

Attachment 3 - Summary of public submissions on 'as prepared' rules under the Health Star Rating (HSR) system

1. Does the current application of the form of the food ('as prepared') rules in the Guide for Industry to the HSR Calculator pose any problems for consumers, industry, or alignment with dietary guidelines?

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Not representative of the way the product is prepared and consumed	As prepared has the potential to apply to many products - almost all meals involve a number of ingredients.	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	Manufacturers can inflate HSR through addition of vegetables (higher % fvl) or meat (higher protein points) in their preparation of instructions. It is easier for manufacturers to change pack directions instead of reformulating their products to improve star ratings. Consumers may add varying amounts of vegetables or meat regardless of instructions on the pack. The HSR of the sauce 'as sold' can be significantly different to the HSR 'as prepared'. Rice/pasta/noodles are generally excluded from the preparation instructions and NIP information, so the 'as prepared' HSR is still not representative of the end meal.	Industry
Yes - for consumers	Not representative of the way the product is prepared and consumed	The ruling allows food producers to represent a rating that takes into account the nutritional profile of the product once combined with other products, for example when mixed with milk. This will often lead to a higher rating than the product itself which may constitute or support misleading representations in many situations. ACCC took action against Uncle Toby's (Nov 2015) in relation to representations about the protein content of certain Uncle Toby's oats products that were dependent on 'as prepared' circumstances.	Government
Yes - for consumers	Not representative of the way the product is prepared and consumed	High sugar items should not get a higher health rating because it is mixed with skim milk. Not all consumers prepare the product as directed.	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	Foods added to the product make up more of the HSR rating for the 'as prepared' food, rather than the base	General Public
Yes - for	Not representative of the way the	As prepared' rating claims nutritional benefits of foods that are not in the	General Public

Yes/No	Theme/ Issue	Comment	Background/interest group
consumers	product is prepared and consumed	product.	
Yes - for consumers	Not representative of the way the product is prepared and consumed	People do not always use the product as instructed or follow instructions precisely, so the HSR should be based on the product 'as is' not 'as prepared', to provide transparent information to consumers about the healthiness of the ingredients in the packet.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	HSR rating for as prepared foods largely derived from products added to the food, not the base product. Consumers need to use back of pack information such as NIP to make appropriate comparisons.	Consumer Group
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers don't always use product as directed. May buy high HSR rated product but not prepare according to packaging yet still believe they are consuming a healthy product.	Government
Yes - for consumers	Not representative of the way the product is prepared and consumed	People don't always follow preparation instructions (reference to research). HSR rating for 'as prepared' products often derived from foods added to the product, not the base product.	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	The current application of the 'as prepared rules' may not be representative of the way that the product is usually prepared and consumed; it is confusing to consumers and is not readily understandable and meaningful across socio-economic groups, culturally and linguistically diverse groups and low literacy / low numeracy groups. The addition of external ingredients could conceal high levels of negative nutrients by incorporating serving suggestions in the HSR calculation.	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers are misinformed about what they are really consuming or telling their children what they are consuming. Contributing to obesity epidemic in the current generation.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	It's easy for manufacturers to, for example, add vegetables to the recipe instructions of a product that is not healthy to boost its rating when many consumers will not prepare the product in that way.	General Public

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Not representative of the way the product is prepared and consumed	Not all consumers are fully aware of the as prepared rule. Health Star Rating(HSR) is based on the pack instructions / recipe however consumers don't necessarily measure the intended food before preparation or follow the recipe/ instructions to the letter and therefore HSR will be incorrect/misleading. There are also myriad of recipes on the internet for a quick family meal that use products without preparation as intended, eg condensed soup.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	Not every consumer understands that the product must be prepared as specified to obtain the health star rating as labelled on the front of pack. As prepared creates a loop-hole for schools and other industries because they have a high star rating.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	Certain industry misuse the rating system to advertise their products as healthy when it is laden with sugar and rarely used according to preparation guidelines	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	Misleading as consumers don't always follow recipe / instructions	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	The label should state both 'as sold' and 'as prepared' because of the variations in how people prepare the product.	Consumer Group
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers don't necessarily follow manufacturer's preparation instructions. Consumers may not understand that the HSR on the pack is for the food 'as prepared'.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	Foods added to the product make up more of the HSR rating for the 'as prepared' food, rather than the base. Consumers don't necessarily follow manufacturer's preparation instructions.	Government
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers don't necessarily follow recipe instructions (have surveyed members to confirm).	Consumer Group
Yes - for consumers	Not representative of the way the product is prepared and consumed	There is no guarantee that consumers will add the recommended fruit or vegetable and therefore serving suggestions should not be considered when calculating the HSR score.	Industry
Yes - for consumers	Not representative of the way the product is prepared and consumed	May not be representative of the way that the product is usually prepared/consumed and may be misleading in these instances.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers don't necessarily follow recipe on pack (example provided of proportion of consumers that use skim milk). 'As prepared' HSR is often derived from foods added to the base product (example given for misleading claims made about oats)	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	This direct comparison is made more difficult if the HSR is calculated on an 'as prepared' basis if the instruction for preparation varies from one product to another. Industry are able to modify the instructions/recipes to provide the most favourable HSR with no evidence on whether this is the way these products are prepared. Many of these products can be consumed in a variety of ways and it is not necessary to follow the manufacturer's instructions in order to have a product that you can consume.	Government
Yes - for consumers	Not representative of the way the product is prepared and consumed	Consumers don't necessarily follow preparation instructions. Food manufacturers mislead consumers through healthy preparation instructions. Different preparation instructions on products limits ability of consumers easily to make comparisons with similar products.	Public Health
Yes - for consumers	Not representative of the way the product is prepared and consumed	The 'as prepared' guidance means that manufacturers can manipulate their HSR through the addition of core foods or through the use of salt-reduced/lite ingredients. Potentially, a HSR based on the manufacturer's recipe direction often ignores the way people actually consume these products, making HSRs irrelevant and potentially misleading.	Consumer Group
Yes - for consumers	Not representative of the way the product is prepared and consumed	When considering the nutritional value provided by the food in its suggested 'as prepared' form, the current system may give a false impression of the overall nutritional value of certain food items and their warranted frequency of consumption; since consumers may not always prepare products according to instructions on the label.	Public Health Peak Body
Yes - for consumers	Not representative of the way the product is prepared and consumed	It would more useful to have nutritional info that relates to the end product in particular breakfast cereals.	General Public
Yes - for consumers	Not representative of the way the product is prepared and consumed	HSR for 'as prepared' foods is inflated by the addition of healthy foods to the base product. Consumers don't always follow recipe on pack (reference to % of consumers who would use skim milk with a chocolate powder). Variation in recipes/serving suggestions across products. Addition of water dilutes negative	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
		nutrients to score a better HSR.	
Yes - for consumers and industry	Not representative of the way the product is prepared and consumed	Different methods of production: Rating products on an 'as prepared' basis is complex, as products may be prepared and consumed in a range of ways that do not reflect the manufacturer's suggested preparation. This makes comparison across products within categories difficult due to the many different combinations and inconsistent basis for ratings.	Public Health Peak Body
Yes - for consumers and industry	Not representative of the way the product is prepared and consumed	Inflated star ratings: Products can receive a much higher star rating due to the nutritional content of other products they may be prepared with, misleading consumers that the product is healthier than it actually is. The addition of external ingredients to the star rating calculation can also conceal high levels of negative ingredients, such as sodium, saturated fat or sugar.	Public Health Peak Body
Yes - for industry	Not representative of the way the product is prepared and consumed	The as prepared rule means that the HSR of the product can be altered by the nutritional components of the added ingredients, but products may be prepared in multiple ways despite specific directions on pack. For best product performance in terms of flavour texture and appearance, consumers are recommended to follow the directions for use displayed on the label. While some consumers may decide to add additional ingredients to a product this risk exists for both products that require further preparation before consumption and products that can be consumed without preparation. It is incorrect to assume that consumers only add additional ingredients to products that require further preparation. Consumers will be aware that the nutrition information panel and HSR does not reflect any additional ingredients they choose to add that are not stated on pack.	Industry
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	May not promote food choices consistent with the Australian Dietary Guidelines and the Australian Guide to Healthy Eating.	Public Health
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	The application of the 'as prepared' rules poses problems in terms of alignment to the Australian Dietary Guidelines specifically within the category of powdered side dishes eg cheesy cauliflower.	Industry

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	Does not align with dietary guidelines and allows industry to unfairly market their product.	Public Health
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	May not promote food choices consistent with the dietary guidelines. The addition of external ingredients could conceal high levels of negative nutrients by incorporating serving suggestions in the HSR calculation.	Public Health
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	Alignment with Australian Dietary Guidelines. As prepared foods with high HSR after inclusion of fresh products may lead consumers to believe the as prepared product is healthier than fresh products.	Government
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	The food categories conferred a benefit by current 'as prepared' Guidance are not themselves recommended by the Australian Dietary Guidelines. ie the rules currently allow these products to derive benefit from valuable nutrients in whole foods contained in 'as prepared' formulations.	Public Health
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	Products that would otherwise be considered 'discretionary' by the Australian Dietary Guidelines when consumed raw or prepared with water, such as hot chocolate mixes, are given a favourable HSR due to product classification according to the manufacturer-determined 'as prepared' nutrient profile. There is some concern that many consumers may not be aware that the HSR is a measure of the relative nutritional value within food product categories, and instead interpret it as a measure across all food group categories. If status quo is maintained an effective education campaign around 'as prepared' rules is essential to minimise consumer confusion.	Public Health Peak Body
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	The current guidance on 'as-prepared' produce outcomes that do not align with the Australian Dietary Guidelines. Many of the products covered by the current 'as prepared' guidance are not themselves recommended by the ADGs. By placing health halos on certain products the system is sending conflicting health messages. A high star rating on nutrient-poor foods is therefore unhelpful to people trying to make healthier decisions.	Consumer Group
Yes - for consumers	As prepared rules are inconsistent with dietary guidelines.	A star rating of 4 on high salt / high sugar sauces with little overall nutritional value does not align to Dietary Guidelines that these are discretionary foods.	Industry

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	The products that use the 'as prepared' method are generally unhealthy products and allowing them to use the HSR 'as prepared' makes them appear healthier than they are- this is inconsistent with, and undermines, the dietary guidelines.	Government
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	As prepared' may not support messages in dietary guidelines	Government
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	As prepared' HSR ratings are largely derived from the core foods added to the food, not the base food. May encourage consumption of foods not recommended in the dietary guidelines. The base food lowers the HSR of other core foods used in the product.	Government
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	As prepared' rating gives higher star ratings to foods that are high in sugar/salt, compared to what these foods they would get without the addition of core foods. This is inconsistent with dietary guideline advice.	Consumer Group
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	Dietary guidelines recommend limiting added salt, yet product mixes high in salt can receive high 'as prepared' HSR ratings from addition of core ingredients.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	HSR alignment with the ADGs is broader than the 'as prepared' issue, noting the following: Many categories eligible to display 'as prepared' are discretionary and given recommendation to eat these foods only occasionally and in small amounts due to their poor nutritional quality, they should not receive a disproportionate benefit potentially conferred by current 'as prepared' guidelines. The situation may be less clear with soups: dry soup mixes are discretionary, but soup prepared from dry soup mix is not. Canned soups are considered core. Remaining 'core' categories include dry rice and pasta products, mashed potato products and custard, these products are the main cause of concern under current guidance, nor would their HSR be likely to be significantly impacted by our preferred solution. There could be potential industry argument that some products e.g. sauces, seasonings and hot chocolate mixes can be used to incentivize consumption of core items such as vegetables and milk. It is misleading to give these products (themselves high in negative nutrients like salt and sugar) the benefit of a HSR incorporating healthy core items when actual preparations vary greatly. The ADGs support consumption of these core components without the addition of highly-processed sauces, powders and seasoning.	Public Health
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	Many of the products that apply the 'as prepared' rule are not encouraged as part of the Australian Dietary Guidelines and therefore should not gain an advantage by the addition of foods from the five food groups. If these products applied the 'as sold' rule they would better reflect their alignment with the Australian Dietary Guidelines as many would receive a lower HSR as a result on their salt and/or sugar content.	Government
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	Products that use the 'as prepared' rule tend to be high in salt or sugar. Allowing these products to receive higher HSR due to addition of other foods does not align with dietary guidelines to reduce intake of salt and sugar.	Public Health
Yes - alignment with	As prepared rules are inconsistent with dietary guidelines.	Having HSR on 'as prepared' products misinforms consumers about the healthfulness of these products and their alignment with dietary guidelines.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
dietary guidelines			
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	Discretionary foods receive higher HSR rating due to addition of core foods. As prepared rule is promoting discretionary foods.	Public Health
Yes - alignment with dietary guidelines	As prepared rules are inconsistent with dietary guidelines.	As prepared' for powdered drinking chocolates is considered to be inconsistent with dietary guidelines. Adopting an 'as sold' rule as the default option for these types of products would align more closely with dietary guidelines.	Government
No	As prepared rules are consistent with dietary guidelines.	<p>With regard to formulated milk products: there is evidence that these products encourage consumption of milk and thus calcium intake. As these products are designed for consumption with milk it is appropriate to calculate the HSR in this way.</p> <p>With regard to recipe mixes: consumer research shows that 97% of consumers prepare these recipes exactly or mostly, and most changes are to cooking times or swapping ingredients (eg swapping chicken thighs for breast). Changes to recipes such as substituting full fat dairy products instead of low fat or omitting vegetables makes only small changes in the HSR rating (whereas calculating the HSR on 'as sold' product presents a very low HSR - and this is not how the product is consumed). Recipe bases are a useful tool for less confident cooks and encourage them to prepare meals in the home using fresh ingredients.</p>	Industry
No	As prepared rules are consistent with dietary guidelines.	The HSR of cordials and concentrates 'as prepared' is aligned with current consumer behaviour. Preparation instructions across all cordials and concentrates unanimously encourage dilution with water and therefore are in alignment with the Australian Dietary Guidelines. This category of drinks is well-accepted by Australian consumers and preparation methods are well understood. To date, there is no evidence of consumers misunderstanding or intentionally contradicting preparation instructions of cordials or concentrates.	Industry

Yes/No	Theme/ Issue	Comment	Background/interest group
No	As prepared rules are consistent with dietary guidelines.	The HSR system and the as prepared rules should facilitate messaging that is consistent with the Australian Dietary guidelines. HSR labelling which reflects the nutritional profiling of the product 'as prepared' can be a powerful driver to industry to encourage consumption of products in a manner which promotes good dietary habits.	Industry Peak Body and industry x2
Yes - for consumers	Impacts on the credibility of the system.	Misinformation reduces confidence in the system.	Public Health
Yes - for consumers	Impacts on the credibility of the system.	If consumers do not trust system less chance of working as intended. Also industry less likely to use HSR voluntarily.	Government
Yes - for consumers	Impacts on the credibility of the system.	System is misleading, consumers cannot rely on the system.	General Public
Yes - for consumers	Impacts on the credibility of the system.	Misleading as consumers will trust the rating and presume they're eating well if they are eating the product.	General Public
Yes - for consumers	Impacts on the credibility of the system.	The current guidance on 'as-prepared' produce anomalies that reduce people's trust in the system- it allows foods with high levels of sugar, salt or saturated fat to carry relatively high HSRs.	Consumer Group
Yes - for consumers	Impacts on the credibility of the system.	As prepared is misleading and similar to ACCC action against Uncle Toby's for being misleading for making protein content claims about oats, when this claim was only relevant when the oats were made with milk. High sugar products getting high HSR rating when made up with other foods can make consumers lose confidence in the system. Reference to research that reports that consumer confidence in HSR is declining.	Public Health
Yes - for consumers	Impacts on the credibility of the system.	Referred to research showing that consumer confidence in the HSR system is reducing and less people intend to use the system between 2015-2016. Other research cited in relation to consumer response to products thought to be unhealthy but with relatively high HSR and how this undermines trust in the system.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Impacts on the credibility of the system.	HSR for 'as prepared' products derived from foods added to the base product. Consumers don't necessarily follow recipe instructions. This is undermining the credibility of the system and jeopardising the effort and funding put into establishing the system.	Peak Body representing Consumer Groups, Government, Industry, Public Health
Yes - for consumers	Impacts on the credibility of the system.	Current interpretation and application of HSR system 'as prepared' rule is confusing to parents and undermines the credibility of the HSR system. 'As prepared' can be useful when included alongside 'as sold' on the NIP, but positioning it on the front of the packet is misleading as the HSR dominates as the indication of health on the packet. Allowing products to inflate their HSR with the addition of a healthier core food does not provide consumers with information that assists them to make healthier choices.	Consumer Group
Yes - for consumers	Impacts on the credibility of the system.	Consumers may be confused by seeing an 'as prepared' product with a high HSR, when they know it is a discretionary food (eg burger mix). This may undermine the credibility of the whole system	Government
Yes - for consumers	Impacts on the credibility of the system.	Consumers may be misled by what the 'as prepared' rating actually means, negative media coverage of HSR may cause consumers to lose trust in the system.	Government
Yes - for consumers	Impacts on the credibility of the system.	'As prepared' reduces the credibility of the scheme as a whole.	Public Health
Yes - for consumers	Impacts on the credibility of the system.	Consumer confidence issue to ensure the HSR system is keeping up with changing food manufacturing technologies/methodologies.	General Public
Yes - for consumers	Impacts on the credibility of the system.	The 'as prepared' rules apply to a small proportion of products within the entire HSR system. Of those products, an even smaller proportion are currently displaying an HSR. Any change is likely to result in no change for some products, and some change in HSR for the remaining proportion. The number of products affected is likely to be a tiny proportion of all products on the market. Burdens to industry must be weighed against the need to maintain the integrity of the system as a whole as a public health initiative.	Public Health
Yes - for consumers	Impacts on the credibility of the system.	While only one product can affect consumer trust, this can be significant and lasting.	Public health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Impacts on the credibility of the system.	When prepared, what nutrition is present to make it healthy? Rather than just having a low likelihood to cause heart disease. Nutrition is more complicated than a rating system.	General public
Yes - for consumers	Impacts on the credibility of the system.	Undermines the purpose of the system by not easily assisting consumers to identify healthier products.	General Public
Yes - for consumers and industry	Impacts on the credibility of the system.	The high rating of some 'as prepared' products has lowered consumer confidence in the system and led to perceptions that some manufacturers are gaming the system through the existing 'as prepared' rules.	Public Health Peak Body
Yes - for industry	Impacts on the credibility of the system.	Potential for some industry to advantage over others, industry may take advantage of the system, some industry groups may lose confidence in the system.	Government
Yes - for industry	Impacts on the credibility of the system.	HSR rating for 'as prepared' foods largely derived from core foods added to the base product. Undermining credibility of the HSR system	Industry
No	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	The preparation of the food is largely dependent on the consumer. However the food manufacturer can also recommend how the food can be consumed. This recommendation should be consistent across the HSR, the NIP and serving suggestion.	General Public
No	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	The current labelling convention and Heart Foundation Tick have set 'the norm' for how consumers understand the nutritional value of a 'meal' in their diet. If the "as prepared" rules are changed and "as sold" is used to calculate HSR, customers will be left confused and this could lead to poor nutritional choices	Industry

Yes/No	Theme/ Issue	Comment	Background/interest group
No	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	The 'as prepared' rules are consistent with the use and description of 'as prepared' in the food standards code which aids and enhances consistency. Changes to preparation directions have been done to align with nutrition guidelines whilst at the same time maintaining compliance with the Food Standards Code. The information used by manufacturers to determine the HSR is drawn from the product and the most likely consumption expectation/usual consumption means and according to preparation instructions on the label. The rule around 'as prepared' is currently worded very clearly but examples always contribute to understanding. All options need to be consistent with other regulatory requirements such as the nutrition information panel and with the provisions of the Food Standards Code.	Industry Peak Body
No	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	The 'as prepared' rules guidance in the HSR Guide to industry is appropriate as it is consistent with nutrition labelling requirements in food regulations. It is also consistent with the approach of other interpretive nutrition labelling including the National Heart Foundation Tick labelling and the traffic light labelling in the UK. It recognises the value of giving information about products in the form they are expected to be consumed, making obvious sense from a nutrition and health perspective. Any changes to the current HSR system resulting from the current review should enhance the HSR system in its primary function of assisting consumer choice leading to better diets and better health and should be as flexible as possible to encourage greater use of the HSR labelling by industry. The current 'as prepared' rules for HSR are based on the FSC and any deviation from them will result in a fragmented labelling system that will see back of labelling and claims being misaligned with the HSR. Consistent application of the as prepared rules should be maintained across mandatory and voluntary labelling requirements. Over 700 product lines fall within the scope of the 'as prepared' rules and countless SKUs(stock keeping units) within these. It is only appropriate, that consistent with other regulatory requirements, the 'as prepared' rules for HSR are structured to accommodate all 700 product lines and are not skewed by exaggerated concerns regarding single products or brands. Any amendments to the 'as prepared' guidelines resulting from the current review should sensibly	Industry Peak Body and industry x2

Yes/No	Theme/ Issue	Comment	Background/interest group
		accommodate the wide range of products which currently include directions for use in their labelling.	
No	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	The current rules around 'as prepared' are quite clear and in line with the requirements of the Food standards Code. Also in line with the way a NIP panel is on pack and less confusing for consumers and in line with the way they are proposed to be consumed.	Industry
Yes - for consumers	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	HSR should reflect NIP.	Government

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	HSR should be consistent with other labelling (FSC, NIP, HSR, serving suggestion, recipe)	Current guidance materials derive from existing provisions of the Australia New Zealand Food Standards Code (Standard 1.2.8, Clauses 11-3) pertaining to provision of the Nutrition Information Panel (NIP) on certain foods that are typically drained, reconstituted or intended to be prepared or consumed with at least one other food. On back of pack, these provisions typically result in parallel display of multiple nutrient profiles for consumer comparison: with the food 'as sold' presented alongside that obtained when the food is prepared as described at the top of the 'as prepared' column and directed elsewhere in detail on pack. While intended to make nutrition information more meaningful in that context, we are concerned attempts to translate this to HSR – which by design relies upon a single, simple graphic of overall healthiness – are producing exactly the opposite effect.	Public Health
No	Clarification of Industry guide required	The calculation of the health star rating displays inconsistencies. When using "when drained" rule on vegetables immersed in oil, a FVNL% defined by the supplier was used in HSR calculation. It is a value between the actual vegetable content and 100% (e.g. 80%) was used as not all oil can be drained. The suppliers assumed and did not substantiate for the value being used. Could the FVNL% be standardised / substantiated if immersed in oil / media other than water? For some products, raw material nutrition values were displayed in the NIP, and were used to calculate HSR. The label also contains cooking instructions. Should the NIP and HSR reflect the cooked product instead? Also, HSR of some cereals seem to have been calculated with the addition of skim milk and some were not.	Industry
Yes - for consumers	Clarification of Industry guide required	Concerns exist with the current guidance as benefits of the rules are not enjoyed equally by all manufacturers. eg Guidance materials state that breadcrumbs and breakfast cereals (which traditionally have displayed a variety of as prepared values in the NIP) must display HSR as sold. This stands in contrast to examples such as burger seasoning mixes which have HSR based on 'as prepared' (they can obtain a higher HSR if adding whole foods such as vegetables, lean mince and wholegrain bread to recipe). There is not a level playing field. In addition, manufacturers of unpackaged 'core items' are not able to enjoy the benefit of using HSR on their own products as they fall outside the scope of the current	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
		system.	
Yes - for consumers	Clarification of Industry guide required	Existing 'as prepared' rules should be clarified specifically in the category of cooking sauces (as it is for breakfast cereals) in the Guide for Industry. Current guidance indicates the HSR should be determined 'as sold' for foods that can be consumed 'as sold' or prepared with other ingredients. Most manufacturers interpret this guidance to apply to cooking sauces and are determining the Nutrition Information Panel (NIP) and HSR 'as sold'. However some manufacturers of cooking sauces have chosen to follow the 'as prepared' rules and this makes it difficult for consumers to make reasonable comparisons within this category.	Industry
Yes - for industry	Clarification of Industry guide required	Industry may be concerned by current Guidance, given benefits are not enjoyed equally by all manufacturers. Breakfast cereals and breadcrumbs must display HSR as sold even though they are typically not eaten alone and can be consumed in a variety of ways. By contrast, some other products can elevate their HSR from 0.5 to 4.0 on the basis of valuable nutrients obtained from a variety of whole foods such as vegetables, lean mince and wholegrain bread.	Public Health
Yes - for industry	Clarification of Industry guide required	Need to update industry guidelines before more industry groups start to use 'as prepared' approach and mislead consumers	Public Health
Yes - for industry	Clarification of Industry guide required	In the Guide for Industry HSR Calculator the 'as prepared' rule is not consistently applied to all products. Breakfast cereals are exempt from applying the 'as prepared' rule even though they are permitted under the Code to include 'as prepared' in the NIP. It is not clear why this was made other than the assumption that breakfast cereals can be consumed in a variety of ways or consumed as sold.	Government

Yes/No	Theme/ Issue	Comment	Background/interest group
		However other products that can apply the 'as prepared' rule are also consumed in a variety of ways.	
Yes - for industry	Clarification of Industry guide required	For example, breakfast cereals (traditionally displaying a variety of as prepared values in the NIP) must display HSR as sold. Breadcrumbs are also signalled out as an example which, while typically not eaten alone, can be consumed in a variety of ways and therefore directed to display HSR as sold, presumably to avoid consumer confusion. By contrast, recently appearing burger seasoning mixes consisting mainly of salt and additives can elevate their HSR from 0.5 to 4.0 on the basis of valuable nutrients obtained from a variety of foods such as vegetables, lean mince and wholegrain bread. At the same time, manufacturers of these typically unpackaged 'core' items are not able to enjoy the benefit of using the HSR on their own products, which fall outside the scope of the current system.	Public Health
Yes - for consumers	Lack of understanding of how HSR is calculated	It is meant to be a ranking that can just be glanced at. The 'as prepared' option requires not only for people to read and understand what items have been included in the preparation, but also to then have an understanding of the impact the different ingredients they may use, may have.	General public
Yes - for consumers	Lack of understanding of how HSR is calculated	Most people are unaware the rating system compares products of the same category and that it is not an overall health rating for all products - also that the rating is based on how the food is suggested to be prepared. The rules should apply to the entire field, not separate categories. A health rating should rate how healthy a product is for you, not if its slightly healthier than other similar products.	General public

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Lack of understanding of how HSR is calculated	Problems with the current guidance that allow these products to display a Health Star Rating (HSR) based on the product 'as prepared' according to the instructions on the product packaging. This effectively means that the HSR of these products can be altered by the nutritional components of the assumed added ingredients. Ordinarily the consumer would believe the ratings pertain solely to the product, rather than based on the specific particular instructions which may envisage other ingredients added to the main product that may heavily influence the HSR result that is tied to the pack.	Public Health
Yes - for consumers	Lack of understanding of how HSR is calculated	Majority of consumers look at the star rating at face value. Food companies can easily take advantage of this. People assume its healthier to have products mixed together rather than on their own.	General Public
Yes - for consumers	Lack of understanding of how HSR is calculated	Misleading and uninformative. Why is a certain food rated highly? What's the criteria?	General Public
Yes - for consumers	Lack of understanding of how HSR is calculated	A lot of people do not have the intelligence to read past the stars label. They see the stars and assume it's a health food. The stars rating system is misleading.	General Public
Yes - for consumers and industry	Lack of understanding of how HSR is calculated	Many products, such as spreads, cereals, sauces and dips, are not consumed 'as sold' and are prepared in combination with other foods. Yet these products display 'as sold' health star ratings and only select products can display ratings on an 'as prepared' basis. It is difficult for consumers to interpret which products are rated on an 'as sold' or 'as prepared' basis. In addition to inconsistent ratings, calculating star ratings based on different food combinations reduces consumers' ability to compare products within categories and choose healthier options.	Public Health Peak Body
No - for industry	Targeted consumer education required	Further education required to explain the definition of 'as prepared' to avoid any potential confusion.	Industry
No - for industry	Targeted consumer education required	Future social marketing campaigns should indicate that on some food products the HSR applies to the food as prepared and consumed according to the manufacturer's instructions. Future campaigns to consumers, NGOs and media organisations should include elements regarding the 'as prepared' rules and be accompanied by a strong public relations presence that includes the Government having a voice in the media when the HSR system is being questioned or	Industry Peak Body and industry x2

Yes/No	Theme/ Issue	Comment	Background/interest group
		challenged.	
No - for industry	Targeted consumer education required	Support clarifying the existing rules for consumers through targeted education.	Industry Peak Body
No - for industry	Comparability with like products	One of the objectives of the HSR is to enable direct comparison between individual food that, within the overall diet , may contribute to the risk factors of various related chronic diseases. Some products applying the as prepared have equivalent ready-to-consume products in the same shelf area. For example varieties of stock include liquid, cubes, powder and concentrated jelly pots. If the calculation of the HSR is based on the dried product preparation, consumers would not be able to compare between similar food products in different formats. To enable consumers to conduct a like to like comparison with products in the same category the HSR needs to be based on the 'as prepared' nutrition information.	Industry
Yes - for consumers	Comparability with like products	Not aligned with the HSR objectives and does not enable direct comparison between individual foods	Public Health
Yes - for consumers	Comparability with like products	Using 'as prepared' can also change the product category for the HSR calculator thresholds which can provide a more favourable result and make it difficult to compare similar products.	Consumer Group
Yes - for consumers	Comparability with like products	In addition, 'as prepared rule' allows product category to change depending on the foods added, which results in unfair product comparison when additional ingredients change product category.	Peak Body representing Consumer Groups, Government, Industry, Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Comparability with like products	The current interpretation of the 'as prepared' guidance does not allow people to easily or fairly compare similar products. Calculating HSRs as-prepared creates an uneven playing field, especially when companies are basing their HSRs on different directions for consumption. The current arrangements make it difficult for people to make food comparisons is the fact that food manufacturers are using the optimal preparation of their product to derive the highest HSR.	Consumer Group
No	Comparability with like products	One of the key purposes of the HSR system is to provide ' a quick standardised way to compare similar packaged foods at retail level'. It is important that if a product is sold in two versions (for example powdered and reconstituted) it carries the same nutritional information to avoid confusing the consumer. Any amendment to the ' as prepared' rules should uphold the objectives of allowing consumers to compare like products.	Industry peak body and industry x2
Yes - for consumers	Not aligned with HSR system objectives	The current guidance on 'as-prepared' outcomes that do not align with the desired HSR aims. It produces outcomes that are contrary to the objectives of HSRs and removes the ability for consumers to simply compare products within a category.	Consumer Group
Yes - for consumers	Not aligned with HSR system objectives	Is not aligned with the aim of the HSR.	Public Health
Yes - for consumers	Not aligned with HSR system objectives	As it stands, companies are using the optimal preparation of their product to derive the highest possible HSR. However, without the nuance of the 'as sold' and 'as prepared' comparison, and without any intuitive link between the HSR displayed and the actual contents of the packaging, the utility of the system to consumers is sacrificed to confer eligible manufacturers maximum marketing benefit. This is fundamentally and unacceptably at odds with the aims and objectives of HSR as a public health and consumer choice initiative and therefore, being part of the guide to industry rather than the algorithm (that has a five year no-change policy) ought to be rectified as soon as possible.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Not aligned with HSR system objectives	<p>A key aim of a front-of -pack labelling system is to ‘guide consumer’s choice by being readily understandable and meaningful across socio-economic groups, culturally and linguistically diverse groups and low literacy/low numeracy groups’. Allowing some products to apply the ‘as prepared’ rule and others not to is confusing for consumers. The literacy and numeracy skills required to comprehend that the HSR may be based on a recipe on the back and to then follow these instructions goes against this key principle.</p>	Government
Yes - for consumers	Not aligned with HSR system objectives	<p>Consumers should be the primary concern, given HSR is a public health initiative designed to address Australia’s huge burden of diet-related disease. Foods that require reconstituting or draining, means the NIP typically shows the nutrient profile of the food in the form it invariably will be consumed i.e. with water added, or drained. For other categories, it means foods display multiple nutrient profiles: with the food ‘as sold’ presented alongside that of the food ‘as prepared.’ In this case a reference to this preparation must appear at the top of the ‘as prepared’ column, and directed elsewhere in detail on pack. Consumers can compare the nutrient profile of the package contents, to what their meal will contain if they follow these instructions.</p> <p>While intended to make nutrition information more meaningful in that context, attempts to translate this to HSR – which by design relies upon a single, simple graphic of overall healthiness – are producing exactly the opposite effect.</p> <p>Companies are using the optimal preparation of their product to derive the highest possible HSR. However, without the nuance of the ‘as sold’ and ‘as prepared’ comparison, and without any intuitive link between the HSR displayed and the actual contents of the packaging, the utility of the system to consumers is sacrificed to confer eligible manufacturers maximum marketing benefit. This is fundamentally and unacceptably at odds with the aims and objectives of HSR as a public health and consumer choice initiative. It therefore cannot be maintained.</p>	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Not aligned with HSR system objectives	The current 'as prepared' rules contradict the goals of the HSR. They do not enable foods to directly be compared, they are not readily understandable or meaningful across socio-economic, culturally and linguistically diverse groups and they do not increase awareness of foods that, within the overall diet, may contribute positively or negatively to the risk factors of diet related chronic diseases.	General Public
Yes - for consumers	Not aligned with HSR system objectives	Without the nuance of the side by side 'as sold' and 'as prepared' comparison, and without any intuitive link between the HSR and the contents of the packaging, the utility of the system to consumers is sacrificed to confer eligible manufacturers maximum marketing benefit. This is fundamentally and unacceptably at odds with the HSR's aims and objectives as a public health and consumer choice initiative and therefore cannot be maintained.	Public Health
No - for industry	Research required	The magnitude of the issue needs to be explored including whether the concerns are across the board or limited, assessment of the volume/quantity consumed in the diet and relative ranking in a weekly shopping basket, and consumer views about expectations of HSR on a product being 'as consumed'. Conduct a survey of consumers about whether they expect the likes of gravy and spice mix to reflect HSR of the product as sold even though they will not consume the product in its 'as sold' form and that such a HSR says nothing about how they might consume the product. Consumer research around understanding what 'as prepared' means would also be helpful. Exploration of how best an 'as prepared' rating could be made clearer to the consumer possibly by a note under the nutrition information panel or 'as prepared' appearing under the logo or some other simple short and focussed mechanism that informs the consumer that the preparation instructions on the pack delivers the rating.	Industry Peak Body
Yes- alignment with dietary guidelines	Research required	It would be useful, in future system monitoring reports, to include disaggregated results on consumer levels of awareness and understanding for each of the different forms of food rules categories, including 'as sold', 'as prepared', 'after it is reconstituted' and 'after it is drained'.	Government

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for consumers	Inconsistencies with Australian Consumer Law	There is also potential inconsistency with Australian Consumer Law and the HSR Guidance in its current form - with packaging that may be false or misleading to consumers. These anomalies are affecting the credibility of the system as a whole.	Public Health
Yes - for consumers	Inconsistencies with Australian Consumer Law	The current guidance on 'as-prepared' outcomes that breach the Australian Consumer Law. In reality consumers don't always follow packet directions for many of the products affected by the current guidance. Culture, religion, health and food literacy, taste and cost all shape how people prepare food. Considering this, a HSR as-prepared only benefits food companies by inflating the perceived healthiness of their product rather than helping people make healthier food decisions based on what is actually in a product. In addition, the potential inconsistency between HSRs and existing Australian Consumer law creates an imperative for action. Urgent resolution required. Advise that this process is expedited with a requirement for food manufacturers to align to the new guidance as soon as possible. They note there have been 25 changes to the HSR guidance, none of which have required such an extensive consultation.	Consumer group
Yes - for consumers	HSR should be calculated 'as sold'.	Base food should be calculated only.	General Public
Yes - for consumers	HSR should be calculated 'as sold'.	The most commonly used method 'as sold' should be used for calculation of the HSR (not the method which gives the most favourable HSR score).	Industry
Yes - for consumers	HSR should be calculated 'as sold'.	Should only relate to the context of the packet and not be based on its consumption with other products.	General Public
Yes - for consumers	HSR should be calculated 'as sold'.	As packaged not as prepared.	Government
No	Representative of the way the product is prepared and consumed	It should be rated as prepared because no one eats cereal dry or just the cake batter. It should be included with the added milk, eggs, butter etc. If people choose to prepare it differently that is their choice.	General public
Yes - for industry	Multiple nutrient profiles for consumer comparison	On back of pack, these provisions typically result in parallel display of multiple nutrient profiles for consumer comparison: with the food 'as sold' presented alongside that obtained when the food is prepared as described at the top of the 'as prepared' column and directed elsewhere in detail on pack.	Public Health

Yes/No	Theme/ Issue	Comment	Background/interest group
Yes - for industry	Reduction in industry uptake	Potential to hinder industry uptake: Some manufacturers are being disadvantaged by the current exemptions and 'as prepared' calculations, which can inflate star ratings. Consistent application of star ratings would provide a level playing field and encourage continued voluntary uptake and industry support for the Health Star Rating system.	Public Health Peak Body
No - for industry	Incorrect assumptions about the application of the 'as prepared' rules	Page 11 of the Guide for Industry provides clear exception to the 'as prepared' rules when determining the fruit and vegetable points (v points). It states that 'the percentage of fvnl in a food should be calculated in accordance with the appropriate method in Standard 1.2.10- Characterising Ingredients and Components of Food and not in accordance with the form of the food rules given above. this also applies when calculating the percentage of concentrated fruit or vegetables in food...As a result... the form of the fvnl in the food... will not always be the same as the form of the final food to which the HSR applies.' Furthermore Table 3 on page 12 of the Guide details that if the fvnl content is greater than 40 per cent non-concentrated or greater than 25 per cent concentrated, no V points are scored. so addition of small amounts of fvnl through preparation instructions would do little to affect the HSR . Thus using the 'as prepared' ruling as a way for industry to game the system is limited, and there is no evidence that the current approach is misleading to consumers when the HSR is considered in the context of the whole of pack labelling, which is how consumers select their purchases.	Industry Peak Body and industry x2
Yes - for consumers	No reasons stated	No comments made	General Public
Yes- for industry	Changes to 'as prepared' rules will be a cost to industry and consumers	Any changes to the 'as prepared' rules will have a cost to industry and while many companies will seek to contain those costs there will be some costs passed on to consumers. To reduce costs and provide for greater flexibility for incorporating new labelling within normal business cycles it is recommended that any changes that may follow the review of the 'as prepared' rules be implemented in line with the broader five year review	Industry Peak Body and industry x2

Yes/No	Theme/ Issue	Comment	Background/interest group
	Extended labelling options could be used to clarify ratings	The current review and wider review of the HSR system should recognise the opportunity provided by extended labelling through smart phones and the internet for disseminating virtually unlimited information to consumers about food products including advice on the use of HSR labelling in all its iterations.	Industry Peak Body and industry x2

2. Please provide your views on the options previously discussed by the HSR Advisory Committee

Option	Comment	Background/interest group
Option 1 - Status Quo	Important to keep all information consistent throughout pack to avoid consumer confusion and provide meaningful, useful information - HSR, FSC, NIP, serving suggestion/recipe. The NIP is displayed to be reflective of the food as intended to be consumed. Manufacturers have a responsibility to ensure consumers understand the intended method of preparation. Manufacturers could clearly indicate on the front of the pack that the HSR has been based on the 'as prepared' values. Where there is more than one way of preparing the food, manufacturers must ensure consumers are not misled and it is clear to which instructions the HSR graphic relate. Many foods that are required to be made up prior to consumption are not able to be consumed as sold. To ensure continued uptake of the HSR by industry, the 'as prepared' rules must be clear and appropriate to ensure that information on product labels is clear and not in contradiction with the mandatory requirements of the FSC.	Industry Peak Body, industry x6, general public
Option 1 - Status Quo	Maintaining the 'as prepared' rules enables comparability with like products. It is important that the same product sold in two versions (eg ready to drink and powder concentrate) have their HSR prepared in the same way in order to allow for standardised comparisons against other beverages in the category.	Industry Peak Body and industry x3

Option	Comment	Background/interest group
Option 1 - Status Quo	Supportive of there being no changes to the rules regarding the 'as prepared' application to cordials and concentrates like beverage powders and drops. Preparation instructions across all cordials and concentrates unanimously encourage dilution with water and therefore are in alignment with the Australian Dietary Guidelines. This category is well accepted by consumers and preparation methods are well understood. There is no behavioural evidence of consumers misunderstanding or intentionally contradicting preparation instructions for cordials and concentrates.	Industry
Option 1 - Status Quo	There must be alignment with public health messages and campaigns; any initiatives that promote food intake that is aligned with the Australian Dietary Guidelines and Australian Guide to Health Eating should be encouraged, not discouraged. Many foods on supermarket shelves are prepared in accordance with directions that encourage whole grains, vegetables, dairy and unsaturated spreads, as well as other core foods.	Industry
Option 1 - Status Quo	Continued communication about comparing the HSR on food products in the same category only needs to be reinforced, this relates also to those in the 'as prepared' categories.	Industry
Option 1 - Status Quo	Preference would be to maintain the status quo as the score relates to the product as consumed. The on pack preparation instructions are very specific and representative of how the consumer will prepare and consume the product. The Food Standards Code allows values in the NIP to be based on the product 'as consumed' where reconstitution is necessary for preparation. If HSR scoring was changed to be based on the product 'as sold' there would be no visibility for consumers as to how the score was determined (ie the 'as sold' NIP values would not be displayed on pack; they would remain 'as consumed', so consumers could not refer to these values to see how the HSR scoring was determined). There would be a mismatch between on pack NIP values and the HSR score, which could cause consumer confusion.	Industry
Option 1 - Status Quo	Maintaining the 'as prepared' rules will avoid confusing consumers with dramatic changes to ratings or products carrying two ratings.	Industry Peak Body and industry x2
Option 1 - Status Quo	Agree with status quo, however, response to and acknowledgement of criticisms/concerns required.	Industry Peak Body

Option	Comment	Background/interest group
Option 1 - Status Quo	There should be a robust review and consumer survey to understand if there are any concerns and the extent of these before embarking on changes to the HSR scheme. Further clarification is required before any changes to rules are implemented.	Industry
Option 1 - Status Quo	The particular products of interest (formulated milk products and recipe bases) are regulated on an 'as prepared' basis and thus it would not be appropriate to calculate the HSR as sold - this would impact the regulatory positioning of these products. Further this does not give the consumer adequate information regarding the contribution of the product to the total diet and their overall energy and nutrient needs.	Industry
Option 1 - Status Quo	Support amendment of the HSR Guide to Industry to clarify and provide greater guidance to companies and other stakeholders on the use of 'as prepared' HSR labelling. Specific examples/case studies may help to illustrate the manner in which these rules are intended to operate. There may also be opportunity for additional labelling on food packs to signal to consumers when the HSR applies to the product 'as prepared'.	Industry Peak Body x2, industry x2
Option 1 - Status Quo	Consumer research indicates that 90 per cent of consumers use the back of pack recipe in full or in part to create the meal. A key principle of the submitters company for 'as prepared' products is the inclusion of fresh vegetables which are encouraged through back of pack recipes. The current 'as prepared' rules for calculating HSR are in line with this principle, and encourage companies to recommend healthy eating as part of the recipe on pack.	Industry
Option 1 - Status Quo	Clear emphasis in HSR guidance documents and on-pack that the HSR is calculated 'as prepared' is required. HSR should reflect the food as it is intended to be consumed.	Industry
Option 1 - Status Quo - not supported	Does not support status quo due to consumer confusion.	Public health x2, Government, Peak Body representing Consumer Groups, Government, Industry, Public Health
Option 1 - Status Quo - not supported	Does not support status quo due to inconsistency with dietary guidelines.	Public health x2
Option 1 - Status Quo - not supported	This is inadequate, as the ruling is not being interpreted consistently across industry and consumer/health groups.	Government

Option	Comment	Background/interest group
Option 1 - Status Quo - not supported	Does not support status quo as it does not address unfair comparisons.	Peak Body representing Consumer Groups, Government, Industry, Public Health
Option 1 - Status Quo - not supported	Does not support status quo continuing.	Industry
Option 1 - Status Quo - not supported	It is not acceptable to maintain the status quo. To do so risks the integrity of the system as a whole.	Public Health
Option 1 - Status Quo - not supported	Status quo is not a feasible option.	Public Health
Option 2 - As sold only	By calculating the HSR 'as sold' there would be incentive for manufacturers to decrease risk nutrients such as sodium and/or sugar to improve the HSR of their product. Consumers would therefore be in a better position to choose between similar products and make the healthier choice based on the product sold rather than the recipe on the back.	Government
Option 2 - As sold only	Remove 'as prepared' rule completely.	Public health, general public
Option 2 - As sold only	Products should be rated on 'as sold' only as there are too many variables in the 'as prepared' option to make this useful.	Consumer Group
Option 2 - As sold only	The star rating should reflect what consumers are buying not how producers assume consumers use the product. This is not a controlled variable, only assumed.	General Public x2
Option 2 - As sold only	Products should be rated based on their nutritional content before it is paired with a secondary product e.g milk.	General Public
Option 2 - As sold only	This will allow for transparency between the manufacturers and the consumers, as well as allowing the consumer to make an informed choice about their food.	Public health
Option 2 - As sold only	The 'as prepared' rules are misleading. The stars need to represent the raw product, ie. what the product is by itself with no other product added.	General public
Option 2 - As sold only	Products that can have multiple ingredients added should use 'as sold' only as no way of knowing which ingredients could be added.	Government / Aust only
Option 2 - As sold only	In most cases making the HSR relate to the product 'as sold' is the most obvious solution. The most vulnerable groups in society are more at risk of misinterpreting HSR on 'as prepared' products.	General Public

Option	Comment	Background/interest group
Option 2 - As sold only	Provides intuitive simplicity and easy messaging for consumers, while still allowing HSR to operate effectively within category.	Public Health
Option 2 - As sold only - not supported	Strongly oppose restricting products to as sold.	Industry
Option 2 - As sold only - not supported	Restricting the current rules to 'as sold' only will severely curtail the utility of HSR labelling to consumers by diminishing its discrimination between like products, by falsely indicating differences between different forms of the same product, and by misalignment with other on pack labelling (including the NIP) and by discouraging use of the HSR by industry. The review should note that the 'as prepared' rules may under some applications provide greater discrimination to the HSR labelling than 'as sold' assisting consumers to better food choices.	Industry Peak Body and industry x2
Option 2 - As sold only - not supported	Does not support the complete removal of the 'as prepared' rules. While certain concerns, ie certain foods like drinking chocolate may be addressed, other categories where it makes sense to follow the 'as prepared' rules would not benefit from this approach. Customer insights indicate consumers are open to HSR being declared on foods 'as prepared' as long as it makes sense and is not misleading. As such it is not appropriate to only allow the HSR to be calculated on the nutrient profile of products as sold. The 'as prepared' rules should be maintained at least for the following categories - cake mixes, flavoured rice and pasta dishes or soups.	Industry
Option 3 - Display multiple ratings on pack	The label should state both pre preparation and as prepared because of the variations in how people prepare the product.	General public
Option 3 - Display multiple ratings on pack	The 'as sold' rating should be mandatory and the most prominent on the pack. 'As prepared' rating/s could also be displayed.	General public
Option 3 - Display multiple ratings on pack	An option could be to have both an 'as sold' and 'as prepared' rating. 'As prepared' rating can be useless as people use/prepare products differently.	Consumer group
Option 3 - Display multiple ratings on pack	Display 'as sold' HSR on the front, and 'as prepared' HSR on the back next to the recipe.	Government

Option	Comment	Background/interest group
Option 3 - Display multiple ratings on pack	It may be possible to consider multiple star ratings - one for 'as sold' and one for 'as prepared', however, this takes the simplicity away from the HSR. Where the 'as prepared' HSR is derived from adherence to a recipe on the pack, it would need to appear alongside that recipe, with clear labelling that the rating only applies if the recipe is followed.	
Option 3 - Display multiple ratings on pack	Could consider having two health star ratings on the front of pack, perhaps in different colours, and with the 'as prepared' one having the details of this under the rating (e.g. a HSR 1.5 , 4.5 as prepared using 3tsp in 200ml trim milk). However need to check that this does not increase confusion. Both options are covered and this is less likely to cause people to feel deceived. Most vulnerable groups in society are more at risk of misinterpreting HSR on 'as prepared' products.	General Public
Option 3 - Display multiple ratings on pack	This is another option but should be tested to ensure that it doesn't increase confusion for consumers or make the HSR more difficult to use. The Australia New Zealand Food Standard Code allows an 'as prepared' column in the NIP as per the packet preparation instructions. The additional 'as prepared' HSR could be included beside the preparation instructions. This option may also encourage industry to continue to use the HSR for 'as prepared' type products.	Industry
Option 3 - Display multiple ratings on pack	The inclusion of two HSRs could be considered, however, the presence of two HSRs on the pack may be confusing for consumers.	Public Health Peak Body
Option 3 - Display multiple ratings on pack	Consider using a specific HSR graphic for as prepared. Preparation instructions should be realistic - not water if usually prepared with milk. Consider an 'as sold' HSR on front of pack with an 'as prepared per directions' HSR on back of pack. Manufacturer to prove that recipe is most likely to be prepared this way.	Government / Aust only
Option 3 - Display multiple ratings on pack	This may risk causing further confusion. One reasonable option may be HSR 'as sold' on FOP, with HSR 'as prepared' optionally displayed on back of pack, next to clear instructions on the preparation required to achieve that result. This would be consistent with the aims of current FSC rules on 'as prepared' in the NIP.	Public Health
Option 3 - Display multiple ratings on pack	This would require consumer research to determine if this aids understanding or adds to further confusion with two HSR on the one pack. It also deviates away from the intention of the HSR that it is a front of pack labelling system if one HSR were to appear on the back of the	Government

Option	Comment	Background/interest group
	pack.	
Option 3 - Display multiple ratings on pack - not supported	Could create significant confusion for consumers, particularly those with low literacy/numeracy and linguistic diversity. Research shows that consumers prefer HSR over other labelling schemes because it is simple - multiple ratings would reduce the simplicity of the HSR scheme.	Public health x2
Option 3 - Display multiple ratings on pack - not supported	Do not consider this option to be reasonable or practical. 'Off label' information might indicate the HSR for alternative preparations but this requires consumer time to identify. 'Off label' options provide the advantage of utilising technological developments such as smart reader platforms (scannable bar codes accessible from smartphones used as a click-to-call or click-to-text function to give additional information on a product). Product label 'real estate' is very valuable, added to which the trend from consumers is for clean, less cluttered labels - less is better.	Industry Peak Body
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Option could be extended to include drained products which require draining before consumption and provide the NIP based on the drained product.	Public health

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Introducing exemptions complicates the issue for both consumers, nutrition educators trying to translate information for consumers and manufacturers. Recommends a modified option - product as sold/rehydrated with water only/drained, with no exemptions. One of the aims of the HSR is to be readily understandable and meaningful across the community including all socio-economic groups, culturally and linguistically diverse groups and low literacy/low numeracy groups. This option would be the simplest option for consumers and not be open to manipulation. Using 'as sold' for most foods would provide a consistency across the food supply and align with existing cases such as breakfast cereals and products that can be used a number of ways (eg breadcrumbs). This aligns with how other products are treated eg condiments. Support use of rehydrated form to calculate the HSR for those products that require reconstitution with water before consumption eg cordial, gravy, chocolate drinks, powdered soups. To align with NIP provisions for drained products the use of the drained form to calculate the HSR for those products that need to be drained before consumption is supported. This option would support the aims of the HSR to allow consumers to directly compare like products and to increase awareness of foods that may contribute positively or negatively to the risk factors of diet related chronic disease.	Public health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	This option would be reasonably intuitive to consumers, and be consistent with existing relevant provisions of the FSC. Could consider a 'Not eligible for HSR' category for food that can be prepared in a variety of ways. The HSR in either 'as sold' or 'as prepared' forms for these foods is misleading to consumers given the variety of ways a food is consumed in practice. Similar to supplements, baby foods or non-nutritive items like plain coffee and tea these categories could be simply considered ineligible to display HSR.	Public Health

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	This option is supported. All products that need to be mixed with ingredients that are not water prior to consumption would have an HSR 'as sold' ie drink flavourings, sauce/spice mixes, cake mixes etc. All products that are rehydrated with water only or drained of water only would display an HSR 'as prepared' ie powdered soups, rices and grains, cordial, gravy. This option is consistent with the FSC provisions on the display of the NIP for certain products. Further exemptions are not justified.	Public Health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	This option reduces confusion for both consumers and industry as there are no exemptions to the rule other than the addition of water or the drainage of water. Some products will not score as highly with the HSR but as the HSR is about comparing between products, all products will be affected in the same way.	Government
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Supportive of this option without any exemptions for specified categories, with provision for the calculation of the HSR of canned products after draining. This option will enable calculation of the HSR for products such as cordial, soups and gravy to be comparable with those products that are sold in a form that is ready for consumption. The remaining products, such as meal bases and cake mixes, would be calculated based on 100g 'as sold'. This approach would reduce consumer confusion and enable consumers to draw comparisons between like products within the same category. This option would also prevent the foods added to the product inflating the HSR rating. Would also support consistency with the NIP and HSR.	Public health x2

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Does not support further exemptions. This option allows products to be compared more appropriately. This option still has potential to be misleading as the amount of water to be added to a product can vary, and as a result there would continue to be multiple ways to prepare a product. As a result it is possible that manufacturers could include more water in the preparation instructions and thereby attract a higher HSR. However, it is anticipated that the effect on the final HSR would not be significant enough to warrant the removal of this exemption. This option is more in line with the aims and objectives of the HSR system and would be easy to understand across different consumer groups. This option would have consumer support (reference to consumer research on preference for HSR system) and as a result build more consumer trust in, and use of, the system. This option would also be more in line with dietary guideline messaging and more easily distinguish between core and discretionary foods. This option also offers greater fairness for manufacturers. However, it might not be favoured by some food manufacturers as many products would no longer be authorised to calculate their HSR based on the 'as prepared' rules and as a result, a number of manufacturers would not utilise the HSR on their products. However, utility to consumers should not be sacrificed to encourage manufacturers to use the HSR.	Public health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Better allows comparison with similar products.	Consumer Group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	No further information provided.	Public health

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption. No other exemptions allowed.	Additional exemptions for specified products or categories not supported. This option better aligns to the desired outcomes of HSR as well as the dietary guidelines. It retains the use of 'as prepared' where it is intuitive to consumers while removing the ability for manufacturers to benefit from artificially high star ratings due to nutritious ingredients not contained in their product. This option is also consistent with the current FSC provisions on the display of the NIP for certain products.	Consumer group
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	There may be areas of food industry which would benefit from use of this option.	Industry
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Support the default being 'as sold' or rehydrated with water only. Further analysis of the specific categories to be exempt would need to be explored before this could be supported.	Government
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Option has merit and warrants further consideration.	Government
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Further consumer research should be undertaken to investigate consumer understanding of this issue.	Public health
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Clarification is sought on what exemptions will be put in place, what monitoring has been done, how widespread the problem is and what public health nutrition impact it has.	Other

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Would appreciate further clarification on which categories would be included in the exemptions.	Industry
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	This option will help ensure products align with the Dietary Guidelines. For example, a chocolate beverage powder is considered a discretionary food. Under this option, stipulating that the HSR should be based on the powder 'as sold' or prepared with water, maintains this as a category 2 food. Chocolate beverage powders made up with milk, fit within the category 1D – dairy beverages category, thus changing its HSR category.	General public
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	Has merit as it would enable consumers to easily compare foods within a product category. Final HSR would not be due to core foods being added to base product. This option would also help the HSR to better align with the dietary guidelines. Product category could also not be changed by manufacturer because of the foods added to the base product. This option also has potential to provide clearer guidance to industry. 'As prepared' rule could still be allowed where the product cannot be consumed in its basic form and a recipe must be followed without variation eg cake mix. There should be no exemptions for foods that can be consumed and prepared in a variety of ways eg stir fry sauce.	Industry
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories.	This option appears to be the best option, but difficult to give preference as want to know more about how commonly the 'as prepared' HSR is used and how these products contribute to energy intakes.	Government

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemption for rehydrated with water and other exemptions for specified categories - not supported.	A 'one size fits all' option is neither helpful nor meaningful. Potential to be inconsistent with the provisions of the FSC, alignment with which is fundamental to the strength and robustness of the HSR system. Note that this approach has been the basis of a rejection to a claimed anomaly (2014-3 ,14 July 2014) concerning 'Just add water' instant drink preparations (coffee, hot chocolate, chai etc.) and comparison with milk based preparations. The rationale for rejection was 'due to the significantly different nutritional composition between traditional milk based coffees and water based coffee preparations, it has been determined that it is unfair to compare one to the other.' The option of a product as sold/rehydrated with water only would impact 'traditional milk based coffees' just as it would impact a range of other products.	Industry Peak Body
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	Option has merit and warrants further consideration.	Government
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	Products currently covered by the 'as prepared' rule are too diverse to be dealt with in a uniform way. We suggest dividing these into two or more groups and applying different rules, and possibly a different algorithm for flavourings. Consider the following groups: 1. Dehydrated foods that are designed to be rehydrated primarily with water. 2. Foods that are drained before consumption. 3. Liquid or powder flavourings, sauces, spice mixes, gravies, seasonings, custard powder. These products should be assessed 'as sold'. 4. A new algorithm for flavourings may be required that is weighted towards sodium and sugar. This may allow for greater differentiation between flavourings that have less sodium and sugar and encourage more product reformulation. An algorithm that assesses added sugar rather than total sugar may allow for more accurate assessment and differentiation between sugar-based flavourings. Modelling should be conducted to ensure a 'ceiling' HSR exists so that a lower salt or lower sugar flavouring could still not achieve a 'healthy' star rating, for the	Government

Option	Comment	Background/interest group
	reason that they are still adding salt and sugar to consumers' diets.	
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	Limit the specific exceptions to canned vegetables - drained. All of the other foods are not things we wish to promote and are often used as 'ingredients' in other things or not used as defined on the pack. If this is not done and the current categories of food are continued to be included in the 'as prepared' rules - there should be a different colour/look to the health star logo with writing next to the logo specifying how it was obtained (e.g. when 1 tsp diluted with 1 cup water) to increase clarity.	General public
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	The 'as sold' rating should be the default option with exemptions - it is difficult to control how people will use products that are to be reconstituted or made according to the recipe instructions i.e. there are a number of variables that could result in the consumer using the product differently than intended. Exemptions should include - products intended to and likely to be made according to a specific recipe eg cake mixes; products intended to be made with water only, and clearly used in that manner eg skim milk powder. A list of product inclusions and exemptions would provide clarity to industry and should be considered.	Public health

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	This is an acceptable option provided that the clarification of rules does not allow any room for manipulation or result in exclusion of certain products that do not fall within any of the other HSR categories.	Industry
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	Products could be separated into different categories that require rating to be based on different methods as appropriate, eg as sold, prepared with water, or according to instructions. This approach is consistent with Standard 1.2.7 in relation to the application of nutrition and health claims and provides alignment between the two regimes. Products that require draining before consuming: use the 'as prepared' after they are drained as the default option. Products that are inedible in their raw form and require reconstituting with water (such as mashed potato mixes, cake mixes and dehydrated rice/pasta) use the 'as prepared' with water according to the instructions as the default. Products that can be either prepared with other food or consumed as sold: use the food 'as sold' as the default option. Products that are required to be prepared with other food or liquid other than water (such as hot chocolate powders): use 'as sold' as the default.	Public Health Peak Body
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	The food 'as sold' should be the default option to determine HSR and this works well for most foods. For certain categories such as cake mixes, soups, drink flavourings - supports the continuation of the 'as prepared', 'rehydrated' and 'drained' rules to determine HSR. This would be more useful and meaningful to consumers than 'as sold' ratings (particularly for products which are never consumed as sold) whilst still allowing fair and reasonable comparisons to be made. Customer insights indicate consumers are open to HSR being declared on foods 'as prepared' as long as it makes sense and is not misleading. As such it is not appropriate to only allow the HSR to be calculated on the nutrient profile of products as sold. The 'as prepared' rules should be maintained at least for the following categories - cake mixes, flavoured rice and pasta dishes or soups.	Industry

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories.	Good because it gives consideration to foods that need to be drained or rehydrated, however, it would be difficult to develop exemptions that are not confusing for industry or consumers.	Industry
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - not supported.	This option is the least suitable because it does not represent the food as a consumer would eat it.	Industry
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - not supported.	Concern expressed with this option regarding the need to differentiate between products requiring hydration with water or drainage of water from products requiring hydration with other substances, liquids or foods (such as brine or milk). There are potentially different outcomes for these categories, rendering them qualitatively different from each other. This issue would need to be resolved.	Public Health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - not supported.	Does not support this option as exemptions complicate the issue for both consumers, nutrition educators trying to translate information for consumers and manufacturers.	Public Health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - further clarification required.	Not enough information provided to form an opinion.	Public health x2

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - further clarification required.	Not enough detail provided, not enough information on how to deal with products that can be made up differently and the submitter assumes this would allow manufacturers to give their products the best HSR they can within the clarified rules. May continue to mislead consumers and not support the HSR system aims. This may not be an improvement from the status quo. May give negative perceptions to the HSR system as products with perceived low nutritional value could receive higher HSRs through addition of more healthy ingredients.	Public health
Option 4 - As sold with exemptions - Exemptions for rehydrated with water or drained before consumption with other exemptions for specified categories - further clarification required.	Clarification is sought on HSRAC's proposed specific exemptions for 'as sold' and the product categories that can calculate the HSR as prepared/rehydrated or drained. Distinct product categories need to be created within the range of products affected by the 'as prepared' rule.	Government
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed.	HSRs should be applied in a consistent manner across all product categories to make the system as simple as possible for consumers.	Consumer Group
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed.	Support product as sold as default option. Product as sold / rehydrated with water supported in principle	Government / Aust only
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed.	Prevents 'as prepared' rating being improved by the nutritional value of added foods (eg milk) but allows dilution to be taken into account.	General public
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed.	Other options not appropriate as they are misleading. Would rather no HSR, compared to other options. Considers that consumers with poor literacy may be confused with other options suggested. People with high literacy can use back of pack information to compare products.	General public

Option	Comment	Background/interest group
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed.	This option would be intuitive to consumers, consistent with existing relevant provisions of the FSC, and produce results aligned with the Dietary Guidelines.	Public health
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed - not supported.	Restricting the current rules to water reconstitution only will severely curtail the utility of HSR labelling to consumers by diminishing its discrimination between like products, by falsely indicating differences between different forms of the same product, and by misalignment with other on pack labelling (including the NIP) and by discouraging use of the HSR by industry. The review should note that the 'as prepared' rules may under some applications provide greater discrimination to the HSR labelling than 'as sold' assisting consumers to better food choices.	Industry Peak Body and industry x2
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed - not supported.	This option has limited application as not all products would / could be prepared with water by consumers.	Public Health Peak Body
Option 4 - As sold with exemptions - Exemption for rehydrated with water. No other exemptions allowed - not supported.	Strongly oppose restricting products to rehydrated with water.	Industry

3. Please provide other relevant information

Theme/ Issue	Comment	Background/interest group
Resolution should occur before five year review.	Strongly supports the submission made by the Obesity Policy Coalition. Additionally, we agree with their call for improvements to the 'as prepared' rules to be made quickly as consumer confidence in the HSR system is being damaged by the media attention 'as prepared' has been receiving.	Consumer Group
Resolution should occur before five year review.	Note the timeline for the rules reappraisal extends into 2019. Want this issue addressed earlier so that trust and confidence in the system is not impacted.	Consumer Group
Resolution should occur before five year review.	The submitter urges the HSRAC and the Australian and New Zealand Ministerial Forum on Food Regulation to consider this matter prior to the end of the 5-year review period because: • consumer confidence in the system is being undermined and confidence could be re-established if the matter was addressed; and• the matter does not involve a change to the algorithm, but instead is a policy change and a clarification of the 'as prepared' rules in the Guide for Industry to the HSR Calculator.	Public health
Resolution should occur before five year review.	Issue needs to be addressed as it is attracting negative media coverage and undermining trust in the system.	Public health
Resolution should occur before five year review.	The timeline currently proposed needs to be more urgent. Options can be considered, modelled, and reasonably resolved with relevant technical input (without any necessary reliance on industry) in a much shorter timeline than that proposed. Even if a necessary period for roll out is granted, announcement of a solution offers government an ideal opportunity to restore consumer and public health confidence.	Public Health
Resolution should occur before five year review.	We believe that options can be considered, modelled, and reasonably resolved with relevant technical input (not necessarily reliant on industry) in a much shorter timeline than that proposed. Even if a necessary period for roll out is granted, announcement of a solution offers government an ideal opportunity to resolve consumer and public health confidence in the initiative. Without this, the survival of the system is at stake.	Public health
Resolution should occur before five year review.	Consider that this issue can and should be addressed quickly. The issue needs to be addressed quickly to improve consumer trust in the	Public health

Theme/ Issue	Comment	Background/interest group
	system.	
Resolution should occur before five year review.	Negative media coverage and declining consumer trust in HSR warrants urgent resolution of this issue. As the 'as prepared' rules do not involve legislation, changes can be made relatively quickly. Notes that there have been 25 amendments to the Guidelines since the inception of the HSR system in 2014.	Public health
Resolution should occur before five year review.	The submitter urges HSRAC and the Australia and New Zealand Ministerial Forum on Food Regulation to consider this matter prior to the end of the 5 year review because consumer confidence in the system is being undermined and confidence could be re-established if the matter was addressed. The matter does not involve a change to the algorithm but instead is a policy change and a clarification of the 'as prepared' rules in the Guide for Industry to the HSR Calculator. The submitter supports the HSR system and is committed to encouraging consumers to use the scheme to make healthier choices.	Public Health
Resolution should occur before five year review.	This issue must be resolved rapidly to ensure viability and integrity of the system up to and beyond the five year review. While these changes will likely impact only on a small number of products it has been suggested many potentially impacted products are withholding adding HSR until this matter is addressed. In the past the changes to the Guide for Industry have not required such extensive consultation and approval.	Public Health
Resolution should occur before five year review.	The existing 'as prepared' rules have allowed a situation where consumer confidence is impacted, with some high-profile media commentary and criticism of the system. It is crucial that this issue is addressed promptly and in advance of the 5-year review, to alleviate consumer concerns and stem the potential loss of consumer confidence, which could undermine the validity of the system. Addressing the 'as prepared' rules in a shorter timeframe than the one proposed in the consultation paper would also enable industry changes before the 5-year review, at which time the system should become mandatory if uptake is insufficient.	Public health
Further research required	Information on the size and impact of the problem would help decision making. Want more information on the proportion of foods that use the HSR that use the 'as prepared' method. Also want to know the contribution of these foods to the population's energy intake.	Government

Theme/ Issue	Comment	Background/interest group
Further research required	More work should be undertaken to better understand the magnitude of the 'as prepared' issue i.e. the proportion of products affected and the extent of the potential impact. Greater details need to be provided around each option i.e. what are the specific exemptions. Future options should consider the principles that underpin the development of a front-of-pack labelling scheme.	Peak Body representing Consumer Groups, Government, Industry, Public Health
Further research required	HSR must be a useful/ rational tool for consumers and industry alike. Research needed to understand knowledge gaps of consumers. Any changes consider Food Standards Code, uptake of HSR by industry and consumer confusion.	Industry
Consultation required	Supports the proposal for workshops to explore the issues.	Peak Body representing Consumer Groups, Government, Industry, Public Health
As prepared alternatives	Consider options for minimal ingredients to be allowed in 'as prepared'.	Government / Aust only
Category examples impacted by 'as prepared' rulings	<ul style="list-style-type: none"> · Cake mixes/pancake mixes, biscuit/cookie mixes – recipe on pack · Canned soups – usually water only (condensed soups) · Coffee powder mixes – usually water but sometimes milk · Cordial (made with water) – usually water · Dehydrated powdered pasta and rice products – plain and flavoured (eg. mac and cheese) – recipe on pack, sometimes includes contributions to fvnl · Gravy (usually mixed with water) · Hot chocolate mixes – usually water but sometimes milks · Other milk flavourings – usually milk · Mashed potato mix – recipe on pack · Powdered custard – usually milk · Milk powders – usually water · Powdered soups – usually water · Sauce mixes, including powdered and liquid sauce packs for casseroles/slow cookers, ie. Recipe concentrates – recipe on pack, sometimes includes contributions to fvnl · Spice mixes · Syrups · Yoghurt mixes · Stock, powdered – usually water 	Public Health

Theme/ Issue	Comment	Background/interest group
Impacts on industry	Packaging reprinting – time lag and costs, some products may require a new HSR Category Class classification which could result in a different HSR than currently displayed on pack. The TAG will need to review the algorithm and product examples, including disparities between intended and actual use, before deciding on exemptions.	Public health
Transition period for any changes required.	Change in 'as prepared' guidance should be carefully managed so as not to confuse consumers during the transition period. Any significant change in the 'as prepared' guidance for HSR that may change the end HSR of a product applying the current 'as prepared' guidance would need time to apply changes to artwork and bleed through on shelf. In addition to the cost and resource required for such a change, it could result in a product on-shelf during transition with two different HSRs, which will create confusion and potentially undermine consumer confidence in the HSR.	Industry
Form of the food if not 'as sold' should be clearly stated on pack.	Customers become suspicious about manufacturers ability to 'game the system' and suggestions included HSR application to all foods without exception. Customers are also more concerned with the consistency of ratings within a category and that it is clear on a pack how the star rating has been determined. Currently in the Style Guide and Guide for Industry there is no requirement to state 'as prepared' on front of pack when the HSR is determined using the 'as prepared rules'. These docs should be updated to include a standard front of pack layout for the HSR system label information which clearly states the form of food used to determine the HSR if it is anything other than the form of food 'as sold'.	Industry
As prepared' eligible products are underusing the HSR	In our own study, we found that products eligible to display 'as prepared' comprised only around 4% of the total products in the supermarket. Only 1 in 10 'as prepared' eligible products were currently displaying the HSR. There are only two 'as prepared' products (drink flavourings) recorded that currently display the HSR that score at or above 4.5 stars.	Public health
Effect of 'as prepared' on HSR	If you change the HSR calculation on a recipe base from 'as prepared' to a modified, less healthy version of the final meal, the HSR does not change much. However, if you calculate it based on 'as sold' or with water added the HSR is very low and this does not reflect how the product is consumed.	Industry

Theme/ Issue	Comment	Background/interest group
Consumer education	Continued communication about comparing the HSR on food products in the same category only needs to be reinforced, this relates also to those in the 'as prepared' categories.	Industry
Avoidance of instant food culture	When providing information about 'as prepared' foods, we need to state that an instant/half prepared version is inferior to a version made from scratch. We are trying to move away from an instant food culture.	Public health
System should be simple	The system should be simple and readable at a glance. Does not consider the 'as prepared' ruling simple.	General Public
Issue with survey	Questions not easy to understand for general public audience	General public
Review algorithm for 'as prepared'	No further justification	Government