THE SCOTTISH NATIONAL FOOD AND DRINK POLICY – ‘Recipe for Success’

1. SUMMARY
To update the Board on the support provided by the FSA in Scotland to the Scottish Government in delivering its National Food and Drink Policy – ‘Recipe for Success’ (“the Policy”). The last update was provided to the Board in December 2010.

The Board is recommended to note the progress in supporting the Scottish Government in delivering its National Food & Drink policy.

2. INTRODUCTION
The Policy is now in its third year, having been launched in June 2009 with the aim to:

- Support the growth of the food and drink industry;
- Build on Scotland’s reputation as a ‘land of food and drink’;
- Ensure we make healthy and sustainable choices;
- Make the public sector an exemplar for sustainable food procurement;
- Ensure our food supplies are secure and resilient to change;
- Make food both available and affordable to all, and
- Ensure that people understand more about the food they eat.

2.1 In November 2010 the Scottish Government held a conference to discuss progress and to launch the second stage of advancement towards the Policy’s aims. The Conference delivered a key document to assist with this, entitled ‘Measuring the Success of Scotland’s National Food and Drink Policy, Summary of Overall Approach to Monitoring and Evaluation’.
This document uses a logic model approach and specifies the desired outcomes from the policy and identifies where quantitative indicators can be developed for monitoring progress.

2.2 Work on the Policy was suspended during the run-up to Scottish Parliamentary elections in May this year. However, with the re-election of the Scottish National Party, this time with an overall majority, the commitment to the Policy has been re-affirmed and work towards delivering the Policy has accelerated significantly since then. The Government is pursuing the Policy deliverables with vigour and the FSA has ensured that we are fully contributing to this process in the areas of nutrition, labelling and food safety, and in helping people understand more about the food they eat.

2.3 The Policy is cognisant of the health agenda and contributes directly to the prevention of obesity. The Scottish Government’s flagship obesity strategy, Preventing Overweight and Obesity in Scotland, a Route Map (ORM), was launched in February 2010. The ORM notes that the Policy addresses the trade-off between the desire of the Government to expand and develop the food and drink industry, while at the same time being alert to and limiting the potential adverse impacts on health. Obesity is a major focus for the new administration and a large proportion of the FSA in Scotland work is directly linked to the ORM and the ORM
Action Plan. The Scottish Government recognises FSAS as responsible for nutrition advice in Scotland, and as a key stakeholder across all aspects of energy consumption work within the ORM.

3. **STRATEGIC AIMS**

3.1 FSA remains focussed on the 6 strategic outcomes contained in the FSA Strategy to 2015. Many of these outcomes are also reflected in the Scottish National Food and Drink policy. FSA’s ‘Food products and catering meals are healthier’ outcome is mirrored in the Policy’s aim to ensure consumers make healthy and sustainable choices. FSA’s ‘Consumers understand about safe food and healthy eating, and have the information they need to make informed choices’ outcome is reflected in the Policy’s aim to ensure people understand more about the food they eat. Similarly, the FSA’s ‘Imported food is safe to eat’ outcome informs the Policy’s food security agenda.

3.2 The Policy is expected to continue over the duration of this parliament for the next five years.

3.3 The FSAS is part of the new Food Implementation Group (FIG) which was recently set up, with industry partners, by the Scottish Government’s Joint Obesity Group. The FIG will focus on working with all stakeholders collectively to develop and take forward positive action in relation to energy intake. There is a close relationship between the Policy’s aim to ensure consumers make healthy and sustainable choices and the direction of the FIG. The FIG will pursue a programme of action across the key energy consumption themes and it is expected that this will produce forward milestones for the medium to long term.

3.4 As part of FSA’s strategic outcome to ensure that ‘Food products and catering meals are healthier’, FSAS continues to work with the Scottish Government and key food and drink industry partners in Scotland to improve the Scottish diet through the reduction of salt, fat and sugar in their products. This includes FSAS representation to support the Scottish Government’s funding of an Industry Technical Manager to assist Small and Medium Enterprises (SMEs) in Scotland to reformulate food products, in line with FSA guidance, to help achieve the strategic aims of both the Policy and the FSA.

4. **DISCUSSION**

‘Measuring the Success of Scotland’s National Food and Drink Policy, Summary of Overall Approach to Monitoring and Evaluation’ is focused on the seven strategic aims listed above. The FSA is contributing proactively to a number of the strategic aims including:

4.1 **Build on Scotland’s reputation as a land of food and drink.**

4.1.1 **Pursue Mandatory Country of Origin Labelling in Europe**

We have had extensive engagement with the Scottish Government and our colleagues in Defra and the Department of Health as this proposal, part of the Food Information Regulation (FIR) package, has developed in Europe. The European Parliament has agreed a compromise package regarding the FIR proposal. Although the Council and Commission have yet to give their formal approval, it is likely that the Regulation will be adopted later this year.
The compromise package includes:

- Mandatory origin labelling for fresh (and frozen) meats, subject to detailed implementing rules;
- Commission feasibility studies will take place on extending origin labelling to other foods, including meat products and dairy products;
- Clarification of the rules for foods farmed in one country and processed in another. This is subject to implementing rules, and
- The concept of place of provenance, which would allow ‘Scotland’ to be used without reference to the UK on food labels.

4.1.2 **Country of Origin Labelling Guidance**

We continue to receive regular requests for copies of the simplified guidance booklet on Country of Origin labelling, developed by the FSAS, from consumers, schools and colleges. It has also proved popular as a training aid with stakeholders from the butchery and fish processing sectors.

4.2 **Ensure we make healthy and sustainable choices.**

Our aim is to ensure that consumer messages are consistent with FSA policy on food safety and healthy eating. Working in partnership with Scottish Government, FSA continues to input our professional advice. We provide support and advice to Scottish food businesses towards reduction of salt and saturated fat in their products and we carry out face-to-face consumer engagement at a wide range of public events of across Scotland to promote messages on healthy eating and food safety.

4.2.1 **Scottish Dietary Goals**

The National Food and Drink Policy reaffirmed the importance of including population level dietary Goals for Scotland. The Monitoring and Evaluation framework identified the Goals as being appropriate for achieving nutritional balance and protecting health across a broad range of risk factors in the long term. FSAS has worked in close collaboration with Scottish Government, Chief Medical Officer and Public Health Directorate and an Expert Working Group to advance this aspect of the Policy and have revised the top level Goals in policy, scientific and layman terms. These new evidenced-based dietary Goals will set the direction of travel for the changes needed to improve the Scottish diet and so reduce our burden of common diet related diseases, including obesity. The new goals are currently in draft and should go out for consultation within this financial year.

4.2.2 FSAS has a diet and monitoring programme which can be used to monitor progress toward achieving the goals. See section 5 for further details.

4.2.3 **Commonwealth Games**

The FSA is involved in the sub-group working on health for the Commonwealth Games and have produced a paper in partnership with the Scottish Government’s Rural and Health Directorates, and more recently with Glasgow City Council on the food policy for the event to ensure that healthy and safe food is available on site for
those participating and visiting to the events. We have also met recently with Glasgow City Council to discuss the FSA’s involvement in the planning of food safety arrangements to be implemented during the event, and FSAS will be in close contact with the HQ-based team working on the London Olympics in 2012 to share best practice from their experience.

4.2.4 Participate in the Reputation Working Group and the Communication Working Group

Whilst we are clear that the FSA does not comment on or assist in promotion of the food industry the FSAS has successfully contributed to this strategic aim by ensuring that there is a food safety indicator embedded in the measurement of success for this work strand. This takes the form of data on pass/fail rates for Scottish businesses participating in the Food Hygiene Information Scheme (FHIS) which FSAS operates in partnership with Scottish local authorities. FHIS is currently operating in 20 Scottish local authorities and by the end of this financial year, it is anticipated that 26 of Scotland’s 32 local authorities will be running the schemes in their areas.

4.2.5 FSA in Scotland is actively working with the remaining six Local Authorities not yet signed up. Information on food businesses in the scheme can be found at: http://www.food.gov.uk/scotland/safetyhygienescot/foodhygieneinfoscot/. This UK-wide information includes data from approximately 23,200 Scottish food businesses.

4.3 Make our Public sector an exemplar for sustainable food procurement.

Consideration of adoption of national nutritional standards in the public sector.

This workstream aims to expand the existing nutritional standards in schools and hospitals across other aspects of public sector catering e.g. catering for staff and visitors to hospitals. In most cases the healthy living award is used as a means of achieving the standards e.g. in prisons and hospitals. FSAS provides the technical expertise to support the healthy living award and the development of nutritional standards.

4.3.1 Healthy living Award

This Scottish Government/Consumer Focus Scotland scheme is intended to raise the standards in relation to provision of healthy food choices in catering establishments. FSAS sits on the Steering Group and provides technical nutritional and policy advice to Scottish Government and Consumer Focus Scotland. Work has been carried out by FSAS to inform the further development of the healthy living award criteria.

4.3.2 Analysis of the relationship between implementing the healthy living award and nutrient intake when healthy options are chosen has been undertaken in Scottish prisons. This work will provide new data which will inform the best possible decisions for the future shape of the award. The report will be shared with Scottish Government colleagues in August 2011.

4.3.3 FSAS has engaged with the National Food and Drink Sustainability Workstream and gave a presentation at the launch of Catering for Change- Buying food

4.3.4 Scottish Government’s aim is to encourage and promote Scottish food businesses to bid for public sector contracts and as such, FSAS has been involved in discussion over using statutory minimum nutritional standards for public sector bodies involved in food service. However, it is recognised that simply setting standards may not solve the dietary problems of the individuals concerned and this is being taken forward with Scottish Government Health. FSAS has expressed a desire to see nutrient specifications for particular products linked to public sector contracts e.g. salt specification for bread procurement to help drive down salt intakes.

4.4 Make food both available and affordable to all.
4.4.1 Scottish Grocers’ Federation Healthy Living Programme
This Scottish Government scheme is in place to encourage convenience stores to develop the range of fresh produce and healthier products they offer in their stores. The FSA in Scotland provides technical expertise on nutritional criteria for products included in the scheme. The scheme is managed by Scottish Government and delivered by the five major convenience store chains in Scotland. A pilot scheme expanding the range of products which may be promoted by the scheme is underway and the FSA in Scotland has provided strategic input into the scheme and will continue to do so during the pilot.

4.5 Ensure that people understand more about the food they eat.
4.5.1 eatwell website
Following the Machinery of Government changes in England and Wales in 2010, the FSA in Scotland is redeveloping the content of the eatwell website for consumers in Scotland.

4.5.2 eatwell week
This FSAS-funded project, undertaken by the University of Glasgow, provides a detailed illustration of how a healthy balanced diet could look over the course of one week. The eatwell week resource will demonstrate to consumers, health professionals and policy makers how public health nutrition advice from the FSA in Scotland can be applied to weekly food intake and will assist individuals in planning their own meals. The report should be published in September 2011.

4.5.3 The FSA in Scotland is planning further projects based on the initial eatwell week project, including qualitative research into how consumers and health professionals understand healthy eating messages and potentially developing the eatwell week resource for use in a community.

5. MEASURING THE POLICY IMPACT
Monitoring progress towards indicators
18 quantitative indicators were developed for monitoring the progress towards the national food and drink policy.

5.1 Headline indicator 4 – The Scottish Dietary Goals
The Goals are used as a benchmark to monitor progress towards Policy objectives. The FSA in Scotland continue to run a programme of diet and nutrition surveillance designed to measure progress towards the Scottish Dietary Goals:

5.1.1 **Living Costs and Food Survey in Scotland**
An update report on estimated food and nutrient intakes from the Living Costs and Food Survey in Scotland from 2001-2009, was published at the end of March 2011.

5.1.2 **Survey of Salt Intake in Scotland**
Results of our survey of salt intake in adults in Scotland were published in June 2011.

5.1.3 **Survey of Sugar Intake among Children in Scotland**
A Dietary Survey of Children in Scotland took place in summer 2010 following on from our Survey of Sugar intake among children in Scotland 2006. Both surveys monitor progress towards the Scottish Dietary Target for Non Milk Extrinsic Sugars (NMES) in children. In addition to monitoring the NMES target, the 2010 survey includes information relating to influences on children’s food purchasing behaviours.

5.1.4 **UK Survey Boosts**
To compare diet in Scotland with that of the UK and to provide data on the nutritional status of Scottish adults and children from 18 months old, numbers of participants in the UK National Diet and Nutrition Survey (NDNS) rolling programme (2008-2012) are boosted in Scotland to provide Scottish representative data. A report covering 4 years data from Scotland is due March 2013. When the Scottish data for the first four years of the rolling programme are made available in 2013, we will make an informed decision about whether or not to boost the Scottish sample of the NDNS in future years. We have also boosted numbers in the UK Diet and Nutrition Survey of Infants and Young Children (DNSIYC) to provide representative dietary intake data from infants aged 4 -18 months. A report providing Scottish specific data will be published in August 2012.

5.1.5 It is possible that the NDNS survey may become “England only” and therefore, in the longer term FSA may need cost effective solutions to gather similar data. To address this we are also in the process of commissioning a new project to estimate dietary intake using a cost effective computerised 24 hour recall dietary methodology for children and young people aged 11 to 24 years which should be completed within three years. In the longer term we aim to develop this further to encompass the adult population. The project is due to start April 2012.

5.1.6 **Market Research Data for Scotland**
To track progress made by the food industry to lower salt, fats and sugars in products, the FSA in Scotland is currently working with Scottish Government to explore the analysis of market research data relating to retail food and drink purchases.

5.2 **Headline Indicator 6 - Food Hygiene Information Scheme**
The Food Hygiene Information Scheme has been adopted in the Policy as an indicator of food safety. Quarterly data, giving information on the scheme uptake
(by Local Authority, Numbers of and types of business) and the Pass/Improvement Required rates are provided regularly to Scottish Government.

6. **RESOURCE IMPLICATIONS**
   The FSA in Scotland’s support of the Scottish National Food and Drink Policy continues to require significant resource across the FSAS structure. In particular, our public health nutritionists contribute expert advice to the Policy and assist in delivery of key milestones. Their expertise is unique and not readily available elsewhere in the Scottish Government, so there is continued reliance on their knowledge. This is particularly important where policy decisions must be considered in the context of the whole diet. IT cost will be incurred to ensure the information contained on the eatwell website is retained. Resource will continue to be required from FSA HQ in London to support communications and to ensure that the FSA Board is up to date with the Policy and other healthy eating priorities within our Strategic Plan. The Scudamore Review of FSA Functions in Scotland may also make recommendations that could have implications in relation to the future arrangements between the Scottish Government and the FSA in Scotland in relation to the delivery of this Policy.

7. **The Board is recommended to:**
   Note the progress in supporting the Scottish Government in delivering its National Food & Drink policy.

For further information, contact:

Charles Milne on 01224 285101
Email: charles.milne@foodstandards.gsi.gov.uk