

FOOD STANDARDS AGENCY CONSULTATION

Title: Provision of calorie labelling at point of choice in catering outlets

CONSULTATION SUMMARY PAGE

Date consultation launched:	Closing date for responses:
03 December 2009	11 March 2010

Who will this consultation be of most interest to?

UK catering businesses, consumer and health groups, and enforcement officers.

What is the subject of this consultation?

Development of a voluntary scheme to provide consistent calorie labelling at point of choice.

What is the purpose of this consultation?

To promote a consistent approach to the provision of calorie labelling which meets consumers needs and will help them to make healthier choices. This consultation seeks views about the details and, practical issues relating to its implementation. We also welcome views on the related costs and benefits as identified in the attached draft Impact Assessment (**Annex B**).

Responses to this consultation should be sent to:

Stewart Horne
Nutrition Division Branch G
FOOD STANDARDS AGENCY
Tel: 0207 276 8719
Fax: 0207 276 8193

Postal address:
6th Floor Aviation House
125 Kingsway, London
WC2B 6NH
Email: stewart.horne@foodstandards.gsi.gov.uk

Is an Impact Assessment included
with this consultation?

Yes ☒

No ☐ See Annex A for reason.



INVESTOR IN PEOPLE

If you would prefer to receive future FSA consultations by e-mail,
or if you no longer wish to receive information on this subject please
notify the named person in this consultation.



Provision of calorie labelling at point of choice in catering outlets

Executive Summary

The Food Standards Agency (the Agency) has been working with the catering industry to introduce calorie labelling at point of choice on a voluntary basis. Over 20 companies agreed to provide calorie labelling at point of choice in some or all of their outlets during summer 2009. Consumer responses and business impact has now been evaluated and the Agency has developed proposals for a voluntary calorie labelling scheme in order to encourage increased voluntary adoption of calorie labelling at point of choice across the catering industry, in a consistent manner that best helps consumers make healthier choices. This consultation seeks views on the details of the scheme, and the practical issues relating to its implementation.

Key proposals:

- i. **Principles for a calorie labelling scheme** – Principles are proposed that are informed by the outcomes of the evaluation, and which build on the initial criteria that were used by businesses for calorie labelling in summer 2009. We welcome stakeholder views on these principles. A summary of these is attached at **Annex H**
- ii. **Obtaining calorie information** – Businesses have highlighted the challenge of obtaining accurate and consistent calorie information. The Agency seeks stakeholder views on the help it can provide for businesses.
- iii. **Outline costs and benefits** – The Agency seeks stakeholder views on the costs and benefits outlined in the draft Impact Assessment.
- iv. **Experience of nutrition information in catering settings** – The Agency invites catering businesses to provide information about their experiences of providing nutrition information to consumers at point of choice, and to share any consumer research they may have.
- v. **Next Steps** – The Agency seeks stakeholder views on how it can involve stakeholders in the implementation of a calorie labelling scheme.

Consultation Process

1. This consultation will run for 14 weeks. The Agency welcomes responses to the questions asked in this consultation about: the issues arising from the key proposals (i-v above) and any other relevant issues.
2. Responses should be sent to Stewart Horne by email or by hard copy to the addresses shown on Page 1.

Questions asked in this consultation:

- Q1. Are there any other principles that you believe should be considered as part of the scheme? Please explain why.
- Q2. Do you consider any of the principles discussed above to be unnecessary? Please explain why.
- Q3. Please let us have any comments on the details of specific principles. If you believe the principles should be changed, please explain how and why.
- Q4. Do you have any comments on the help the Agency proposes to provide for businesses?
- Q5. Are there any other areas or aspects of costs and benefits that need to be considered in the Impact Assessment?
- Q6. The Agency invites stakeholders to provide:
- further information on their experiences of providing nutrition information to consumers,
 - any consumer research
 - information about reformulation of their food or drinks offerings as a result of providing nutrition information to consumers
- Q7. How do you consider the Agency can best involve the industry in implementation of a calorie labelling scheme?

Questions asked in the Impact Assessment (Annex B)

- Q8. How can the Agency best engage with small businesses and encourage uptake of principles for calorie labelling?
- Q9. Is the data on industry affected an accurate representation? If not, please provide new evidence.
- Q10. Is this a realistic reflection of the variation in products on offer and are there any other menu variations and products that need to be considered?
- Q11. Is a 6 month labelling cycle an accurate reflection across all sectors and business sizes?
- Q12. Are these the correct processes for collecting calorie information and level of consultancy use that may be required to provide calorie information?
- Q13. Is the above information an accurate representation of the likely costs of nutritional analysis through i) software and ii) laboratory analysis?
- Q14. What level of information is currently available through suppliers?
- Q15. If calorie labelling increases demand on suppliers for information that is not currently held or provided what additional burden will this have on suppliers?
- Q16. Are the costs outlined for consultancy realistic? The Agency welcomes any additional information on consultancy costs.
- Q17. We welcome feedback on the cost of relabeling, especially the specific cost for redesign and printing.

- Q18. We welcome feedback on typical staff times related specifically to implementing voluntary calorie labelling including job titles etc.
- Q19. How long would it take a business to familiarise itself with the Agency's principles?
- Q20. Can you provide any further information/case studies showing the extent of the costs to provide calorie information in line with the principles in this consultation?

Other Relevant Documents

3. A summary of the report "*An Evaluation of Provision of Calorie Information by Catering Outlets*" by BMRB (2009) is included at **Annex D**. The full report can be found on the Agency's website at:

<http://www.food.gov.uk/science/socsci/surveys/evalcalinfocateringoutlets>

4. The research report "*Consumer response to nutrition information available in catering outlets*" by Navigator (2009) is available on the Agency's website at:

<http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/consumerresponse150109>

5. *Healthy Weight Healthy Lives: A cross-government strategy for England* can be found at the following link.

www.dh.gov.uk/en/Publichealth/Healthimprovement/Obesity/index.htm

Responses

6. Responses are required by close 11 March 2010. Please state, in your response, whether you are responding as a private individual or on behalf of an organisation/company (including details of any stakeholders your organisation represents).

Thank you on behalf of the Food Standards Agency for participating in this public consultation.

Enclosed

Annex A: Standard Consultation Information

Annex B: Impact Assessment

Annex C: List of Interested Parties

Annex D: Summary of Evaluation

Annex E: Calorie Labelling Criteria (Summer 2009 Trial)

Annex F: Businesses Participating in the Calorie Labelling Trial

Annex G: Nutrition Information Coverage in the Top Catering Businesses

Annex H: Principles of Calorie Labelling

DETAIL OF CONSULTATION

Background

Policy Context

1. The 2007 Foresight report¹ estimated that over 50% of adult men and women in the UK could be obese by 2050. Obesity is known to increase the risk of a number of chronic diseases, such as cardiovascular disease, some cancers, arthritis and type II diabetes. The rising obesity levels place an increasingly unsustainable financial burden on primary and secondary health care provision in addition to the significant personal costs which range from ill health to premature death. The estimated cost of cardiovascular disease to the UK economy was £30.7 billion in 2006.²
2. As part of its response the Westminster Government has set out a broad strategy to tackle obesity. This included its 2004 Choosing Health White Paper³, the 2008 Healthy Weight Healthy Lives cross-government strategy⁴ and most recently the Healthy Weight Healthy Lives One Year On Report⁵. These strategies include Government and industry intervention whilst also recognising the importance of personal responsibility.
3. The Agency along with other Government departments has a role in helping to tackle obesity and our contribution to this aim is set out in the 2010-2015 strategic plan. The Agency leads work on a range of activities under the Healthy Weight Healthy Lives Healthy Food Code of Good Practice including a commitment to develop a system of providing information on the nutritional content of food in a wide range of catering settings which is clear, effective and simple to understand. The Cabinet Office's 'Food Matters' report⁶ has also recommended that the catering industry introduces a system of providing nutritional information that enables consumers to choose healthier options when eating out.
4. The purpose of the Government's initiative is to provide consumers with information in catering settings that will enable them to identify foods that meet their energy needs and help them to maintain a healthy weight. As a first step, the Agency has developed a scheme to provide calorie information at point of choice.
5. There are also a range of other initiatives that support the aim of tackling obesity in the UK:
 - In Wales, the Welsh Assembly Government is developing a public health strategic framework 'Our Healthy Future' with the aim of improving public health in Wales by 2020. It focuses on 7 key

¹ www.foresight.gov.uk/OurWork/ActiveProjects/Obesity/Obesity.asp

² The cost of cardiovascular disease to the UK economy was £30.7 billion in 2006 (via health care costs, informal care costs and productivity losses) (Based on a study funded by the European Heart Network: (www.heartstats.org/atozpage.asp?id=2119))

³ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4094550

⁴ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_082378

⁵ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/DH_097523

⁶ http://www.cabinetoffice.gov.uk/strategy/work_areas/food_policy.aspx

- areas, one of which is to ensure everyone has access to and understands the importance of healthy diet and regular exercise⁷;
- the Scottish Government's action plan to improve diet, increase physical activity and tackle obesity, Healthy Eating, Active Living⁸;
- in Northern Ireland the Fit Future health strategy⁹.

Catering – food eaten outside of the home

6. Eating out of the home is no longer a rare treat but part of the everyday diet. Data from the National Diet and Nutrition Survey (collected in 2001) shows that men consume around a quarter of their food energy outside the home, and women around a fifth. So, the choices people make when eating out can go a long way to help them to eat a balanced diet and maintain a healthy weight.
7. The catering sector is a large and diverse sector of the food industry employing an estimated 1.5million people and accounting for around 32% of household food expenditure¹⁰. The catering sector covers many different types of setting including restaurants, sandwich bars, coffee shops, pubs and work canteens.

FSA's work with the catering sector

8. The Agency has already established a programme of work with the catering industry to make eating out of the home healthier. This work covers 3 areas; nutrition information (calorie labelling), public commitments from the UK's largest companies towards healthier catering (e.g. reducing levels of salt, fat and sugar in foods and providing healthier options), and work with smaller businesses.
9. Catering Commitments: So far, 42 of the largest companies and their suppliers have published commitments on the Agency's website. These outline what these companies intend to do in a number of areas, including improving consumer information, procurement, menu planning and kitchen practice.¹¹
10. Smaller Businesses: The Agency is developing an approach to specifically assist smaller businesses to improve the nutritional quality of the food offered. This will comprise of guidance which is sector specific (e.g. Fish and Chip shops, sandwich bars etc) providing simple practical advice.
11. The Agency also contributes to other initiatives that work with businesses in the catering sector, namely England's Healthier Food Mark, Scotland's Healthy Living Award, and Wales' Healthy Options Award.

Calorie Labelling

12. In January 2009 the Agency launched a calorie labelling initiative as a first step towards providing more consistent nutrition information to consumers in a way which would help them to make healthier choices when eating

⁷ <http://wales.gov.uk/topics/health/ocmo/healthy/?lang=en>

⁸ <http://www.scotland.gov.uk/Publications/2008/06/20155902/0>

⁹ <http://www.food.gov.uk/multimedia/pdfs/consultation/fopnutritionlabellingni.pdf>

¹⁰ <https://statistics.defra.gov.uk/esg/publications/efs/default.asp>

¹¹ <http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/commitments>

outside of the home. The announcement was made at a meeting attended by senior representatives of over 50 of the UK's largest catering businesses¹².

13. In the USA a precedent has been set for the provision of calorie labelling at point of choice, with the introduction in some states and cities of compulsory calorie labelling in chain restaurants. The New York City Health Department introduced legislation which came into force in April 2008 that compels restaurant chains with 15 restaurants nationwide or more to post calorie information on menus and menu boards wherever the description or price information of an item is listed¹³. A number of other US cities and states, including Seattle, California and Maine, have introduced similar legislation which will come into force over the next year and beyond¹⁴.
14. Some UK companies had also already begun to provide consumers with more information about the food they are eating and around 24 major restaurant chains have been providing nutrition information to consumers since 2008. How and where this information is presented varies, with delivery methods including websites, packaging, tray liners, in store information and leaflets available on request.

UK Calorie labelling initiative

15. 21 companies agreed to provide calorie labelling at point of choice in around 450 outlets over the summer including workplace caterers, sit down and quick-service restaurants, theme parks and leisure attractions, pub restaurants, cafes and sandwich chains. A list of participating companies is at **Annex F** and examples of the calorie labels used are available at the Agency's website¹⁵.
16. A set of criteria for the display of calorie labelling were developed by the Agency with input from two stakeholder groups to ensure a consistent approach to the format and display of calorie information among catering businesses. These groups were a Calorie Labelling Group, formed of companies providing calorie information, and a Stakeholder Advisory Group. The set of criteria which the Agency developed following this stakeholder input can be found at **Annex E**.

Calorie Labelling Evaluation - Key Findings

17. An evaluation of the introduction of calorie labelling was carried out by the independent research company BMRB over the summer of 2009 which assessed consumers' responses to calorie labelling, and gathered feedback from the restaurants about the practical issues and the costs that were involved in providing the information.
18. The evaluation has identified the areas the Agency should look at when proposing principles for calorie labelling. A summary of these results is attached at **Annex D** and the full report is available on the FSA website¹⁶.

¹² <http://www.food.gov.uk/news/newsarchive/2009/jan/eatoutinfo>

¹³ http://www.nyc.gov/html/doh/downloads/pdf/cdp/calorie_compliance_guide.pdf

¹⁴ http://cspinet.org/new/pdf/ml_map.pdf

¹⁵ <http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/calorie>

¹⁶ <http://www.food.gov.uk/science/socsci/surveys/evalcalinfocateringoutlets>

19. This consultation seeks views the principles of calorie labelling to ensure consistency in the approaches being taken to displaying calorie values. The consultation also seeks information on wider issues such as obtaining calorie information, and seeks businesses' experiences of providing nutrition information at point of choice. The Agency welcomes the views of stakeholders as indicated in the questions highlighted at the ends of each section.
-

ISSUES ON WHICH WE ARE CONSULTING

(i) Principles for a Calorie Labelling Scheme

20. The Agency proposes developing the criteria used by businesses over the summer of 2009 into principles for calorie labelling. The evaluation highlighted a number of areas that proved to be problematic for businesses as well as others that proved to be less so or were relatively easy to address. In addition the evaluation highlighted what works well for consumers as well as what works less well. In developing the principles the Agency recognises that it needs to balance the needs of consumers with those of businesses. A detailed summary of the proposed principles is attached at **Annex H**.
21. The Agency has identified seven principles which it proposes as the basis of the Agency's calorie labelling scheme for caterers:
- **Principle 1** **Coverage of food and drink sold**
 - **Principle 2** **Values are provided per portion/item/meal**
 - **Principle 3** **Provision at point of choice**
 - **Principle 4** **Presenting calorie information in a clear and prominent fashion**
 - **Principle 5** **Rounding of calorie values upwards.**
 - **Principle 6** **Presenting calorie values using ranges**
 - **Principle 7** **Presenting reference information in a clear and prominent fashion**
22. In considering the principles, the Agency is proposing some flexibilities anticipating that these will be revised in due course when the scheme has had a chance to bed down. For example in New York there is flexibility for food that is not substantially standardised and where menu items are listed for less than 30 days of the year (these are exempt from the regulations). This is to take account of the way that the catering industry works, in terms of constantly updating and amending its offerings
23. The Agency intends that its calorie labelling scheme should be as inclusive as possible and can be adopted by all businesses regardless of size. For this reason it does not propose a "cut off" point for the size of business, which exists in the legislative models in the USA¹⁷. However, the Agency does recognise that larger businesses are likely to find it easier to follow the principles proposed and that smaller businesses may need more time and guidance.
- Principle 1 – Coverage of most food and drink sold.**
24. It is most helpful for consumers if calorie information is provided for all food and drink, and including components of meals which may be combined in order that they can make a fully informed choice.

¹⁷ The Health Code governing calorie posting in New York City only covers restaurants that are part of a chain of 15 or more outlets - http://www.nyc.gov/html/doh/downloads/pdf/cdp/calorie_compliance_guide.pdf

25. Consumers have indicated that they expect calorie information to cover all food and drink items on sale, and as much as possible this should be done. Some items represent a challenge and it is in these areas that the Agency has proposed flexibilities. For example consumers wanted to have calorie information available for combination meals as well as their constituent parts, but they also wanted to avoid information overload on menus which suggests that items that are highly customisable, such as coffee or pizza, may need to provide information about the standard offering to avoid this problem.
26. Catering establishments often sell both loose foods (e.g. chips, burgers, plates of food, coffee) and pre-packed foods (e.g. canned drinks). Pre-packed foods provide nutrition information following labelling legislation and may also provide front of pack labelling. Additional calorie information should be provided at point of choice for these products where this may be helpful to consumers.
27. We propose recommending that:

Principle 1 – Coverage of food and drink sold

1.1 Calorie information should be provided for all food and drink sold (appropriate flexibilities will apply)

Detail

1.2 Where a product is offered in a range of sizes (with differing calorie value) and can be customised (with differing calorie value) in such a way that is difficult to display calorie information on all the options (e.g. coffee), calorie information should be given for a standard offering of that product together with information about how calorie levels change with size/customisation. This may be achieved through itemisation of the options available, or by providing some clear indication of the option(s) that cause variation. A standard offering is that which is the most popular and most commonly offered to consumers.

Example – coffee shop coffee menu board. A coffee shop sells several different types of drink including a number of coffees (black, white, latte, cappuccino, mocha, espresso). Drinks are provided in several sizes (small, regular, large). Customers can also choose the type of milk added (whole, semi-skimmed, skimmed, soya). Where customers do not indicate the size of drink or specify milk they are offered regular size with semi-skimmed milk as standard. On the menu board calorie values are given for the standard offering (e.g. regular size with milk) and a statement to this effect is made on the menu.

1.3 At drive-through restaurants calorie information should be provided for the top selling items and meal combinations by volume of sales.

1.4 Where an item is listed with prices for both single items and for a combination meal containing the same item, the corresponding calorie values should be displayed i.e. for both (e.g. where prices are shown for a burger, and for a meal deal)

1.5 If there are significant changes to calorie values during the lifecycle of print material/menu boards, information should be provided to consumers at point of choice to inform them of the discrepancy in order to be as honest as possible to customers. They should be updated at the next opportunity within normal business cycles.

1.6 Where pre-packed products are sold additional calorie information should be displayed at point of choice close to the product where this will make information clearer for consumers (for example on shelving, on a tag in a crocodile clip amongst the produce).

Flexibility

1.7 Information about alcoholic drinks is not required for participation in the calorie labelling scheme – however businesses may label alcoholic drinks if they wish.

1.8 Where menu items are introduced as specials or one off items for a limited time (less than 30 days of a year), there is reduced expectation that these should be labelled. Specials that follow standard recipes, or that are rotated cyclically should have calorie labelling provided for them where possible.

Principle 2 – Values are provided per portion/item/meal

28. Consumers were keen that calorie information should be available for the portion ordered, the meal as consumed, or the entire item – even if this means the provision of more information. However, it is important not to provide too much information.
29. We propose recommending that:

Principle 2– Values are provided per portion/item/meal

2.1 Calorie information should be provided for each item, portion or meal as consumed.

Detail

2.2 Where an item can be shared or consumed by division into a number of parts (e.g. a pizza, nachos) the value for the complete item should be provided. In addition typical calorie values per portion or for itemised values for the constituent parts should be provided as well where appropriate. This should be realistic, consistent with the menu recommendation (e.g. for 2 or 4 persons) and/or be representative of typical consumption by customers.

Example – “Nachos for two - to share.” For this item the calorie value for the complete item is given, next to the item description which already indicates portion division. Additional per portion information may also be provided, for example if the Nachos for two is 1500 kcal for the complete dish, 750 kcal per person may also be indicated.

2.3 Information should be provided for self service items (such as buffets, salad bars, sauces, dressings etc) by utilisation of a standard sized serving method (for example a standard size scoop/spoon). A typical calorie value should be provided for a single serving using the method provided. A disclaimer should be provided to consumers indicating that the calorie information provided is for a typical serving.

2.4 Where products are not served in standard portions, either because they are self service items that cannot be delivered in a standard portion (for example poured dressings, sauces) or they are added to a meal in a non standard portion by serving staff then calorie content information should be provided either for a typical portion and/or per 100g. (E.g. dressings eaten in amounts less than a portion could be labelled per ladle/spoon dressing, for salads/vegetables a level bowl or per 100g value could be given along with an indication of the weight of a bowl provided by a picture.)

Principle 3 – Provision at point of choice.

30. Consumers have clearly indicated in previous research that calorie information should be provided at point of choice locations¹⁸. The locations considered to be point of choice vary between different types of catering outlet, but the principle is that point of choice is represented by the location where information is made available from which the consumer chooses what to eat. If there are multiple locations in a store then it is better that information is carried on each of these.
31. In counter service settings, posters or leaflets placed at the side of the counter are not considered to be at point of choice. A study looking at how often consumers accessed nutrition information when eating out when this information was displayed away from point of choice locations, such as at the side of the counter showed the information was only accessed by 0.1% (6 of 4311) customers.¹⁹
32. We propose recommending that:

Principle 3 – Provision at point of choice

3.1 Calorie information should be presented at primary point of choice locations where menu information is provided.

Detail

3.2 Point of choice will vary according to the type of catering setting. Point of choice locations are identified below for a number of standard settings:

- Counter service – menu boards (including those behind or above the counter, but not on the counter in quick service restaurants), counter menus, and information about items sold upon the counter (e.g. pastries sold in a hot cabinet, or items sold in baskets on the

¹⁸ Navigator 2009

¹⁹ An Observational Study of Consumers' Accessing of Nutrition Information in Chain Restaurants
Roberto et al. *Am J Public Health*.2009; 99: 820-821

counter). Menu boards at the side of the counter are not considered to be point of choice locations.

- Seated service – menus, table centres, menu boards in primary vision.
- Self selection – packaging, shelf edging, tariff boards, labelling tags (i.e. those held in crocodile clips, basket sides, hanging tags etc).
- Online – on web pages where the foods are selected or compared with other products prior to purchase.

3.3 Where there are several point of choice locations used by consumers in an outlet, then each of these should present calorie information.

3.4 For drive through restaurants, calorie information should be provided on all menus/menu boards and promotional materials (posters, tariff boards etc) at or before the order point.

Principle 4 – Presenting calorie information in a clear and prominent fashion

33. Calorie information needs to be prominent and visible to be useable by consumers. Calorie information is most visible when its size, colour and location ensure that it is at least as prominent as other information such as price and product descriptions.
34. Locating calorie information close to the price or product description will increase consumers' ability to notice the information but should be sufficiently distinct from these to avoid consumer confusion or information overload.
35. Colour may be used to increase the prominence of information, but potential confusion should be avoided with those colours used in front of pack labelling schemes.
36. To aid consumer understanding and contribute to consistency of labelling only one form of expression (either kcal or calories) should be used in an outlet. Consumers in the evaluation were comfortable using kcal or calories and understood both terms when these were explored in the evaluation.
37. Evidence from the evaluation showed that consumers have different needs for prominence of calorie information dependent upon the type of restaurant and the speed of decision making. Where decisions are fast, habitual or pressurised, calorie information should be more prominent. In seated environments with printed menus, time allows decisions to be made at slower pace, allowing information to be presented more subtly.
38. We propose recommending that:

Principle 4 – Presenting calorie information in a clear and prominent fashion

4.1 The calorie information should be clear and conspicuous, in a font and format that is at least as prominent as the name or price.

Detail

4.2 Calorie information should be positioned close to the price of the item at point of choice. Where no price information is given at point of choice, or several items are covered by one price, then calorie information should be positioned close to the item description.

4.3 Calorie information should utilise colour contrast wherever possible in order to stand out and be easily differentiated from price.

4.4 Care should be taken to avoid causing confusion with colour, for example the use of red or green might be seen by consumers as indicating “low” and “high” respectively similar to the use of colour with other nutrients in labelling on the front of some pre-packed foods. Best practice advice for clear labelling can be found in the Agency’s Clear Food Labelling Guidance.

<http://www.food.gov.uk/multimedia/pdfs/clearfoodlabelling.pdf>

4.5 Variation in differing catering settings:

- Counter Service – the font size of text should not be significantly different in terms of size relative to price to achieve prominence, and ideally would be the same size. Where pictures are used at point of choice locations without price calorie information should still be given on the picture.
- Self Selection – the font size of text should not be significantly different in terms of size relative to price to achieve prominence, and ideally would be the same size.
- Seated Service – on printed menus calorie information may be presented using slightly smaller font than the price/menu description if appropriate, and does not require colour contrast for prominence. The information should still be clear and noticeable to customers

4.6 Calorie information may be given as kcal or calories – however only one of these terms should be used in material for consistency in a single outlet.

Principle 5 – Rounding of calorie values upwards.

39. Consumers indicated that the rounding of calorie values may help understanding and allow people to add up different items to understand the total contribution of a meal to the diet. Rounding upwards to multiples of 50 or 100 calories was preferred by consumers in the evaluation. Whereas 50 calories is suitable for larger items, the Agency also proposes that rounding up to multiples of 5 or 10 calories may be appropriate for items with lower calorie content (e.g. 133 kcal rounded up to 135 kcal; 148 kcal rounded up to 150 kcal)

40. We propose recommending that:

Principle 5 – Rounding of calorie values upwards.

5.1 Calorie values may be rounded up to the nearest whole number.

Detail

5.2 Where appropriate rounding of larger multiples may be used:

- Calorie information for items of less than 50 calories should be rounded to the nearest whole number.
- Calorie information for items over 50 calories may be rounded upwards to multiples of 5, 10.
- Calorie information for items over 500 calories may be rounded upwards to multiples of 50 calories.
- Calorie information for items over 1000 calories may be rounded upwards to multiples of 100 calories.

Principle 6 – Avoiding presentation calorie values using ranges where possible

41. Consumers have concerns about the use of ranges, and find them hard to understand. They recognise the need to use mechanisms such as ranges to present complex information in a simple way, but they prefer ranges to be used only when other methods are not sufficient. Consumers clearly indicated that when ranges are used that they should indicate which elements of the foods are causing variations in calorie values.

42. We propose recommending that:

Principle 6 – Avoiding presentation of calorie values using ranges where possible.

6.1 Where possible the use of calorie value ranges should be avoided in favour of other presentational methods. Where necessary ranges may be used to describe combination meals, or customisable meals (where changing an element or choosing a different option significantly alters the calorie value of the meal), but use of ranges should be reserved for differences of a maximum of +/- 100 calories.

Detail

6.2 The following method for displaying calorie value ranges should be followed:

- Minimum and maximum in range provided for a single item (which can vary, such as a salad where dressing or mayonnaise etc can be added).
- Standard meal combination with values provided for minimum and maximum (depending on the side dish and/or drink).

- Main item component provided with additional values for itemised options and extras or components of a “meal deal” (e.g. a steak with a variety of sauces, choice of potato accompaniment, coleslaw etc, or a burger with variable size fries and sugar/diet drink).

6.3 Where calorie value ranges are used the element of a meal which causes the variance in the values should be clearly identified – either through description, itemisation elsewhere, colour, asterisks or other method as appropriate.

6.4 Alternatively, instead of presenting the range of calorie values, a single value can be displayed; this value should represent the highest value in the range.

Principle 7 – Presenting reference information in a clear and prominent fashion

43. Reference information (i.e. recommended calorie intake) can be used by consumers to help them use calorie information to control energy intake. Consumers indicated that reference information should be clear and prominent, displayed alongside calorie information at point of choice locations.
44. A basic level of staff training should be provided to assist consumers who request further information about individual calorie needs and calorie labelling. The Agency asked businesses providing calorie information over summer 2009 to provide a minimum level of staff training, which was given in the form of a poster. This helps staff understand their own calorie needs and answer basic questions from customers about calorie labelling. Further more detailed information is available on eatwell.gov.uk.
45. We propose recommending that:

Principle 7 – Presenting reference information in a clear and prominent fashion

7.1 Reference Information should be provided for adults preferably with an indication that a lower value applies to children.

Detail

7.2 Reference information should be provided at point of choice in the primary field of vision - for hand held menus this information should be easy to find, prominent and in the same area as food descriptions.

7.3 Reference information may be comprised of one of the following standard wordings:

- "Women need around 2,000 kcal a day"
- "Women need around 2,000 and men 2,500 kcal a day";
- "Women need around 2,000 kcal a day, children need less";
- "Women need around 2,000 and men 2,500 kcal a day, children need less".

[Note: 'kcal' is used in these statements but 'calories' should be substituted if 'calories' are declared as the energy information at point of choice.]

7.4 The Agency will provide materials/information on its website that may be used to inform staff and form the basis of materials to inform consumers.

Q1. Are there are any other principles that you believe should be considered as part of the scheme? Please explain why.

Q2. Do you consider any of the principles discussed above to be unnecessary? Please explain why.

Q3. Please let us have any comments on the details of specific principles. If you believe the principles should be changed, please explain how and why.

(ii) Obtaining Calorie Information

46. Businesses have indicated that providing accurate and consistent calorie information presents specific challenges. Meals and products in catering are often not made to the same level of standardisation as retail products, changes in ingredients or suppliers, and kitchen practices can affect the level of calories as can the way that meals are served. In addition menus can change often to meet customer demands and expectations.
47. In order to help businesses to obtain calorie information which is as accurate as possible the Agency intends to:
- Produce advice for obtaining calorie information,
 - Work with suppliers to provide calorie information; and
 - Work with enforcement bodies to ensure a consistent and proportionate enforcement approach to calorie labelling.

Measurement

48. The Agency has commissioned research to establish the availability, cost, and usability of different methods of obtaining nutrition information. This will help to clarify the resources a catering business may need to use different methods of obtaining nutrition information, especially focusing on small to medium-sized companies who do not have in-house nutrition expertise. This work and the experience of companies who took part in the calorie labelling trial will highlight the key areas where the Agency is able to offer further advice to businesses about how to accurately assess the calorie content of their foods. When published this report will be available on the Agency's website.

Supplier Data

49. The FSA will also work with manufacturers and suppliers to encourage them to routinely provide calorie information. The Food Information Regulation is likely to require this information for all pre-pack food.

Enforcement

50. Where a business has chosen to provide calorie information it is their responsibility to ensure that the declarations are not false or misleading. This is the case with any nutrition information that is already provided by businesses. Catering businesses will therefore need to develop, and implement, processes to ensure that calorie declarations are as accurate as possible. Local Authorities acting as home / primary authorities for food businesses can provide guidance on such processes, including acceptable methods for measuring calories and portion control.
51. The Agency has been working closely with enforcement bodies to ensure catering businesses are supported to implement processes that ensure the information they provide is as accurate as possible. LACORS, the Local Authorities coordinators of regulatory services, has published a statement

setting out its position on calorie declarations in catering establishments and welcoming the initiative²⁰.

Q4. Do you have any comments on the help the FSA proposes to provide?

²⁰ <http://www.lacors.gov.uk/lacors/upload/21379.doc>

(iii) Outline Costs and Benefits to be Addressed when Developing the Impact Assessment

Attached at **Annex B** is a draft impact assessment which outlines the costs and benefits identified with the provision of calorie labelling in catering establishments. We would like to receive information from businesses in response to the following questions:

Q8. How can the Agency best engage with small businesses and encourage uptake of principles for calorie labelling?

Q9. Is the data on industry affected an accurate representation? If not, please provide new evidence.

Q10. Is this a realistic reflection of the variation in products on offer and are there any other menu variations and products that need to be considered?

Q11. Is a 6 month labelling cycle an accurate reflection across all sectors and business sizes?

Q12. Are these the correct processes for collecting calorie information and level of consultancy use that may be required to provide calorie information?

Q13. Is the above information an accurate representation of the likely costs of nutritional analysis through i) software and ii) laboratory analysis?

Q14. What level of information is currently available through suppliers?

Q15. If calorie labelling increases demand on suppliers for information that is not currently held or provided what additional burden will this have on suppliers?

Q16. Are the costs outlined for consultancy realistic? The Agency welcomes any additional information on consultancy costs.

Q17. We welcome feedback on the cost of relabeling, especially the specific cost for redesign and printing.

Q18. We welcome feedback on typical staff times related specifically to implementing voluntary calorie labelling including job titles etc.

Q19. How long would it take a business to familiarise itself with the Agency's principles?

Q20. Can you provide any further information/case studies showing the extent of the costs to provide calorie information in line with the principles in this consultation?

<p>Q5. Are there any other areas or aspects of costs and benefits that need to be considered in the Impact Assessment?</p>

(iv) Experience of Nutrition Information in Catering Settings

52. Calorie information at point of choice is a logical first step to providing better nutrition information to consumers when they are eating out and meeting the challenge set out in the Department of Health's 'Healthy Weight Healthy Lives' obesity strategy for England and the Cabinet Office's 'Food Matters' report to introduce a system of providing nutrition information that enables the public to choose healthier options.
53. Research carried out with consumers has indicated that calories is the piece of nutrition information that people understand the best and are most comfortable with²¹. However both the evaluation of calorie labelling and earlier research²² around consumers' needs when eating out have highlighted demand from some consumers for more information to enable a fully informed choice. Many large catering businesses provide detailed information to consumers either in store, or on websites (see **Annex G**).
54. Some companies have also provided additional information beyond calories at point of choice as part of the Agency's trial. One company, for example, provided calorie and saturated fat information in stores where they provided point of choice information to consumers, and other businesses have used traffic lights or given GDA information for key public health nutrients (fat, salt, saturated fat and sugar.)
55. It would be helpful if industry/businesses were to share with the FSA experience of providing nutrition information at point of choice in particular:
- the practical issues facing businesses,
 - how they decided which nutrients to display and where to present them,
 - any information businesses have about how consumers use the information
 - any impact on sales or the products offered,
 - any consumer research that can be published
56. The Agency would also like to hear from businesses who have reformulated their food or drinks offerings as a result of providing nutrition information to consumers, and what factors have influenced their decisions.

Q6. The Agency invites stakeholders to provide:

- **further information on their experiences of providing nutrition information to consumers,**
- **any consumer research**
- **information about reformulation of their food or drinks offerings as a result of providing nutrition information to consumers**

²¹ Navigator 2009

²² Navigator 2009

(v) Next steps for the provision of calorie labelling

57. After the close of the consultation the Agency will consider the responses provided and issue final proposals early in 2010. It is envisaged that these will be in the form of a document outlining the principles of a calorie labelling scheme and including, where appropriate, guidance to help businesses when adopting these principles. The Agency plans to review the calorie labelling scheme once it has been in place for at least 18-24 months.
58. The Agency would like to extend the calorie labelling scheme to the widest range of businesses possible and welcomes views on the best ways to engage with the industry to promote uptake of the scheme.

<p>Q7. How do you consider the Agency can best involve the industry in implementation of a calorie labelling scheme?</p>

STANDARD CONSULTATION INFORMATION

Queries

1. If you have any queries relating to this consultation please contact the person named on page 1, who will be able to respond to your questions.

Publication of personal data and confidentiality of responses

2. In accordance with the FSA principle of openness our Information Centre at Aviation House will hold a copy of the completed consultation. Responses will be open to public access upon request. The FSA will also publish a summary of responses, which may include personal data, such as your full name and contact address details. If you do not want this information to be released, please complete and return the Publication of Personal Data form, which is on the website at <http://www.food.gov.uk/multimedia/pdfs/dataprotection.pdf> Return of this form does not mean that we will treat your response to the consultation as confidential, just your personal data.
3. In accordance with the provisions of Freedom of Information Act 2000/Environmental Information Regulations 2004, all information contained in your response may be subject to publication or disclosure. If you consider that some of the information provided in your response should not be disclosed, you should indicate the information concerned, request that it is not disclosed and explain what harm you consider would result from disclosure. The final decision on whether the information should be withheld rests with the FSA. However, we will take into account your views when making this decision.
4. Any automatic confidentiality disclaimer generated by your IT system will not be considered as such a request unless you specifically include a request, with an explanation, in the main text of your response.

Further information

5. A list of interested parties to whom this letter is being sent appears in **Annex C**. Please feel free to pass this document to any other interested parties, or send us their full contact details and we will arrange for a copy to be sent to them direct.
6. Please contact us for alternative versions of the consultation documents in Braille, other languages or audiocassette.
7. Please let us know if you need paper copies of the consultation documents or of anything specified under '**Other relevant documents**'.
8. This consultation has been prepared in accordance with HM Government Code of Practice on Consultation, available at: <http://www.berr.gov.uk/files/file47158.pdf> The Consultation Criteria are available at <http://www.berr.gov.uk/whatwedo/bre/consultation-guidance/page44458.html>
9. Criterion 2 of HM Government Code of Practice on Consultation states that Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

10. The Code of Practice states that an Impact Assessment should normally be published alongside a formal consultation. Please see the Impact Assessment at **Annex B**.
11. For details about the consultation process (not about the content of this consultation) please contact: Food Standards Agency Consultation Co-ordinator, Room 2C, Aviation House, 125 Kingsway, London, WC2B 6NH. Tel: 0207 276 8630.

Comments on the consultation process itself

12. We are interested in what you thought of this consultation and would therefore welcome your general feedback on both the consultation package and overall consultation process. If you would like to help us improve the quality of future consultations, please feel free to share your thoughts with us by using the Consultation Feedback Questionnaire at <http://www.food.gov.uk/multimedia/worddocs/consultfeedback.doc>
13. If you would like to be included on future Food Standards Agency consultations on other topics, please advise us of those subject areas that you might be specifically interested in by using the Consultation Feedback Questionnaire at <http://www.food.gov.uk/multimedia/worddocs/consultfeedback.doc> The questionnaire can also be used to update us about your existing contact details.

Summary: Intervention & Options

Department /Agency: Food Standards Agency	Title: Impact Assessment of development of a scheme to provide/promote a consistent approach to the voluntary provision of calorie labelling at point of choice.	
Stage: Consultation	Version: 1	Date: 03/12/2009
Related Publications: http://www.food.gov.uk/consultations/		

Available to view or download at:

<http://www.>

Contact for enquiries: Nicole Redhead

Telephone: 020 7276 8924

What is the problem under consideration? Why is government intervention necessary?

Eating out now accounts for a significant proportion of calories from food and drink consumed in the UK. When eating out, however, there is limited access to nutrition information making it difficult for consumers to make informed choices and identify healthier options. Ensuring information is available that allows consumers to make an informed choice supports Government policies to tackle the rise of obesity and overweight in the population.

What are the policy objectives and the intended effects?

The objective is to develop a voluntary scheme which is adopted across the catering industry, and the intended effect is that it will provide consumers with consistent information that will help in making informed choices and identify healthier options when eating out. Calorie labelling at point of choice has been identified a first step in providing consumers with nutrition information in catering settings.

What policy options have been considered? Please justify any preferred option.

- **Option 1:** Do nothing – Rely on existing momentum in the catering market for increased nutrition information for consumers
- **Option 2:** The Agency develops a voluntary calorie labelling scheme for use across the catering industry. This is the Agency's preferred option as it will help to deliver consistent information without unduly burdening industry through regulation and associated costs. This builds on the success of voluntary approaches adopted in related areas of nutrition policy such as salt reduction and front of pack labelling.

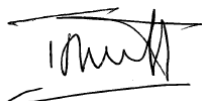
When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects?

The Agency will regularly monitor uptake by the industry, with a review of the scheme once it has been in place for 18 to 24 months.

Ministerial/CEO Sign-off For consultation stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that (a) it represents a fair and reasonable view of the expected costs, benefits and impact of the policy, and (b) the benefits justify the costs.

Signed by the Food Standards Agency CEO*



..... Date: 24/11/09

* for **non-legislative** Impact Assessments undertaken by non-ministerial departments/agencies

Summary: Analysis & Evidence

Policy Option:	Description:
----------------	--------------

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by ‘main affected groups’ No monetised costs are included in this version of the IA. However, stakeholder input on the range of costs discussed and assumptions used are being sought through this consultation.
	One-off (Transition)	Yrs	
	£		
	Average Annual Cost (excluding one-off)		
	£		Total Cost (PV)
Other key non-monetised costs by ‘main affected groups’ See Cost Annex 2			

BENEFITS	ANNUAL BENEFITS		Description and scale of key monetised benefits by ‘main affected groups’ See non monetised benefits
	One-off	Yrs	
	£		
	Average Annual Benefit (excluding one-off)		
	£		Total Benefit (PV)
Other key non-monetised benefits by ‘main affected groups’ Benefits to consumers from greater proliferation and consistency of calorie labelling at a point which enables informed choice. Reputational gains for businesses who participate in the Agency’s voluntary calorie labelling scheme. Benefits to enforcement officers from greater consistency of calorie labelling across businesses.			

Key Assumptions/Sensitivities/Risks Any estimate of benefit and costs will depend upon: the level of comprehension and usage of calorie labels by consumers and the impact upon subsequent overall purchasing decisions; the level of take up by business; and communication/promotion activity to raise awareness of this new scheme.

Price Base Year	Time Period Years	Net Benefit Range (NPV) £	NET BENEFIT (NPV Best estimate) £
--------------------	----------------------	-------------------------------------	---

What is the geographic coverage of the policy/option?			UK	
On what date will the policy be implemented?			N/A	
Which organisation(s) will enforce the policy?			N/A	
What is the total annual cost of enforcement for these organisations?			£ N/A	
Does enforcement comply with Hampton principles?			Yes	
Will implementation go beyond minimum EU requirements?			No	
What is the value of the proposed offsetting measure per year?			£ N/A	
What is the value of changes in greenhouse gas emissions?			£ N/A	
Will the proposal have a significant impact on competition?			No	
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium	Large
Are any of these organisations exempt?	No	No	N/A	N/A

Impact on Admin Burdens Baseline (2005 Prices)			(Increase - Decrease)	
Increase of £	Decrease of £	Net Impact	£	

Key:

Annual costs and benefits: Constant Prices

(Net) Present Value

Evidence Base (for summary sheets)

Reason for Intervention

1. In the 2007 Foresight report¹ estimated that over 50% of adult men and women in the UK could be obese by 2050. Obesity is known to increase the risk of a number of chronic diseases, such as cardiovascular disease, some cancers, arthritis and type II diabetes. The rising obesity levels place an increasingly unsustainable financial burden on primary and secondary health care provision in addition to the significant personal costs which range from ill health to premature death. The estimated cost of cardiovascular disease to the UK economy was £30.7 billion in 2006.²
2. As part of its response the Westminster Government has set out a broad strategy to tackle obesity. This included its 2004 Choosing Health White Paper³, the 2008 Healthy Weight Healthy Lives cross-government strategy⁴ and most recently the Healthy Weight Healthy Lives One Year On Report⁵. These strategies include Government and industry intervention whilst also recognising the importance of personal responsibility.
3. Eating out of the home is no longer a rare treat but part of the everyday diet. Data from the National Diet and Nutrition Survey (collected in 2001) shows that men consume around a quarter of their food energy outside the home, and women around a fifth. So, the choices people make when eating out can go a long way to help us to eat a balanced diet and maintain a healthy weight.
4. The catering sector is a large and diverse sector of the food industry employing an estimated 1.5million people and accounting for around 32% of household food expenditure⁶. The catering sector encompasses all types of food eaten out of the home and covers many different types of setting including restaurants, sandwich bars, coffee shops, pubs and work canteens.

Government commitment

5. The Agency has a key role in tackling obesity through its strategic plan target to help consumers to achieve/maintain energy balance. The Agency also leads work on the a range of activities under the Healthy Weight Healthy Lives Healthy Food Code of Good Practice including a commitment to develop a system of providing information on the nutritional content of food in a wide range of settings which is clear, effective and simple to understand. The Cabinet Office's 'Food Matters' report⁷ has also recommended that the catering industry introduces a system of providing nutritional information that enables consumers to choose healthier options when eating out.
6. There are a range of initiatives across the UK which include :
 - In Wales, the Welsh Assembly Government is developing a public health strategic framework 'Our Healthy Future' with the aim of improving public health in Wales by

¹ www.foresight.gov.uk/OurWork/ActiveProjects/Obesity/Obesity.asp

² The cost of cardiovascular disease to the UK economy was £30.7 billion in 2006 (via health care costs, informal care costs and productivity losses) (Based on a study funded by the European Heart Network: (www.heartstats.org/atozpage.asp?id=2119))

³ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4094550

⁴ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_082378

⁵ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/DH_097523

⁶ <https://statistics.defra.gov.uk/esg/publications/efs/default.asp>

⁷ http://www.cabinetoffice.gov.uk/strategy/work_areas/food_policy.aspx

2020. It focuses on 7 key areas, one of which is to ensure everyone has access to and understands the importance of healthy diet and regular exercise⁸;

- the Scottish Government's action plan to improve diet, increase physical activity and tackle obesity, Healthy Eating, Active Living⁹;
- in Northern Ireland the Fit Future health strategy¹⁰.

7. The purpose of this Government's initiative is to provide consumers with nutrition information in catering settings that will enable them to identify foods that meet their energy needs and help them to maintain a healthy weight. As a first step, the Agency has developed a scheme to provide calories information at point of choice.

Consumer Information

8. Consumers are familiar with nutrition labelling routinely provided by much of the retail sector on a voluntary basis and as a requirement where a nutrition claim is made. However, similar information is not usually available to consumers when they eat out of the home making it difficult for consumers to make informed choices or identify healthier options. While there are a number of catering businesses which are already providing information in varying formats the level and accessibility is patchy and inconsistent. There is a clear need to ensure that such information is provided consistently in a way which is effective in enabling consumers to make informed choices.
9. Research suggests consumers often underestimate the nutrition content of food eaten out of the home. In a study published in the American Journal of Public Health participants underestimated the calories in foods at a restaurant by more than 600 calories. Furthermore, a study looking at how often consumers accessed nutrition information when eating out when this information was displayed away from point of choice locations showed the information was only accessed by 0.1% (6 of 4311) customers.¹¹

Calorie labelling in the USA

10. In the USA a precedent has already been set for the provision of calorie labelling at point of choice, with the introduction in some states and cities of compulsory calorie labelling in chain restaurants. The New York City Health Department introduced legislation which came into force in April 2008 that compels restaurant chains with 15 restaurants or more to post calorie information on menus and menu boards wherever the description or price information of an item is listed¹². A number of other US cities and states including Seattle, California and Maine have introduced similar legislation which will come into force over the next year and beyond¹³.
11. Consumer research from the US provides a mixed picture in relation to the impact of calorie information on consumer choices. For example a study based around the introduction of calorie labelling by a major US high street chain (and which was introduced before calorie labelling legislation was in force) indicated that some consumers reduced their intakes by 50-100 calories per meal where they noticed and used the information¹⁴. Whereas other research conducted immediately after the introduction of the New York City legislation, and which covered a number of major high street chains, found that whilst

⁸ <http://wales.gov.uk/topics/health/ocmo/healthy/?lang=en>

⁹ <http://www.scotland.gov.uk/Publications/2008/06/20155902/0>

¹⁰ <http://www.food.gov.uk/multimedia/pdfs/consultation/fopnutritionlabellingni.pdf>

¹¹ An Observational Study of Consumers' Accessing of Nutrition Information in Chain Restaurants Roberto et al. *Am J Public Health*.2009; 99: 820-821

¹² http://www.nyc.gov/html/doh/downloads/pdf/cdp/calorie_compliance_guide.pdf

¹³ http://cspinet.org/new/pdf/ml_map.pdf

¹⁴ Bassett MT, Dumanovsky T, Huang C, Silver LD, Young C, Nonas C, et al. Purchasing behaviour and calorie information at fast-food chains in New York City, 2007. *Am J Public Health*. 2008;98(8):1457-9

consumers noticed the calorie information there was no evidence of an effect on customer choices in terms of a reduction of calories consumed¹⁵.

12. Further studies are expected from the US and these may give a more precise picture of the effect of calorie labelling on consumer choice - the information having been in place for more time and there having been promotional activity through campaign work. For example, New York City's Department of Health and Mental Hygiene have published preliminary findings from a study of over 10,000 consumers which indicates that 56% of consumers notice the information, and those consumers who saw and acted on the information consumed an average of 106 fewer calories.

Intended effect

13. Calorie labelling at point of choice will provide consumers with clear and simple information that will enable them to make informed choices and identify foods that help them to meet their energy needs and enable them to better maintain energy balance and a healthy weight.
14. The catering market in the UK has already begun to provide consumers with more information about the food they are eating. By the end of 2008 at least 24 major restaurant chains were providing nutrition information to consumers. However there is a great deal of variation in how and where this information is presented. Delivery methods include websites, packaging, tray liners, in store and behind the counter material. Information from a detailed survey of catering companies that provide nutrition information to consumers in the UK is summarised at **Annex G**. The adoption of a consistent approach by the industry that informs consumer choice should increase the level and usefulness of information currently provided.

Background

Consumer research on labelling in catering

15. The Agency commissioned qualitative research¹⁶, which was published at the start of 2009 to establish consumers' views on nutrition labelling in catering settings by exploring with consumers:

- awareness of and response to schemes that already exist including information made available by some restaurants, pubs, sandwich shops and other food outlets;
- understanding and ease of use;
- what form they feel schemes should take from their perspective; and
- the information it should contain and how that information should be conveyed

16. The research revealed that:

- Consumers want to see clear and easy-to-use information at the point they choose what to eat and they are happy to have the information and believe that it is their choice whether to use it or not;
- Consumers want consistency in the information offered to them, making it easier to use, create trust and confer credibility in the information;

¹⁵ Calorie Labeling and Food Choices: A First Look At The Effects On Low-Income People in New York City
By Brian Elbel, Rogan Kersh, Victoria L. Brescoll, and L. Beth Dixon
(<http://content.healthaffairs.org/cgi/content/abstract/hlthaff.28.6.w1110>)

¹⁶ Consumer Response to Nutrition Information Available in Catering outlets (2009):
(<http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/consumerresponse150109>)

- As nutrition information already exists in shops and supermarkets, participants felt that having similar information when eating out was an obvious next step; and
- There was support for calorie information at the point of decision as the simplicity of it was appealing.

17. Quantitative research¹⁷ carried out by the Agency in June 2008, indicated that 85% of consumers agreed that restaurants, pubs and cafes have a responsibility to make clear what is in the food they serve. More than 80% of respondents also said that nutrition information would be most useful if provided at the point they choose or order food, such as on menus or menu boards.

Calorie labelling in the UK

18. The Agency launched a voluntary initiative to provide calorie labelling in catering settings in January 2009. 21 companies agreed to provide calorie labelling at point of choice in around 450 outlets over the summer of 2009, including workplace caterers, sit down and quick-service restaurants, theme parks and leisure attractions, pub restaurants, cafes and sandwich chains. A list of participating companies is at **Annex F** and examples of the calorie labels used are available at the Agency's website¹⁸. By the end of October 2009 over 800 outlets were displaying calorie information some permanently and some on a trial basis.

19. The companies were provided with a set of criteria for the display of calorie labelling which were developed with input from two stakeholder groups (Calorie Labelling Group, formed of companies providing calorie information, and a Stakeholder Advisory Group, with representatives from industry, consumer groups, trade association and enforcement bodies) to ensure a consistent approach to the format and display of calorie information among catering businesses. The Agency basic criteria are at (**Annex B**).

Calorie labelling evaluation

20. An evaluation of the introduction of calorie labelling was carried out by independent research company BMRB. The work assessed consumers' understanding and use of calorie labelling, and gathered feedback from the restaurants themselves to look at practical issues and costs that were involved in providing the information. The evaluation was conducted between May and July 2009.

21. The evaluation results have been used to inform the Agency's principles for a voluntary calorie labelling scheme. A summary of these results is attached at **Annex D**

Wider work with caterers

22. The provision of calorie information forms part of a larger body of work that the Agency is conducting with the catering sector. Over the past 2 years the Agency has been working to secure voluntary commitments¹⁹ on healthier catering from the UK's largest companies. To date some 42 companies have published documents on the Agency's website setting out their current and future activities in 4 specific areas - procurement, menu planning, kitchen practices and consumer information. As part of this work companies are encouraged to work towards lowering levels of salt and saturated fat in their foods.

¹⁷ <http://www.food.gov.uk/news/newsarchive/2008/jun/eatout>

¹⁸ <http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/calorie>

¹⁹ <http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/commitments>

23. The commitments, which are updated annually, cover the breadth of the UK catering industry – including contract caterers, food service suppliers, quick service restaurants (counter service restaurants), pubs, coffee shops, sandwich chains, and casual dining restaurants (sit down menu service). It is estimated that the companies involved are serving upwards of 8 million customers every day.
24. Initially Agency work with the catering industry has focused on larger business, however, industry is characterised by large numbers of small and micro businesses. To help support these businesses the Agency is developing simple, practical guidance for businesses to help improve the nutritional quality of the foods they offer (and with emphasis on the key public health nutrients). The guidance is intended to be easy to implement, cost effective, and not require the businesses to have nutrition knowledge. The advice will be specific for different sectors e.g. chip shops, Indian restaurants etc.

Options

25. Two broad options for the development of a calorie labelling scheme are provided:

- Option 1) Do nothing – Rely on existing market momentum to provide calorie information
- Option 2) The Agency develops a voluntary calorie labelling scheme for use across the catering industry

26. Our preference is for Option 2 which will provide a flexible framework for the provision of calorie labelling, yet ensure a consistent approach for maximum consumer impact.

27. The option of legislation to require catering businesses to provide calorie information at point of choice was considered but not pursued. The Agency has experience of successful partnership working with the food industry on salt reduction and believes that a similar flexible approach will be more effective in encouraging catering companies to introduce calorie labelling. This is in recognition of the leadership already shown by a number of companies in providing this information to their customers.

Option 1 – Do nothing

28. This would mean taking no more action than we are already taking with industry to secure adoption of calorie labelling at point of choice. While some catering businesses have already begun to provide calorie information to consumers, this is not widespread and generally is not provided at the point of choice. If left to itself the sector is unlikely to provide calorie information consistently and at point of choice, or to achieve the level of penetration to ensure that consumers routinely have the information to make informed choices.

Option 2 – The Agency develops a voluntary calorie labelling scheme for use across the catering industry

29. This is the Agency's preferred option. A voluntary scheme will provide clear principles that will allow businesses to deliver nutrition information in a consistent manner that is of most use to consumers when making food choices outside of the home while still being able to adopt the principles in line with businesses' existing branding and marketing material.

30. For those businesses that already provide nutrition information about their products, provision of calorie information to consumers at point of choice ought to be straightforward and can be fitted into existing menu cycles to minimise cost of printing menus or changing

menu boards and other marketing materials. Where businesses need to obtain nutrition information the Agency's proposals include producing guidance for businesses to help identify suitable methods and ensure the information is as accurate as possible.

31. The Agency has been working closely with enforcement bodies to ensure catering businesses are supported to implement processes that ensure the information they provide is as accurate as possible. LACORS, the Local Authorities coordinators of regulatory services, has published a statement setting out its position on calorie declarations in catering establishments and welcoming the initiative²⁰.

32. The Agency is keen to ensure that the calorie labelling scheme which is developed is as inclusive as possible, can be adopted by a wide range of businesses and recognises the challenges faced by smaller businesses (e.g. lack of resources or expertise). The Agency is aware of some smaller businesses that provide calorie information already and will be using their experience to inform guidance to support a wider range of businesses in doing so.

Costs and benefits of options

Option 1

33. Whilst not involving any additional costs to business or the public sector, Option 1 (Do Nothing) would not deliver the potential benefits to consumers from consistent calorie labelling and any subsequent public health benefits.

Option 2

Sectors and groups affected

34. The following groups may be affected: catering businesses, suppliers, retailer operating catering outlets for consumers and staff and UK consumers (Annex 1). Enforcement bodies will also be affected by this option as noted in paragraph 70-71

Benefits

Industry Benefits

35. Increased consumer interest in diet and health is leading to changing customer requirements and purchasing behaviour. This is creating a need for increased and clearer nutritional information. Calorie labelling provides industry with a way to respond to this need.

36. The Agency's voluntary approach is consistent with a number of key principles of good regulation²¹. It should deliver the benefit of providing consumers with consistent information without unduly burdening industry through regulation and associated costs. This recognises the success of voluntary approaches adopted elsewhere in related areas of nutrition policy such as healthy catering commitments, salt reduction and front of pack labelling.

37. The main industry benefits of a calorie labelling scheme are those related to brand enhancement and reputational gains, in particular transparency about calorie information which will increase consumer confidence in business and through corporate social responsibility, where working with the Agency, demonstrates an ability to better meet

²⁰ <http://www.lacors.gov.uk/lacors/ViewDocument.aspx?docID=21557&docType=N>

²¹ <http://www.berr.gov.uk/files/file49519.pdf>

consumers' dietary and health needs. If a business decides to adopt calorie labelling it will do so for commercial reasons and where the associated benefits and rewards are considered by the business to outweigh the costs.

Consumer Benefits

- 38. The extent of benefits depends on a number of factors, including: the level of awareness, comprehension and usage of calorie labels by consumers and the impact upon subsequent overall dietary choice and purchasing decisions; and the level of take up by business.
- 39. The main consumer benefit of developing a calorie labelling scheme is that it gives consumers access to key nutritional information presented in a consistent manner which could enable healthier choices when eating out or balancing their diet across a longer period of time.
- 40. Consumers may also gain indirect health benefits where calorie labelling provides firms with an incentive to reformulate and develop new products that are healthier – although it will not be possible to assess the extent to which such reformulation is due to calorie labelling as opposed to other drivers.
- 41. It is not possible to accurately quantify health benefits that may be accrued as a result of consumers being able to make healthier choices. This is dependent upon a wide range of factors including those already outlined above.

Costs

- 42. Further detail on the costs, size of market affected etc can be found in **Annex 2** and includes questions directed to stakeholders

Business Costs

- 43. Where companies already have nutrition information additional costs are likely to be reduced. Companies who do not have nutrition information can take several routes to obtain the information, including sending dishes out to laboratories, calculating calorie labelling using information they already have; or information from producers; and using software. Each method has its own associated costs which will mainly be incurred as a one-off when initially starting to label calories. As products change²², new products come on line or companies update their information, additional ongoing costs for updating this information will be incurred.
- 44. The other substantial cost from calorie labelling is the production of materials showing calorie information. This cost can be minimised if redesign and re-labelling is carried out within normal businesses cycles. However, there may be instances where significant change in supplied products may require a label change outside of business cycles.
- 45. It is not possible to produce aggregate costs for participating in the Agency's proposed calorie labelling scheme as these will vary widely depending on existing business practices and fitting calorie labelling within normal business cycles.

Consumer Cost

- 46. No costs have been shown for consumers from taking forward this option. However, it is possible that businesses could choose to pass on the costs of developing calorie labelling to consumers, and there may be some minimal costs of familiarisation by consumers.

²² BMRB 2009, An Evaluation of Provision of Calorie Information by Catering Outlets (section 3.7.1 costs)

Administrative Burden Costs

47. As this is a voluntary initiative, there are no additional administrative burdens on business but there may be costs associated with familiarisation with the principle of calorie labelling.

Consultation

48. In advance of this formal consultation the Agency has engaged with a wide range of stakeholders through stakeholder groups, bilateral meetings and formal research to seek their input on costs, practical issues around the implementation of calorie labelling and development of a scheme.
49. A stakeholder meeting was held on 15 January 2009 to discuss plans for calorie labelling and to gather views from industry and other stakeholders on the best approach to achieving calorie labelling. The meeting was attended by over 50 catering businesses as well as trade associations, consumer and health groups and other interested parties. Feedback from facilitated discussions held at the meeting were used in the development of the trial.
50. Two stakeholder groups were subsequently formed to provide input and advice to the Agency on calorie labelling; A Calorie Labelling Group which was industry based, consisting solely of companies that were willing and able to adopt calorie labelling by June 2009 for the trial in line with the Agency's planned evaluation of the scheme, and a Stakeholder Advisory Group - to advise on the development of calorie labelling consisting of a wider group of stakeholder such as catering businesses, consumer and health groups, enforcement and trade associations. The issues raised in both these groups have been considered along with the evaluation and have informed the consultation and impact assessment.

SME Consultation

51. Feedback from discussions with SMEs is outlined in the Small Firms Impact Test in this IA.

Other Stakeholders

52. Further bilateral meetings have been held with key trade associations, suppliers and consumer and health groups to share background information and gather feedback on the Agency's proposals. These stakeholders have generally supported the Agency's calorie labelling work. Trade associations have raised concerns about the ability of some sections of the industry (notably smaller businesses) to provide nutrition labelling. Some consumer and public health groups also favoured a legislative approach and provision of information beyond calories.

Enforcement

53. Under the preferred option (option 2) calorie labelling is voluntary and therefore incurs no direct enforcement costs. However, where a business has chosen to provide calorie information it is their responsibility to ensure that the declarations are not false or misleading. This is the case with any nutrition information that is already provided by businesses. Catering businesses that choose to provide calorie declarations voluntarily will therefore need to develop and implement processes to ensure that calorie declarations are as reliable as possible. Local Authority acting as home / primary authorities for food businesses can provide guidance on such processes, including acceptable methods for measuring calories and portion control.
54. The Agency has been working closely with enforcement bodies to ensure catering businesses that introduce voluntary calorie labelling are supported in implementing

processes that ensure the information they provide is as accurate as possible. The Local Authorities coordinators of regulatory services (LACORS) has published a statement setting out its position on calorie declarations in catering establishments and welcoming the initiative. The statement can be found at the link below:

www.lacors.gov.uk/lacors/upload/21379.doc

55. As reflected in other labelling areas LACORS consider that enforcement costs could be reduced if a single catering labelling approach were to be used by industry instead of the proliferation of approaches currently used as enforcement officers would only need to be familiar with a single set of criteria.

Simplification

56. The voluntary approach allows individual businesses to decide if and how to address the principles for a calorie labelling scheme. There are therefore no simplification measures with this policy.

Implementation and Review

57. The Agency will consider the responses from this consultation and publish final recommendations by spring 2010. Take up of the scheme will be monitored and a review of the scheme will take place after 18-24 months of the scheme being in place.

Post-Implementation Review

58. We expect to review the uptake of calorie labelling by businesses 18-24 months after publication of final recommendations.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	No	Yes
Small Firms Impact Test	No	Yes
Legal Aid	N/A	N/A
Sustainable Development	No	Yes
Carbon Assessment	N/A	N/A
Other Environment	N/A	N/A
Health Impact Assessment	N/A	N/A
Race Equality	No	Yes
Disability Equality	No	Yes
Gender Equality	No	Yes
Human Rights	N/A	N/A
Rural Proofing	N/A	N/A

Competition Assessment

59. The Agency has considered the underlying competition issues that may exist with respect to the provision of Government co-ordination of a voluntary calorie labelling scheme.
60. Although, the introduction of a voluntary scheme for calorie labelling will be easier to adopt for catering businesses that already provide nutrition information, it is the choice of the businesses to provide calorie labelling where they perceive the benefits to outweigh the costs. This is not dissimilar to the current market and therefore the Agency's voluntary policy on calorie labelling should increase the use and proliferation of calorie labelling and standardise the information provided which will support greater consumer understanding and choice. Therefore, the effect on competition is likely to be unchanged as a result of this policy.
61. The extent to which suppliers provide nutrition information is not fully known, and the risk is unknown that caterers would alter their supply chain to enable them to gather calorie information as a result of this policy. Catering businesses can and do gather calorie information in a variety of ways and are not reliant on suppliers to directly provide this information, which is likely to minimise any potential affect on competition.
62. The provision of lower calorie products and the choice by catering businesses to base decisions on the level of calories is a decision made by the business and is multi-factorial, in that the Agency's voluntary calorie labelling approach will not be the only driver. Therefore, it is not possible to ascribe any effect on competition directly related to Government intervention on calorie labelling.
63. Where businesses do not have dedicated resources for calorie labelling or undergo regular menu cycles it is possible that potential changes to menus or products will be an additional burden that may impact product development and innovation. The Agency's proposal for principles for calorie labelling includes certain flexibilities to minimise such an effect on competition. For example in the principles it is proposed that there will be flexibility for calorie labelling where menu items are introduced as specials or for one-off items which are promoted for a limited time and are not from a standard set of recipes used by the business.

Small Firms Impact Test

Industry Structure

64. The catering industry is characterised by large numbers of small and micro businesses, defined as <50 employees²³. There are estimated to be 134,000 small and micro businesses²⁴ and these account for 98% of the number of catering outlets. However, when the total quantity of food served is taken as the measurement, small and micro businesses share of the market drops to around half²⁵.

²³ BERR 2009, 'Thresholds for small and Medium-sized Companies and Groups and audit exemption threshold', <http://www.berr.gov.uk/whatwedo/businesslaw/financial-reporting/small-companies/page45467.html>

²⁴ IDBR 2008, 'UK Business: Activity, Size and Location 2008'

²⁵ <http://stats.berr.gov.uk/ed/sme/smestats2007.xls>

Consultation to date

65. To understand the implications for businesses of this policy the Agency commissioned 10 small business case studies as part of Technical Research into calorie labelling. The case studies presented information from small businesses that already provide some form of nutrition information on;

- accessibility,
- cost
- and their perceptions of the impact on their business.

The work also looked to clarify the support a small to medium sized catering business might require to use different methods of obtaining such information, especially as they are unlikely to have in-house expertise.

Summary of cost and benefit issues

66. Of the businesses taking part in the case study work the key process and cost components were similar to that of larger businesses with gathering of information and re-labelling being the major components. Unlike large businesses none of the SMEs providing nutrition information had any in-house expertise and as a result had to research the process for gathering information on their own or use a consultant, which could add significant additional cost onto smaller businesses. Where the business did not use outside input they did not face any issues in gathering nutrition information that could not be addressed.

67. Use of a closely controlled food production system (for example to ensure areas such as standard recipes being used and the standardisation of portion sizes and ingredients) was prominent in smaller businesses already providing nutrition information. This may be an area of difficulty for some small and micro businesses that currently do not operate with this level of consistency. However, feedback from participating businesses identified positive impacts such as:

- Financial gains through more accurate costing
- Benefits in chef training
- Improvements in quality assurance
- Increase in the organisation of the day to day running of the businesses
- Increased profile of business with networking opportunities

68. In the sample there were no issues regarding obtaining nutrition information from suppliers for pre-made items used in the calculation of the nutrient content of a recipe. No details, however, were available regarding the availability of nutrition information regarding ethnic or culturally diverse foods.

69. The cost of obtaining calorie information was not a major issue by the companies as, in the majority of cases it was already considered as a part of their existing business costs. As calorie labelling will be voluntary it will be at a business's discretion to provide calorie labelling. However, laboratory analysis costs were deemed to be high by businesses and it was recognised that this cost would be ongoing. This ongoing cost is the case whether the nutrition information is analysed via a laboratory or completed by calculation, as new analysis or calculations need to be performed for new menu items. It is recognised that this will impact on the ability of a business to provide nutritional information for customers

70. None of the businesses had calculated the time cost of their own staff in supporting the nutritional analysis (e.g. in chefs writing down recipes, in meetings, in obtaining information from suppliers), which is likely to contribute to ability to provide calorie labelling and costs.

71. Businesses that had nutritional information printed on menus or other materials timed the introduction of the labelling to co-ordinate with the change of menus. No additional print costs were acknowledged in the sample, for example due to additional colours being used, but it may be a consideration for other businesses.
72. All of the businesses felt that there was an increasing demand by their customers for nutritional information and that it was important to provide this. Some were hoping that it would increase sales and attract new customers and so benefit the business from a commercial angle; others simply felt that it was important to provide nutrition information so that customers could make informed choices.
73. Several of the businesses were in the early stages of implementing a nutrition labelling scheme and so had not received any feedback from their customers regarding the scheme. One business had monitored an increase 'hits' to their website on the page that contained nutrition information.

Ongoing Work

74. A key concern is establishing ways of helping smaller businesses to participate in a calorie labelling scheme to ensure that the scheme is inclusive. The Agency has begun work to identify how smaller businesses can participate, and in doing so will look at mechanisms for engaging with smaller businesses and their trade bodies.

Q8. How can the Agency best engage with small businesses and encourage uptake of principles for calorie labelling?

Sustainable development

75. Impacts under all 3 pillars of sustainability (social, economic and environmental) have been considered and significant costs/benefits have been noted in the costs and benefits section of this IA. As calorie labelling is voluntary we would expect businesses to adopt labelling within normal business cycles for re-labelling therefore saving costs to industry as well as minimising the impact on the environment through labelling waste. Option 2 is the most sustainable because it minimises costs to industry whilst enabling consumers to benefit from more consistent information.
76. We will review the impact on sustainability in light of the consultation responses to see if any specific technical issues may result in greater sustainability issues.

Race equality issues

77. We do not consider there to be any race equality issues pertaining to this policy but we recognise that there are marked ethnic differences in eating out frequency²⁶. Black and Black British eat out the least followed by Asian and Asian British. Both the White and Chinese and other groups spend similar amounts on the consumption of food eaten out of the home when alcohol purchase are excluded.
78. The evidence is not clear regarding whether some minority groups are more at risk from certain diet related diseases; as such there is little indication at this time of a differential health impact of this policy on any ethnic groups

Gender equality issues

²⁶ DEFRA Family Food Expenditure Report 2002-2003

79. We do not consider there to be any gender equality issues relating to this policy.

Disability equality issues

80. We do not consider there to be any differential impacts for disabled people

Businesses affected

Size of market

81. The size of the catering market is difficult to establish, with estimation of business numbers and outlet numbers varying depending on the source. This is due in part to the catering sector having a high level of business turnover and because different estimates vary in sectors of the eating out market included in the calculation. The following table shows the range of estimates for outlet number by sectors as well as turnover figures

Table 1: UK Eating out outlets and sales by sector.

Sector	Number of outlets ²⁷	Number of outlets ²⁸	Food sales (£m) ²⁹
Hotel	46,188	19,395	5,521
Restaurants	26,927	72,815	5,810
Quick service (including Coffee and sandwich shops)	30,455		7,470
Pubs	50,841	60,810	3,939
Leisure	19,370	N/A	2,374
Business and Industry Catering*	19,946	21,575	2,114
Total	193,727	175,959	27,228

* Otherwise known as contract catering and excludes healthcare, education and defence catering

82. The catering industry is characterised by large numbers of small and micro businesses, defined as <50 employees³⁰. Figures from the Inter-Departmental Business Register³¹ suggest that 98% of businesses in catering can be classified in terms of micro or small (Table 2). In terms of sales, data suggests that medium and large businesses sell approximately similar volumes of food in total compared to small and micro businesses³². A breakdown of the market by outlet numbers versus size of the business (**Annex G**) better represents the distribution of the market towards large and medium businesses.

Table 2: Breakdown of catering industry by business size

Figures are based on information from IDBR 2008, 'UK Business: Activity, Size and Location 2008'

Size of Business	Number of Businesses	By percentage
Micro	80,690	59
Small	53,405	39
Medium**	2,240	1.6
Large**	360	0.4
Total	136,695	

** Not representative of outlet number as is the data for micro and small businesses

²⁷ Hospitality Association, Trends and Development report, 2008

²⁸ IDBR 2008, 'UK Business: Activity, Size and Location 2008'

²⁹ Hospitality Association, Trends and Development report, 2008

³⁰ BERR 2009, 'Thresholds for small and Medium-sized Companies and Groups and audit exemption threshold', <http://www.berr.gov.uk/whatwedo/businesslaw/financial-reporting/small-companies/page45467.html>

³¹ <http://www.statistics.gov.uk/idbr/idbr.asp>

³² <http://stats.berr.gov.uk/ed/sme/smestats2007.xls>

Q9. Is the data on industry affected an accurate representation? If not, please provide new evidence.

Market penetration of nutrition information³³

83. The catering market in the UK had already begun to provide consumers with more information about the food they are eating by the end of 2008. At least 24 major restaurant chains (**Annex G**) were providing some form of nutrition information to consumers, additionally some businesses were collecting nutrition information for internal use³⁴.
84. The majority of businesses that provide nutrition information do not do it at point of choice. Where nutrition information is currently given it may be in a number of different ways including: on brand websites; leaflets, booklets and folder in store; tray liners and selected product packaging. Some of this is only available on request by customers. In general, information provided on websites or dedicated leaflets is more detailed, including a wide range of nutrients in addition to energy. Some businesses also offer an online facility for customers to select the various components of their meal and calculate the nutrition content
85. Among the businesses providing nutrition information there is a large degree of variability on the amount of information and formats used, as summarised below. Businesses provide a number of macro nutrient combinations and different formats and interpretive elements (e.g. tabulated nutrient breakdown with %GDA).

Type of Nutrients

- Group 1 – Energy, protein, carbohydrate and fat
- Group 2 – Group 1 + sugar, saturated fat, fibre and sodium (salt equivalent sometime used)
- Different combinations of the nutrients with inclusion of vitamins, minerals, trans fat, cholesterol, mono-unsaturates and polyunsaturates

Types of Format

- Tables of data for all products
- Single product information
- Meal calculator

Interpretive Elements

- Symbols
- Icon chart
- % GDA
- Traffic light labelling

Number of products affected

86. In order to understand the actual impact of any calorie labelling recommendations, it is necessary to estimate the number of products that will be affected. The cost for collecting calorie information will be directly dependent on the number of products for which the information is being collected. The diversity of the catering market makes this difficult. The relative size of the business, the sector it operates in (i.e. high street chains, restaurants, contract caterers etc) and the type of cuisine served will affect the number as well as changes to menu items.

³³ Discussion is based on information collected in December 2008 as part of a Agency review of existing nutrition information schemes in catering.

³⁴ <http://www.food.gov.uk/healthiereating/healthycatering/cateringbusiness/commitments>

87. Some businesses, especially high street chain restaurants, have highly standardised menus with a set number of products. It is not uncommon for some businesses to operate with one main menu per meal occasion which may contain less than 25 items. At the other end of the standardised menu spectrum there are instances where consumers can customise their option incurring a significant alteration to the nutritional composition of their food. For example a “choose your own” pizza, where consumers can select from a number of bases, sizes and combinations of toppings. This could potentially give thousands of permutations. Another example is coffee where there is a choice of types of drink, size, milk used and even optional extras such as syrups and cream toppings.
88. Businesses may operate with a number of set menus for different offers, meal occasions and time of year. For example, a business may have separate menus for breakfast, brunch, lunch and evening meals as well as a set menu, specials and dessert menus. This makes it difficult to accurately estimate the total number products offered across the catering sector.
89. Where menu items are rotated over a period of time this can have a significant effect on the number of products offered with estimates of dishes served in some contract catering settings reaching around 700 over a 6 week period. Another example of this would be restaurants that change their menu offerings on a regular basis whether that is through a standard range of dishes or newly created dishes.
90. Calorie labelling as set out in the policy option 2 will contain flexibilities for labelling for certain products. Therefore, some businesses may not need to always provide information on all products. e.g. items introduced as specials or one-off items offered for a limited time that do not form part of the standard menus would be considered under a flexibility.

Q10. Is this a realistic reflection of the variation in products on offer and are there any other menu variations and products that need to be considered?

Labelling cycles

91. Feedback from businesses is that they undergo regular re-labelling cycles, for example some on a 6 monthly basis, where materials are altered and/or redesigned. We expect that calorie labelling would be implemented during normal business cycles to minimise burdens.

Q11. Is a 6 month labelling cycle an accurate reflection across all sectors and business sizes?

Industry costs.

92. Calorie labelling costs were identified to fall into 3 major categories:

- obtaining calorie information;
- producing materials showing calorie information (e.g. printing of display boards, labels and menus); and
- other costs such as staff time attributed for setting up the scheme and training outlet staff.

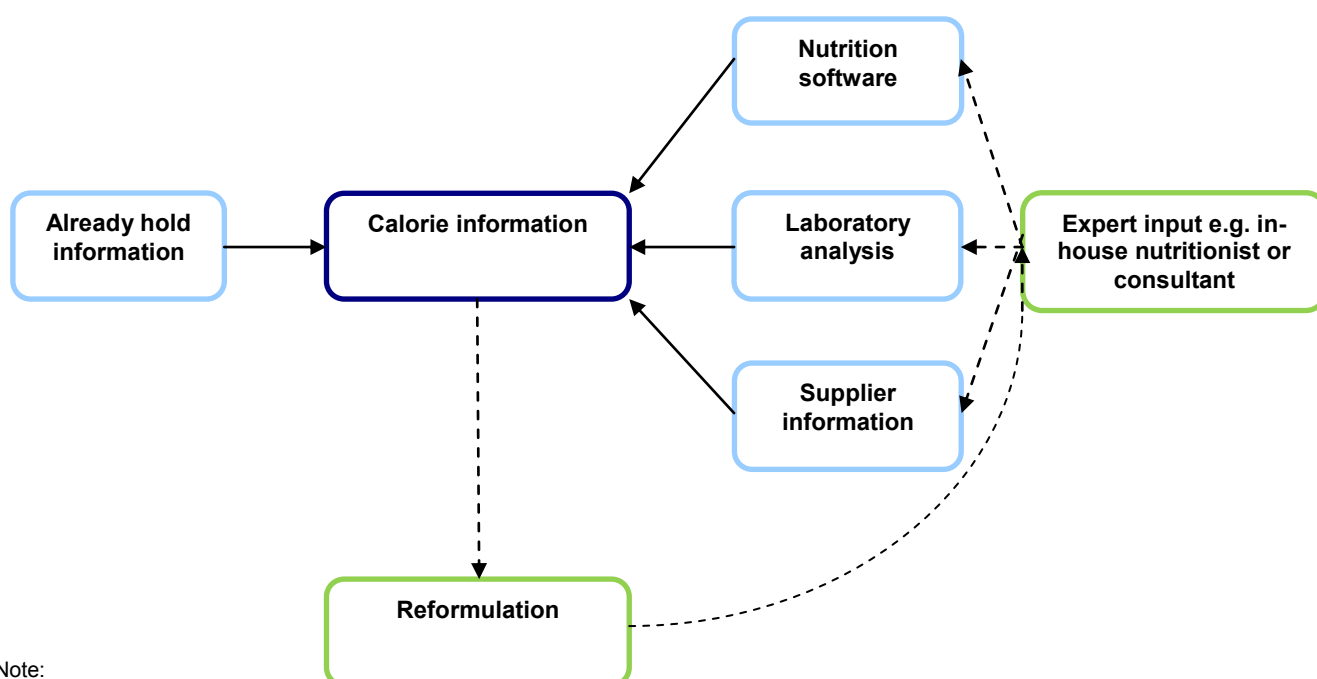
93. In order to understand better the process and associated costs, we asked stakeholders and service providers (analytical laboratories, software providers and consultants) about these processes and costs. The Agency is interested in the one-off costs of a labelling change and on-going costs where this increases costs from standard business labelling practices. A breakdown of key findings is given below.

Calorie information process

94. Where a business has already gathered calorie information (**Annex G**) the cost information process is likely to be very straightforward. For businesses that need to gather this information there are a number of options which are as illustrated in Diagram 1.

95. For smaller businesses that do not have in-house nutrition expertise, businesses can seek support from consultants. This can range from reviewing nutrition information collected for accuracy, performing software analysis of recipes or management of the entire calorie information collection.

Diagram 1: A summary of key cost components of obtaining calorie information



Note:

- Light blue boxes represent key cost components
- Green represents additional cost areas.

Q12. Are these the correct processes for collecting calorie information and level of consultancy use that may be required to provide calorie information?

Calorie information costs

96. The following tables show the information on costs for obtaining calorie information as identified through the calorie labelling evaluation and technical report. Firms are anonymised to ensure commercial confidentiality.

Table A: Nutrition software – cost per package (see “ongoing cost” for software licence costs) - summarised from calorie labelling evaluation.

Business or quote	Software cost (£)	Software licence (£)	Software Support (£)	Comment
A	0	N/A	N/A	had software
B	0	1000	N/A	had software (licence period not specified)
C	0	N/A	N/A	had software
D	0	N/A	N/A	had software
E	0	N/A	N/A	had software
F	0	N/A	N/A	had software
G	0	N/A	N/A	had software
H	0	N/A	N/A	had software
I	0	2000	8000	Quote from provider
J	3800	135 (3yrs)	N/A	Quote from provider
K	0	10 per month	60	Quote from provider
L	500	250 per year	N/A	Quote from provider
M	595	N/A	N/A	Quote from provider
N	685	N/A	N/A	Quote from provider
O	0	N/A	N/A	Online free software
P	0	N/A	N/A	Online free software
Q	0	N/A	N/A	Online free software
R	0	N/A	N/A	Online free software
S	6000	N/A	N/A	Info from stakeholder

Table B: Laboratory analysis – cost per item (Assuming full group 1 analysis and excluding transportation cost)

Business or quote	Lab analysis £ per product	Comment
A	67	Sample of approx 180 products
B	0	Already have info
C	0	Already have info
D	0	Already have info
E	40	
F	50	Random Sampling of dishes (3 per month)

G	0	Already have info
H	267*	Menus (approx 75 products)
I	0	Already have info
J	35	Quote from lab for per sample for 10 samples overall
K	32.5	Quote from lab for per sample for 10 samples overall
L	20	Quote from lab for per sample for 10 samples overall
M	15	Quote from lab for per sample for 10 samples overall
N	24	Quote from lab for per sample for 10 samples overall
O	20	Quote from lab for per sample for 10 samples overall

* This value may be derived from multiple tests for a single menu item

Q13. Is the above information an accurate representation of the likely costs of nutritional analysis through i) software and ii) laboratory analysis?

Supplier information

97. Large suppliers and businesses have reported varying levels of nutrition information provided by other suppliers. For suppliers that already provide identical products in retail, requirements for calorie information are unlikely to increase burden beyond the information they already supply for retail labels. However, it is unclear to what extent suppliers provide or even hold nutrition information and therefore, it is not possible to monetise these costs at this stage.

Q14. What level of information is currently available through suppliers?

Q15. If calorie labelling increases demand on suppliers for information that is not currently held or provided what additional burden will this have on suppliers?

Reformulation

98. The decision to reformulate with respect to nutrient content is usually taken where this offers some benefit to business – this could be by way of reputational gains; creating healthier product ranges and attracting new consumers or increasing sales of products which are healthier choices. In a few instances calorie labelling has been a factor that has been considered by business when reformulating products, however, it is not possible to isolate the reformulation costs attributable to calorie labelling alone.

Expert input

99. Estimated consultant cost to gather nutrition information range from £6 – £25 per recipe.

Q16. Are the costs outlined for consultancy realistic? The Agency welcomes any additional information on consultancy costs.

Other factors that would increase/decrease calorie information costs

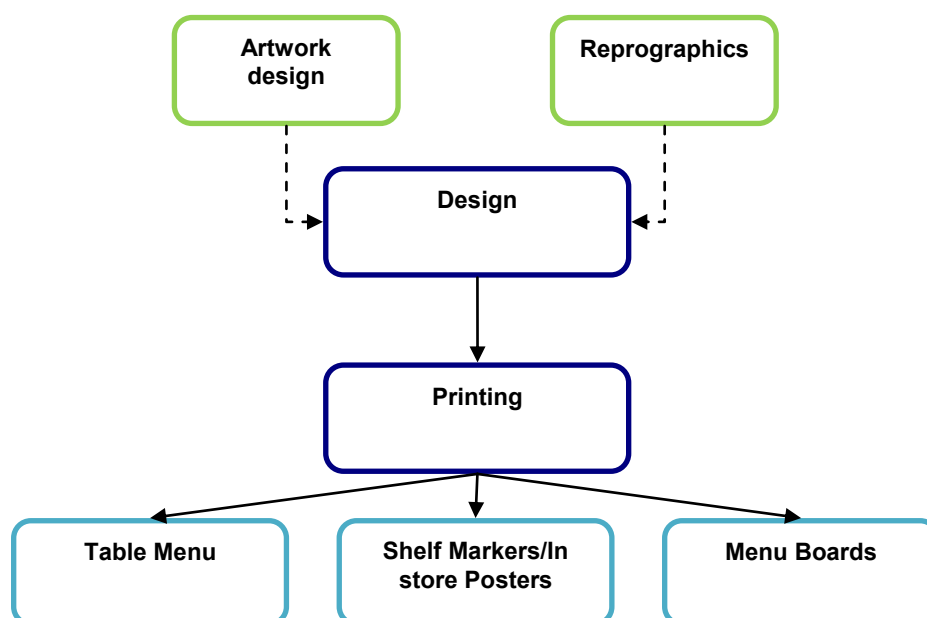
- Number of items analysed. The larger the number of products undergoing laboratory analysis the lower the cost per item.
- Existing access to nutrition information. Where companies already have nutrition information provided by suppliers or have access to nutrition software this will reduce the cost for gathering nutrition information.

- Cost of transporting samples. Additional costs may be incurred to transport food samples for laboratory analysis. Laboratories have indicated they require between 100g to 200g for analysis. The cost of sending a sample via standard postal service could be between £2.50 and £0.56 per sample depending upon the size of sample required and the total number of samples being sent at any one time. Some laboratories may require next day delivery of items which ranges from £5.40 (up to 500g)³⁵ to £16.99 (for 30kg)³⁶.

The labelling process

100. Some participants in the calorie labelling trial wanted to be able to show calorie information in their existing displays to avoid extra costs, unless they were rebranding or making alterations as part of their usual business cycle. However, there were examples of companies who, whilst not changing their displays greatly, did employ designers to help them to decide where and how the calorie information should appear.

Diagram 3: A summary of main components of labelling calories



Note:

- Light blue boxes represent key cost components
- Green represents additional cost areas.

Labelling Costs

101. The table below shows the information on re-labelling costs obtained through the calorie labelling evaluation. Key cost components have been broken down in to design and printing as it was not possible to isolate component parts as businesses tended to present overall costs.

Table C - summarised from calorie labelling evaluation

Business or quote	Re-labelling cost (£)		Comment
	Design	Print	

³⁵ Royal Mail Special Delivery

³⁶ Royal Mail Parcel Force 24

A	0	0	Already redesigning and labelling
B	0	0	Already redesigning and labelling
C	500		Only overall cost given
D	3000	32000	
E		70000	
F	0	0	Already redesigning and labelling
G	6000		Only overall cost given
H	0	0	
I	0	0	
J	6000		Only overall cost given
K	15000	1000	
L	10000	5000	
M	0	0	Already redesigning and labelling
N	0	0	Already redesigning and labelling
O	0	0	Already redesigning and labelling
P	3500		Only overall cost given

Other factors that would increase/decrease labelling costs

- The media the menu or board is printed on. The more expensive the materials used, the more costly any changes become (e.g. cost of printing paper menus verses fixed wooden board or specific plastics used in light boxes).
- Type of display and fixing. Permanent menu boards and displays may require specialists outside of outlet staff to change displays, which can incur significant costs
- Print type. Some businesses print labels at outlet level rather than using specialist printers, which reduces the costs burden on the business.
- Consumer testing. Consumer panels to test label designs will add significant costs to the process.

Q17. We welcome feedback on the cost of relabeling, especially the specific cost for redesign and printing.

Other cost

Staff Time

102. The current information obtained through the calorie evaluation on staff time varies enormously and depends on number of outlets, who is involved e.g. Dieticians, Senior management etc. We are therefore seeking further information on this (see question below).

Q18. We welcome feedback on typical staff times related specifically to implementing voluntary calorie labelling including job titles etc.

Outlet staff training

103. The evaluation found where companies have provided staff additional training this can create additional costs. It is not possible to estimate overall costs as not all businesses provide training and the level of training and time spent varies from business to business.

Write-off costs

104. There should be no packaging or poster stock (posters printed but not yet displayed) wastage as the voluntary scheme will not require business to re-label outside of normal business cycles. Businesses have highlighted the need for label change if there is a significant and unexpected change to composition of supplied food. Depending on the amount of packaging or poster stock a necessary labelling change with a short lead-in time could incur costs through wastage and re-labelling.

On-going costs of calorie labelling

Updating calorie information

105. As menus change and new products are brought on line additional calorie information will be needed. Some businesses may also repeat calorie analysis over time to ensure accuracy.

Software licence and or support

106. An additional cost may be levied by nutrition software companies for technical support or updating of food databases (licence). Examples of costs reported range from £0 (free software) - £8,000 as a one-off payment with additional yearly costs ranging up to £125.

Additional information

107. Some companies providing calorie information, particularly contract caterers for their staff restaurant sites, have also chosen to provide additional information and marketing for customers and staff. This has included customer feedback forms, posters, table talkers and cards with links to sources of further information.

Familiarisation costs

108. It is recognised that it will take time for businesses to familiarise themselves with the Agency's proposed principles.

Q19. How long would it take a business to familiarise itself with the Agency's principles?

Additional information

109. The Agency welcomes any additional information on the costs relating to the implementation of the principles outlined in this consultation.

Q20. Can you provide any further information/case studies showing the extent of the costs to provide calorie information in line with the principles in this consultation?

LIST OF INTERESTED PARTIES

OrganisationName	Institute for Optimum Nutrition
3663 First for Foodservice	ISS Eaton Limited
4Children	ISS Mediclean Limited
7 Day Catering Ltd	J D Wetherspoon plc
Admiral Taverns	J Sainsbury plc
AMT Coffee	John Lewis Partnership
Aramark Limited	Kellogg Europe Trading Limited
Artizian Catering Services Limited	Kentucky Fried Chicken (UK and Ireland)
Asda Stores Ltd	Krispy Kreme Doughnuts
Autograph Food Services	LEGOLAND Windsor Park Ltd
BaxterStorey Limited	Lidl UK GmbH
Bay Restaurant Group	Local Authorities Co-ordinators of Regulatory Service
BB's Coffee and Muffins Limited	Loch Fyne Restaurants
Better Regulation Executive	Manor Bakeries
Boots UK Limited	Marks and Spencer plc
Bourne Leisure (Butlins)	Marriott Hotels Ltd
Brakes Group	Marston's Pub Company
British Airways Health Services	McDonald's Restaurants Ltd
British Beer and Pub Association	McKenna Townsend PR Limited
British Coffee Association	Mitchells & Butlers plc
British Dental Association	MITIE Catering Services Limited
British Dietetic Association	Nando's Chicken Restaurants Ltd
British Food Importers & Distributors Association	National Consumer Federation
British Heart Foundation	National Federation Of Consumer Groups
British Hospitality Association	National Federation Of Women's Institutes
British Nutrition Foundation	National Heart Forum
British Retail Consortium	Nestle Professional
British Sandwich Association	Nestle UK Ltd
British Soft Drinks Association Ltd	Netmums
Britvic plc	Novartis Consumer Health
Budgens/Londis	NSF - CMI Limited
Burger King (UK & Ireland)	Nutri (Imports & Exports) Ltd
Cadbury plc	Nutrilicious
Caffe Nero Group Ltd	Nutrition and Allergy Clinic
Charlton House Catering Services Ltd	Nutrition Consultants Association
Chartered Institute of Environmental Health	Paramount Restaurants
Chicken Cottage	PepsiCo UK
Compass Group UK & Ireland	Pizza Express Restaurants Ltd
Consensus Action on Salt and Health	Pizza Hut (UK) Limited
Consumer Focus	Premier Foods Ltd
Consumers For Health Choice	Pret A Manger (Europe) Ltd
Coop	Provision Trade Federation
Department of Health	Puccino's
Diabetes UK	Punch Pub Company Limited
Dominos	R Twining and Co Ltd
EAT Ltd	RoadChef
Elior UK	Sainsbury's
Environmental Services Department	Sayers The Bakers Limited
Federation of Wholesale Distributors	Shepherd Neame Ltd
Food and Drink Federation	Snack, Nut & Crisps Manufacturers Association
Food Law Group	Sodexo UK & Ireland
Freud Communications	SSP UK
Greencore	Starbucks Coffee Company
Greene King Pub Company	Stroke Association
Greggs plc	Subway International
H J Heinz Company Limited	Sustain: the alliance for better food and farming
Harbour and Jones Ltd	Tesco Stores plc
Heart Research UK	The Co-operative Group
HEART UK	The Food Commission
Hospital Caterers Association	The Food Ethics Council
Independents Nutritionist	The Nutrition Society
Innocent Drinks	The Orchid Group

The Real Greek Food Co Ltd
The Restaurant Group plc
The Stroke Association
Town centre Restaurants
Trading Standards Institute
Tragus Group Limited
Unilever UK Limited
University of Bristol

Vegetarian Society of the United Kingdom
Wagamama
Waitrose Limited
Which?
Whitbread Group plc
Wimpy UK
Wm Morrison Supermarkets Plc
YO! Sushi

An Evaluation of Provision of Calorie Information by Catering Outlets – Executive Summary

BMRB Social Research -
Qualitative

Social Science Research Unit
Food Standards Agency
December 2009

Unit Summary 3

This report has been produced by BMRB Social Research under a contract placed by the Food Standards Agency (the Agency). The views expressed herein are not necessarily those of the Agency. BMRB Social Research warrants that all reasonable skill and care has been used in preparing this report. Notwithstanding this warranty, BMRB Social Research shall not be under any liability for loss of profit, business, revenues or any special indirect or consequential damage of any nature whatsoever or loss of anticipated saving or for any increased costs sustained by the client or his or her servants or agents arising in any way whether directly or indirectly as a result of reliance on this report or of any error or defect in this report.

Summary

Key points:

- Businesses were able to implement the CI scheme and any issues encountered along the way were overcome with relative ease.
- There were 4 key learning points from the businesses' perspective –
 - The process of setting up and rolling out the scheme worked better where there was close liaison between head offices and outlets
 - Business systems, such as IT programs, could cause problems
 - Plenty of time for planning and setting up was needed, as some things took more time than expected
 - There was a need for businesses to consider the design of materials, so that they could be used in all of their outlets
- Three factors were found to have an impact on customers' and consumers' capacity and inclination to use calorie information –
 - Visibility - CI is most visible when its size, colour and location allow it to stand out from other information, including price and product descriptions
 - Understanding – there were 3 particular knowledge gaps which impeded understanding –
 - Calories were so closely associated with dieting for weight loss that people could not see a wider application for them – further information about how calories could be used in maintaining a healthy weight could overcome this
 - There was some lack of understanding on recommended daily allowances for calorie intake – this was mitigated to some extent by reference information being available
 - There was a lack of knowledge about how much exercise was needed to burn off calories, particularly amongst people in manual jobs, who felt they needed highly calorific meals to enable them to undertake their work
 - Consumer engagement – preconceptions about diet and healthy eating affected people's inclination to use calorie information – positive messages and tips on saving calories were effective in engaging consumers
- Consumers could envisage using CI to enable them to make positive food choices and to maintain a healthy weight whilst still enjoying their favourite foods and their favourite food outlets.
- Although the research found that actual usage of CI in catering outlets was low, it is important to note that the scheme had only been in place for a relatively short time and people were not expecting to see CI. Consumers suggested that the impact of CI on food choice would increase over time as awareness of CI was likely to increase. Consumers may, therefore, become more engaged with CI as they learn to expect to see it.

Introduction

The overall aim of this process evaluation¹ was to explore the practical implications for businesses participating in the pilot phase of a scheme initiated by the Food Standards Agency (the Agency) to provide calorie information at the point of choice in catering outlets and also explore consumers' initial reactions to the scheme.

The evaluation explored issues involved in setting up and running the scheme from the perspective of 21 participating companies, including how they obtained reliable calorie information, the costs associated with setting up and running the scheme and any perceived effects on their customers' product preferences. Business representatives and outlet managers were interviewed.

The evaluation also considered the scheme from the perspective of the participating companies' customers, exploring how calorie information at point of choice was used in purchasing decisions, how decisions were made, whether calorie information was understood, and views on the presentation of calorie information.

A third element of the research involved group discussions with participants who were consumers of the types of food offered by the participating companies. The group discussions allowed detailed discussions on calorie information as presented by the participating companies.

Methods used

The methods used in the evaluation were:

- 39 business interviews comprising:
 - 20 Head Office interviews
 - 19 Outlet Manager interviews
- 289 customer interviews across the country in outlets of the participating companies:
 - 143 Point of Choice observational interviews with customers making food choices
 - 146 Post Choice interviews shortly after people had made their food choices
- 8 group discussions with consumers, two each in London, Birmingham, Bristol and Dundee.

¹ A process evaluation focuses on how a scheme was implemented and operated; it identifies the procedures undertaken and the decisions made in developing the scheme; and it describes how the scheme operated, the services it delivered, and the functions it carried out. This process evaluation did not seek to measure the scale of customer responses.

The methods used in the customer and consumer work were complementary. The Point of Choice interviews ensured that customers were observed and interviewed whilst making their food choices, whilst the Post Choice interviews allowed questioning of a recent activity which had not been affected by having a researcher present. The group discussions with consumers meant issues could be considered in more depth.

The research was wholly qualitative in nature. This was the most appropriate method for an early stage process evaluation, giving understanding and insight from both the businesses' and consumers' perspectives. Qualitative methods neither seek, nor allow, data to be given on the numbers of people holding a particular view nor having a particular set of experiences.

Key Findings

From the perspective of businesses

There were 3 major considerations for participating companies obtaining calorie information; deciding which products to put CI on; and deciding where and how to display CI.

The costs involved in setting up the scheme varied widely; some companies already had calorie information, whilst others had to start from scratch in obtaining it for the scheme. There were companies who accrued costs because they had undertaken a redesign of display materials to accommodate the calorie information, whilst others were at a point in their business cycle when they were redesigning anyway, so they accrued no direct costs for design as a result of taking part in the scheme.

The key findings relating to the businesses are:

Costs incurred in obtaining nutrition information

There were several routes taken to obtaining calorie information by those companies who needed to do this, including sending dishes out to laboratories, calculating CI using information they already had, or information from producers, and using software. Where food was sent for outside testing the cost was approximately £40 per dish.

Costs incurred in relation to displaying the information

If new display materials were designed and made especially for taking part in the scheme higher costs were incurred than if companies added CI to existing

materials, unless companies were rebranding as part of their usual business cycle.

Staff resourcing costs

Some participating companies reported little staff resource requirement for setting up and rolling out the scheme – seeing the work as part of their usual role, whilst others felt that staff time was attributable to the scheme. The two major elements deemed by some companies to have taken staff resource were special training for staff and obtaining calorie information.

Overall costs attributable to taking part in the CI scheme

The overall costs attributable to taking part in the scheme varied, depending on whether nutrition information was obtained for the scheme, whether new designs were commissioned, and materials specifically produced for the scheme, and how much staff time was deemed to have been attributable to setting up and rolling out the scheme.

Unexpected costs

The most usually reported unexpected cost was time related, with obtaining calorie information especially taking more time than anticipated.

Practical issues

Two main practical issues were identified by participating companies: dealing with variations in products; and, for some companies, making their business systems work in relation to, for example, print out displays with CI.

- Variations were dealt with in a pragmatic way – taking the middle reading, if a product was tested more than once, or working out which was the more realistic value.
- Two participating companies had issues with making their business systems work to print out materials.

Finding space for the information on menus/boards

Where companies were putting CI onto existing display materials there were no issues in finding space. However, when new materials were produced some problems did arise in finding space in outlets to display the information.

Changes to products made as a result of obtaining CI

Generally companies did not change their products, but there were instances where meal offers were changed, for example, by taking coleslaw off the plate as a standard offer.

Key issues for the future

Overall, participating companies did not perceive the scheme to have had a negative impact on their sales at the time of the evaluation. There were 4 issues which businesses deciding to start the scheme in the future should consider:

- The process of setting up and rolling out the scheme worked better where there was close liaison between head offices and outlets
- Business systems, such as IT programs, could cause problems – it was best to check whether systems could do what was required before starting
- Some elements of the set up could take more time than expected
- One size did not fit all – businesses would need to consider whether, for example, one design of materials was suitable for all their outlets and the Agency would need to consider how to promote the scheme so that it was suitable for all business.

From the perspective of customers and consumers²:

The customer and consumer work was designed to explore what worked well, and where there was potential for change, in the ways that calorie information was presented across the participating companies to facilitate consumer understanding and use. As the evaluation was undertaken in the early phases of the scheme, these insights reflect consumers' initial responses.

Visibility of CI

Calorie information was most visible when its size, colour and location ensured that it stood out from other information such as price and product descriptions. There were issues however with how noticeable CI was, with customers in catering outlets generally not noticing CI when they were choosing their food. The exception to this was in catering outlets where the CI had been promoted and advertised. It is important to note that low awareness would not only relate to how the CI was presented but was also because people were not expecting to see CI.

Location

In outlets where CI had not been promoted customers were usually unaware of its presence, therefore they were not looking for it. In self service outlets customers expected CI to be on food packaging, therefore they were unlikely to look for, or notice, information displayed elsewhere.

In the group discussions there were mixed views about whether CI was more usable when displayed close to product descriptions (as people would read it

² The findings from the in situ work with customers and the group discussions with consumers are reported together, and the term 'consumers' is used to describe both sets of participants. Where differentiation between the two sets of participants is required for explanation this is made clear in the text.

immediately after the description), or close to the price (as people generally looked at the price when choosing food). Whilst proximity to price might improve the likelihood of CI being seen, there were views that having numbers close to each other could be confusing. However, if CI were to be displayed to stand out from the price (as discussed below), this problem could be mitigated.

Work with consumers suggested that over time people were likely to become aware of CI, and that they would look for the information.

Display

The size, colour and location of text were strongly associated with how noticeable CI was. CI was most noticeable and visible when it was distinguishable from other text in close proximity to it, for example, by being a different colour or font.

Availability of CI

There were outlets who did not display CI for all their products. In the group discussions consumers suggested that it was important for CI to be available for all items on a menu to enable people to make accurate judgements about the calorie content of their full meal.

Understanding of CI

Generally, people understood that calories are a measurement of the energy stored in foods, and that reducing calorie intake was related to weight loss. However calories were so closely associated with dieting that people could not see a wider application for them as an aid to healthy eating. The terms 'calories' and 'kcal' were viewed as interchangeable.

Understanding of ranges

There were two types of ranges represented in this research: a combination meal, where CI could vary depending on the accompaniments; and similar items grouped together on a menu. Further, some outlets displayed the CI for a standard portion, for example, a medium cup of coffee with semi-skimmed milk, where there could be several permutations of a single item. Consumers suggested that ranges would be more useable if accompanied by a clear explanation of what the range was based on and what caused the range to fluctuate, as they did not feel able to accurately judge calorie content of items without this information.

Influence of CI on food choices

At the time of the evaluation actual use of CI by customers observed and interviewed in situ was low, therefore its influence on food choices was also low.

Usage of CI

Although actual usage of CI was low at the time of the evaluation, consumers could see several potential ways in which it could be used, focusing on continuing

to eat favourite foods whilst making choices to offset calories, for example, by choosing lower calorie drinks or side orders.

The evaluation found evidence of 3 particular knowledge gaps which acted as barriers to the use of CI:

- Calories were so associated with dieting for weight loss that people could not see a wider application for them;
- There was some lack of understanding of the recommended daily allowance for calorie intake. This was mitigated to some extent by reference information being available; and
- There was a lack of knowledge about how much exercise was needed to burn off calories, particularly amongst people in manual jobs, who felt that they needed calorific meals to enable them to undertake their work.

Use of CI in making healthier choices

Consumers suggested they might use CI to set a 'meal allowance' – for example, when eating several courses or choosing a range of side dishes, consumers suggested they could set themselves a limit for the number of calories they would have for the entire meal. CI was also seen as having the potential to prompt people to moderate their calorie consumption across the day.

Consumers felt that CI would be most useful when presented in ways which would enable them to make judgements about the food they eat, giving them tools to make healthier choices. To this end, consumers indicated that they would be willing to forfeit absolute accuracy to ensure that information was clear and easy to use, by rounding up CIs, and/or showing ranges within 100 calories. Further, visual markers and categories could act as quick reference points when using CI.

Using CI to make comparisons

CI was seen by consumers as being a useful tool to choose between two or more items or meals on a menu, thus enabling people to make judgements about the relative healthiness of items.

Reference Information

Reference information (RI) was deemed by both customers and consumers to be most noticeable when it was displayed in a prominent position close to CI. Where reference values were provided consumers were able to understand the information. Further, the group discussions showed that RI was an important interpretative tool which enabled people to use CI more accurately.

Use of RI in making choices

The way consumers in the group discussions talked about the use of both CI and RI showed that RI was important as an interpretive tool which enabled them to use CI more accurately.

Use of other nutritional information

Information shown on labels, such as Traffic Light or GDA, tended to be familiar from grocery shopping. However, consumers viewed this type of information as inappropriate for making food choices whilst eating out.

Further information needed to make healthier choices

Consumers' inclinations to use CI was reduced by their preconceptions concerning health, life-style and diet. Often these preconceptions involved misunderstandings concerning energy use and the importance of maintaining an energy balance. This indicates that usability might be enhanced by presenting additional information alongside CI, addressing gaps in consumers' knowledge.

Positive messages

Consumers were more engaged with CI when it was presented in a way they perceived to be positive (for example, with messages about how they could save calories). They saw this type of message and tone as promoting, rather than limiting, choice.

Promotion of CI scheme

There was a knowledge gap about how much energy was used in exercise. This was most evident in workers in manual jobs who thought that they required large, calorie heavy meals to give them enough energy for their work. Workplace catering outlets were more likely to have promoted the CI scheme, and customers in these outlets were more aware of the scheme than customers in other types of outlet, yet they were still not using the CI, as they felt it was not relevant to their lifestyle.

Conclusions

The participating companies were generally positive about their involvement in the scheme. Most issues which arose in the setting up of the scheme were overcome with relative ease, but there were some concerns for further roll out which would need to be addressed.

Whilst actual usage of CI in catering outlets was low, consumers in the group discussions could envisage ways in which CI might be used: they suggested that people would want CI to enable them to make positive food choices and to maintain a healthy weight whilst still enjoying their favourite foods and their favourite food outlets.

Calorie information was of most use to people when it was easily visible, particularly when it stood out from other information around it.

Reference information was shown, in the group discussions, to be an important interpretative tool which enabled people to use CI more accurately.

A positive tone in presenting calorie information led to people viewing it more favourably, for instance accentuating aspects of healthy eating and choice, rather than implying that people should deny themselves their favourite foods. These types of tone and message were seen as likely to have the potential to encourage people to use calorie information in a variety of ways – to still eat their favourite foods whilst maintaining a healthy calorie balance.

Although this research found that usage was low, the scheme had only been in place for a relatively short time. Consumers suggested that the impact of CI on food choice would increase over time as awareness of CI was likely to increase. Consumers may, therefore, become more engaged with CI as they learn to expect to see it.

Calorie Labelling Criteria (Summer 2009 Trial)

When displaying calorie information over the summer of 2009 businesses agreed to follow a set of draft criteria:

- Provide calorie information on most foods and drink.
- Provide calorie information per menu item and per portion basis such that the information relates to what is actually consumed.
- Calorie values should be rounded to the nearest integer as appropriate for accuracy of data.
- Present calorie information at point of choice locations where menu item information is provided (e.g. menu boards, paper menus, shelf edging and external window advertisement). The calorie information should be clear and conspicuous, in a font and format that is at least as prominent as the name or price.
- Where individual food packaging is labelled, calorie information must be in the primary field of vision. e.g. on front of pack. Additional point of choice information may be required if the front of pack is not obvious due to how the products are displayed (e.g. muffins in a basket by a till).
- Use of standard wording for calories (i.e. 'Calories/kcal').
- Utilise a standard method(s) for presenting calorie ranges (e.g. for meal combinations). This could be one of the following:
 1. Minimum and maximum in range provided (concern was raised in initial consumer research about the usefulness of large ranges)
 2. Standard meal combination with minimum and maximum
 3. Main meal component with itemised meal combinations (e.g. calories for burger component + itemisation for chips, drink etc)
- Provide calories reference for adults and an indication that a lower value applies to children (e.g. 2000 calories, less for children) preferably at point of choice.
- Provide minimal training for store based staff to be able to help consumer understanding of calorie information. This could take the form of information provided by the FSA.

Businesses Participating in the Calorie Labelling Trial

7 Day Catering – in staff restaurants

Burger King

Camden Food Co

Chessington World of Adventures and Zoo, operated by Merlin Entertainment

Compass Group UK and Ireland – in a number of Royal Mail staff restaurants

Harvester restaurants and Scream pubs, operated by Mitchells & Butlers

ISS Mediclean – in a number of London hospital restaurants

KFC

Marks & Spencer Cafés

Nestle UK staff restaurants

Pizza Hut

Pret A Manger

Sainsbury's Cafés

Sodexo – in a number of client restaurants in its corporate and defence sectors

Subway

Tesco staff restaurants

The Co-operative Espresso Cafés

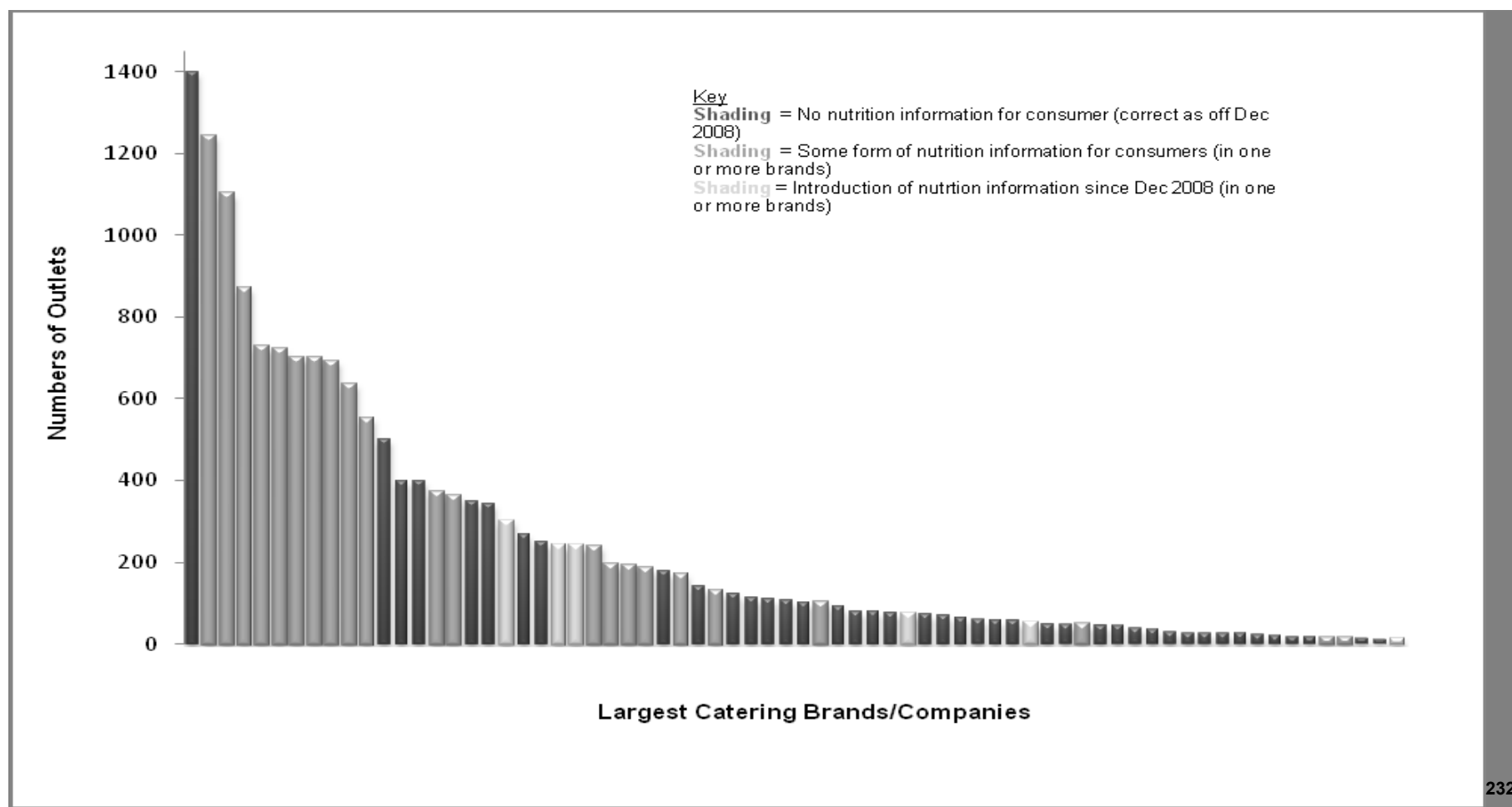
The Real Greek

Unilever staff restaurants (in partnership with Sodexo)

Waitrose Cafés

Wimpy

Nutrition Information Coverage in the Top Catering Businesses



²³ Outlet data: Company websites, Caterer and Hotelkeeper, Top 20 Restaurant Groups in 2008 (British Hospitality Association: Trends and Statistics 2008).

²⁴ *Existing nutrition information schemes in catering review Dec 2008*

Principles of Calorie Labelling

Principle 1 – Coverage of food and drink sold

1.1 Calorie information should be provided for all food and drink sold (appropriate flexibilities will apply)

Detail

1.2 Where a product is offered in a range of sizes (with differing calorie value) and can be customised (with differing calorie value) in such a way that is difficult to display calorie information on all the options (e.g. coffee), calorie information should be given for a standard offering of that product together with information about how calorie levels change with size/customisation. This may be achieved through itemisation of the options available, or by providing some clear indication of the option(s) that cause variation. A standard offering is that which is the most popular and most commonly offered to consumers.

Example – coffee shop coffee menu board. A coffee shop sells several different types of drink including a number of coffees (black, white, latte, cappuccino, mocha, espresso). Drinks are provided in several sizes (small, regular, large). Customers can also choose the type of milk added (whole, semi-skimmed, skimmed, soya). Where customers do not indicate the size of drink or specify milk they are offered regular size with semi-skimmed milk as standard. On the menu board calorie values are given for the standard offering (e.g. regular size with milk) and a statement to this effect is made on the menu.

1.3 At drive-through restaurants calorie information should be provided for the top selling items and meal combinations by volume of sales.

1.4 Where an item is listed with prices for both single items and for a combination meal containing the same item, the corresponding calorie values should be displayed i.e. for both (e.g. where prices are shown for a burger and for a meal deal)

1.5 If there are significant changes to calorie values during the lifecycle of print material/menu boards, information should be provided to consumers at point of choice to inform them of the discrepancy in order to be as honest as possible to customers. They should be updated at the next opportunity within normal business cycles.

1.6 Where pre-packed products are sold additional calorie information should be displayed at point of choice close to the product where this will make information clearer for consumers (for example on shelving, on a tag in a crocodile clip amongst the produce).

Flexibility

1.7 Information about alcoholic drinks is not required for participation in the calorie labelling scheme – however businesses may label alcoholic drinks if they wish.

1.8 Where menu items are introduced as specials or one off items for a limited time (less than 30 days of a year), there is reduced expectation that these should be labelled. Specials that follow standard recipes, or that are rotated cyclically should have calorie labelling provided for them where possible.

Principle 2– Values are provided per portion/item/meal

2.1 Calorie information should be provided for each item, portion or meal as consumed.

Detail

2.2 Where an item can be shared or consumed by division into a number of parts (e.g. a pizza, nachos) the value for the complete item should be provided. In addition typical calorie values per portion or for itemised values for the constituent parts should be provided as well as appropriate. This should be realistic, consistent with the menu recommendation (e.g. for 2 or 4 persons) and/or be representative of typical consumption by customers.

Example – “Nachos for two - to share.” For this item the calorie value for the complete item is given, next to the item description which already indicates portion division. Additional per portion information may also be provided, for example if the Nachos for two is 1500 kcal for the complete dish, 750 kcal per person may also be indicated.

2.3 Information should be provided for self service items (such as buffets, salad bars, sauces, dressings etc) by utilisation of a standard sized serving method (for example a standard size scoop/spoon). A typical calorie value should be provided for a single serving using the method provided. A disclaimer should be provided to consumers indicating that the calorie information provided is for a typical serving.

2.4 Where products are not served in standard portions, either because they are self service items that cannot be delivered in a standard portion (for example poured dressings, sauces) or they are added to a meal in a non standard portion by serving staff then calorie content information should be provided either for a typical portion and/or per 100g. (E.g. dressings eaten in amounts less than a portion could be labelled per ladle/spoon dressing, for salads/vegetables a level bowl or per 100g value could be given along with an indication of the weight of a bowl provided by a picture.)

Principle 3 – Provision at point of choice

3.1 Calorie information should be presented at primary point of choice locations where menu information is provided.

Detail

3.2 Point of choice will vary according to the type of catering setting. Point of choice locations are identified below for a number of standard settings:

- Counter service – menu boards (including those behind or above the counter, but not on the counter in quick service restaurants), counter menus, and information about items sold upon the counter (e.g. pastries sold in a hot cabinet, or items sold in baskets on the counter). Menu boards at the side of the counter are not considered to be point of choice locations.
- Seated service – menus, table centres, menu boards in primary vision.
- Self selection – packaging, shelf edging, tariff boards, labelling tags (i.e. those held in crocodile clips, basket sides, hanging tags etc).
- Online – on web pages where the foods are selected or compared with other products prior to purchase.

3.3 Where there are several point of choice locations used by consumers in an outlet, then each of these should present calorie information.

3.4 For drive through restaurants, calorie information should be provided on all menus/menu boards and promotional materials (posters, tariff boards etc) at or before the order point.

Principle 4 – Presenting calorie information in a clear and prominent fashion

4.1 The calorie information should be clear and conspicuous, in a font and format that is at least as prominent as the name or price.

Detail

4.2 Calorie information should be positioned close to the price of the item at point of choice. Where no price information is given at point of choice, or several items are covered by one price, then calorie information should be positioned close to the item description.

4.3 Calorie information should utilise colour contrast wherever possible in order to stand out and be easily differentiated from price.

4.4 Care should be taken to avoid causing confusion with colour, for example the use of red or green might be seen by consumers as indicating “low” and “high” respectively similar to the use of colour with other nutrients in labelling on the front of some pre-packed foods. Best practice advice for clear labelling can be found in the Agency’s Clear Food Labelling Guidance.

<http://www.food.gov.uk/multimedia/pdfs/clearfoodlabelling.pdf>

4.5 Variation in differing catering settings:

- Counter Service – the font size of text should not be significantly different in terms of size relative to price to achieve prominence, and ideally would be the same size. Where pictures are used at point of choice locations without price calorie information should still be given on the picture.

- Self Selection – the font size of text should not be significantly different in terms of size relative to price to achieve prominence, and ideally would be the same size.
- Seated Service – on printed menus calorie information may be presented using slightly smaller font than the price/menu description if appropriate, and does not require colour contrast for prominence. The information should still be clear and noticeable to customers

4.6 Calorie information may be given as kcal or calories – however only one of these terms should be used in material for consistency in a single outlet.

Principle 5 – Rounding of calorie values upwards.

5.1 Calorie values may be rounded up to the nearest whole number.

Detail

5.2 Where appropriate rounding of larger multiples may be used:

- Calorie information for items of less than 50 calories should be rounded to the nearest whole number.
- Calorie information for items over 50 calories may be rounded upwards to multiples of 5, 10.
- Calorie information for items over 500 calories may be rounded upwards to multiples of 50 calories.
- Calorie information for items over 1000 calories may be rounded upwards to multiples of 100 calories.

Principle 6 – Avoiding presentation of calorie values using ranges where possible.

6.1 Where possible the use of calorie value ranges should be avoided in favour of other presentational methods. Where necessary ranges may be used to describe combination meals, or customisable meals (where changing an element or choosing a different option significantly alters the calorie value of the meal), but use of ranges should be reserved for differences of a maximum of +/- 100 calories.

Detail

6.2 The following method for displaying calorie value ranges should be followed:

- Minimum and maximum in range provided for a single item (which can vary, such as a salad where dressing or mayonnaise etc can be added).
- Standard meal combination with values provided for minimum and maximum (depending on the side dish and/or drink).
- Main item component provided with additional values for itemised options and extras or components of a “meal deal” (e.g. a steak

with a variety of sauces, choice of potato accompaniment, coleslaw etc, or a burger with variable size fries and sugar/diet drink).

6.3 Where calorie value ranges are used the element of a meal which causes the variance in the values should be clearly identified – either through description, itemisation elsewhere, colour, asterisks or other method as appropriate.

6.4 Alternatively, instead of presenting the range of calorie values, a single value can be displayed; this value should represent the highest value in the range.

Principle 7 – Presenting reference information in a clear and prominent fashion

7.1 Reference Information should be provided for adults preferably with an indication that a lower value applies to children.

Detail

7.2 Reference information should be provided at point of choice in the primary field of vision - for hand held menus this information should be easy to find, prominent and in the same area as food descriptions.

7.3 Reference information may be comprised of one of the following standard wordings:

- "Women need around 2,000 kcal a day"
- "Women need around 2,000 and men 2,500 kcal a day";
- "Women need around 2,000 kcal a day, children need less";
- "Women need around 2,000 and men 2,500 kcal a day, children need less".

[Note: 'kcal' is used in these statements but 'calories' should be substituted if 'calories' are declared as the energy information at point of choice.]

7.4 The Agency will provide materials/information on its website that may be used to inform staff and form the basis of materials to inform consumers.