adding it to the current range of additives that are monitored for compliance.

Conclusions from cost benefit considerations

FSANZ’s assessment is that the direct and indirect benefits that would arise from permitting steviol glycosides in fruit drinks most likely outweigh the associated costs.

2.4.1.2 Other measures

There are no other measures (whether available to FSANZ or not) that would be more cost-effective than a food regulatory measure developed or varied as a result of the application.

2.4.1.3 Any relevant New Zealand standards

The draft variation applies in Australia and New Zealand. There is no relevant New Zealand only standard.

2.4.1.4 Any other relevant matters

Other relevant matters are considered below.

2.4.2. Subsection 18(1)

FSANZ has also considered the three objectives in subsection 18(1) of the FSANZ Act during the assessment.

2.4.2.1 Protection of public health and safety

FSANZ has completed a hazard and dietary exposure assessment (refer to SD1) which is summarised in section 2.1.2. The safety assessment concluded there are no public health and safety concerns in permitting steviol glycosides as a food additive (intense sweetener) in fruit drinks at a maximum permitted level of 200 mg/kg, expressed as steviol equivalents.
2.4.2.2 **The provision of adequate information relating to food to enable consumers to make informed choices**

As discussed in section 2.2.1, the existing labelling provisions for food additives will apply. These will require provision of information to consumers to enable informed choices about foods containing stevios glycosides.

2.4.2.3 **The prevention of misleading or deceptive conduct**

There are no issues identified with the application relevant to this objective.

2.4.3 **Subsection 18(2) considerations**

FSANZ has also had regard to:

- **the need for standards to be based on risk analysis using the best available scientific evidence**

FSANZ has used the best available scientific evidence to conduct the food technology, hazard and dietary exposure assessment (SD1). The applicant submitted supporting information, including scientific studies, product information and relevant literature, as part of their application. FSANZ also considered other information relevant to the application (referenced in the document and reference list).

- **the promotion of consistency between domestic and international food standards**

Codex’s GSFA contains permission for use of stevios glycosides in a range of foods, including for water-based flavoured drinks at a maximum permitted level of 200 mg/kg stevios equivalents. The USA, EU and Canada have similar permissions along with other countries.

- **the desirability of an efficient and internationally competitive food industry**

Permitting stevios glycosides in fruit drinks gives the applicant and other food manufacturers the opportunity to manufacture and sell reduced sugar beverages.

- **the promotion of fair trading in food**

FSANZ did not identify any relevant issues relating to this consideration.

- **any written policy guidelines formulated by the Forum on Food Regulation**

The Ministerial Policy Guideline for *Addition to Food of Substances other than Vitamins and Minerals* includes specific order policy principles for substances added to achieve a solely technological function, such as food additives. These specific order policy principles state that permission should be granted where:

- the purpose for adding the substance can be articulated clearly by the manufacturer as achieving a solely technological function (i.e. the ‘stated purpose’)
- the addition of the substance to food is safe for human consumption
- the amounts added are consistent with achieving the technological function
- the substance is added in a quantity and a form which is consistent with delivering the stated purpose, and
- no nutrition, health or related claims are to be made in regard to the substance.

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FSANZ’s assessment is that permitting steviol glycosides in fruit drinks is consistent with the Ministerial Policy Guideline and the specific order principles for ‘Technological Function’ as a food additive.

3 Draft variation

The draft variation to the Code is at Attachment A and is intended to take effect on gazettal.

A draft explanatory statement is at Attachment B. An explanatory statement is required to accompany an instrument if it is lodged on the Federal Register of Legislation.

4 References


Health Canada (2018a) Marketing authorisations that may be used as sweeteners. SOR/2012-210 Accessed 7 Sep 18


Health Canada (2018c) Labelling of steviol glycosides. Accessed 7 Sep 18 United States Food and Drug Administration (2018). Has Stevia been approved by FDA to be used as a sweetener? Accessed 7 Sep 18

Attachments

A. Draft variation to the Australia New Zealand Food Standards Code
B. Draft Explanatory Statement
Attachment A – Draft variation to the *Australia New Zealand Food Standards Code*

**Food Standards (Application A1149 – Addition of Steviol Glycosides in Fruit Drinks) Variation**

The Board of Food Standards Australia New Zealand gives notice of the making of this variation under section 92 of the *Food Standards Australia New Zealand Act 1991*. The variation commences on the date specified in clause 3 of this variation.

Dated [To be completed by Delegate]

Insert Delegate Name and Title
Delegate of the Board of Food Standards Australia New Zealand

**Note:**

This variation will be published in the Commonwealth of Australia Gazette No. FSC XX on XX Month 20XX. This means that this date is the gazettal date for the purposes of clause 3 of the variation.
1 Name
This instrument is the Food Standards (Application A1149 – Addition of Steviol Glycosides in Fruit Drinks) Variation.

2 Variation to a standard in the Australia New Zealand Food Standards Code
The Schedule varies a Standard in the Australia New Zealand Food Standards Code.

3 Commencement
The variation commences on the date of gazettal.

Schedule

[1] Schedule 15 is varied by inserting in item 14.1.2.2.1 of the table to subsection S15—5, after the entry for ‘Dioctyl sodium sulphosuccinate’

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<th>Steviol glycosides</th>
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<td>960</td>
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Attachment B – Draft Explanatory Statement

1. Authority

Section 13 of the Food Standards Australia New Zealand Act 1991 (the FSANZ Act) provides that the functions of Food Standards Australia New Zealand (the Authority) include the development of standards and variations of standards for inclusion in the Australia New Zealand Food Standards Code (the Code).

Division 1 of Part 3 of the FSANZ Act specifies that the Authority may accept applications for the development or variation of food regulatory measures, including standards. This Division also stipulates the procedure for considering an application for the development or variation of food regulatory measures.

The Authority accepted application A1149 which seeks to permit the use of steviol glycosides as a food additive – intense sweetener in fruit drinks. The Authority considered the application in accordance with Division 1 of Part 3 and has prepared a draft variation.

2. Purpose

The Authority has prepared a draft variation to the Code to permit steviol glycosides as a food additive – intense sweetener at a maximum permitted level of 200 mg/kg steviol equivalents in fruit drinks.

3. Documents incorporated by reference

The variations to food regulatory measures do not incorporate any documents by reference.

4. Consultation

In accordance with the procedure in Division 1 of Part 3 of the FSANZ Act, the Authority’s consideration of application A1149 will include one round of public consultation following an assessment and the preparation of a draft variation and associated assessment summary. A Regulation Impact Statement was not required because the proposed variation to Schedule 15 is likely to have a minor impact on business and individuals and its use as a food additive is voluntary.

5. Statement of compatibility with human rights

This instrument is exempt from the requirements for a statement of compatibility with human rights as it is a non-disallowable instrument under section 94 of the FSANZ Act.

6. Variation

Item [1] amends Schedule 15 by inserting item 14.1.2.2.1 of the table to section S15—5 an entry for steviol glycosides with a maximum permitted level of 200 mg/kg steviol equivalents. The effect of this amendment will be to permit, for the purposes of Standards 1.1.1 and 1.3.1, the use in fruit drink of steviol glycosides subject to a maximum permitted level of 200 mg/kg steviol equivalents.