

Nutrition facts education campaign Evaluation Framework

1 Introduction

Healthy eating is integral to preventing chronic diseases such as obesity, type 2 diabetes, heart disease, certain types of cancer, osteoporosis and dental disease. It has been projected that, by 2020, chronic diseases will account for almost three-quarters of all deaths world wide. In Canada, the economic consequences of an unhealthy diet are significant and estimated at over \$6.6 billion in 1998 and growing.

Eating a nutritious and balanced diet is an important part of the effort to combat chronic disease, and contributes to maintaining healthy weights. If Canadians understand how to read and use the Nutrition Facts table, they will be in a position to make healthier food choices. Research indicates that many Canadians do not fully understand how to use a Nutrition Facts table to make healthy food product choices, and 83% would like more information.

1.1 The need

Health Canada has been actively engaged in educating Canadians on nutrition labelling since the voluntary nutrition labelling system was adopted in 1988. The department increased its nutrition labelling education efforts following the introduction of mandatory nutrition labelling regulations in 2003, and has been successful in raising Canadians' awareness of the Nutrition Facts table shown on pre-packaged food products.

Now that widespread awareness of the Nutrition Facts table has been achieved, the necessity of an education initiative to increase consumers' self-efficacy in using the Nutrition Facts table so that they can make more informed food choices has become evident. A number of previous reports and consumer research recommends that Health Canada engage multisectoral partners in educating Canadians about nutrition labelling. Thus, FCPC was identified as a partner to engage in this Nutrition Facts Education Campaign (NFEC).

1.2 The process to date

General Mills Canada approached Health Canada to consider development of a joint consumer education program on the Nutrition Facts table. In June of 2008, the President of General Mills, met with the previous Minister's staff to explore receptivity for the initiative. Feedback was positive, and General Mills agreed to work with Health Canada's Office of Nutrition Policy and Promotion (ONPP) and Marketing Division to develop a proposal. The lead for this initiative has since moved from General Mills to the packaged food industry's national trade association, Food and Consumer Products of Canada (FCPC).

The "Nutrition Facts Education Campaign" is intended to be implemented through a collaboration of industry, federal government and media. The goal is to educate consumers about the various components of the Nutrition Facts table, starting with %DV, and how this information can be used to make healthy food product choices. FCPC asked ONPP to lead message development for this campaign, which will be based on recent research conducted by both parties.

2 Program Description

Health Canada and Food & Consumer Products of Canada (FCPC) have been working together to develop a national Nutrition Facts Education Campaign (NFEC). This initiative will use innovative tools to deliver the message to consumers in a combination of ways, including on-package and in-store information, mass media, web and stakeholder outreach. This collaborative effort will enhance the nutritional health and well being of Canadians by reinforcing healthy eating practices through informed use of the Nutrition Facts table, specifically the %DV. The vision of the initiative is to:

- ▶ Enable Canadians to better understand and use the Nutrition Facts table as a tool to make informed food choices.
- ▶ Create a new model of collaboration for working on nutrition issues with partners.

The NFEC

The initiative will help Canadians make informed food choices through the educated use of the Nutrition Facts table, empowering them to use the tool to meet their individual nutritional health needs.

The goals of the campaign are to:

- ▶ Increase knowledge and use of the Nutrition Facts table through the enhanced understanding of the % DV
- ▶ Increase traffic to Health Canada's web site, specifically healthcanada.gc.ca/dailyvalue.

Components of the NFEC

- On package plan
- Media Plan (paid and earned media, Launch event, and activities to sustain awareness)
- Website
- Consumer resource
- Stakeholder engagement
- In-store retailer plan

Each of the components of the campaign includes objectives and research that will feed into an overall evaluation framework.

Research

The aim of the research is to establish an effective and efficient series of pre, during and post research activities that will ensure the credibility and effectiveness of the initiative, provide critical learning and feed into an overall evaluation framework.

2.1 Target Group

Twelve million Canadian households with children aged 18 and under, with a core audience of moms 19 – 54 years of age.

2.2 Components of NFEC

2.2.1 On Package Plan

Objectives

- ▶ (Of participating manufacturers), Products representing 80% of their combined \$ value carry the message
- ▶ The on package messages will reach 90% of Canadian consumers
- ▶ Of the 90% of Canadian consumers reached, 50% will recall the messaging

Description:

One component of the campaign is educational messages on food product packaging in both official languages that will drive consumers to HC's website. There is no direct association with any food company or product line brand, with all participating FCPC members promoting the same educational message. Over 34 FCPC company members have shown an interest in delivering the on-pack message. This will deliver an unprecedented level of consumer outreach and education on nutrition labeling.

2.2.2 Media Plan (TV, Print ad, and other media, including launch event and activities to sustain awareness)

Objectives:

- ▶ To increase awareness of the NFEC as a tool for making informed food choices.
- ▶ To provide a focal point for the launch of all campaign elements, including on-pack, online, paid and earned media.
- ▶ To promote the collaboration of FCPC and Health Canada in educating Canadians on Nutrition Labelling
- ▶ To create awareness of the NFEC among the media and stakeholders, who subsequently inform Canadian consumers.

Description:

Important components of the campaign are the English and French TV and print ads that will raise awareness about the campaign, the NFt and %DV and drive consumers the website for more information. Print ads will appear as part of a public launch starting mid-October 2010, until the end of March. The 30-second TV ad will start appearing in January 2011 for a period of 8 weeks. Other media will be used to enhance the reach of the message including social and earned media.

The initiative will be launched at an event jointly sponsored supported by Health Canada and FCPC. The event will focus on an official announcement of the NFEC to the media and other invited health stakeholders and consumers, including local parenting organizations. The launch is planned for mid-October in Toronto.

2.2.3 Website

Objective:

- ▶ Increase knowledge and use of the Nutrition Facts table through the enhanced understanding of the % DV

Description:

The on-pack, TV and print ads elements will drive consumers to the HC website. By following the web address, consumers will land on an entry page where they will find information on the campaign, its components and the %DV. From this entry page, consumers will be able to go on and explore additional information about the NFt and nutrition labelling on the HC website.

2.2.4 Consumer resource:

Objective:

- ▶ Increase knowledge and use of the Nutrition Facts table through the enhanced understanding of the % DV

Description:

This new resource for consumers (for use by intermediaries) is a fact sheet focusing on helping consumers better understand how to use the %DV in the NFt, in a quick and easy way to help determine whether a food has a little or a lot of a nutrient. This resource will be available to order via HC Publications and downloadable from the Web.

2.2.5 Stakeholder engagement plan

Objective - Need SMART objectives

- ▶ Gain support from a breath of organizations (# of organizations)
- ▶ Maximize common messages (how message maximized and estimated increased reach)
- ▶ Leverage the Initiative (how)

Description:

The stakeholder engagement plan involves reaching out to other health related organizations with common goals related to public education. The definition and degree of engagement will range from information sharing to active participation.

2.2.6 In-Store Retailer Plan

Objective:

- ▶ To raise awareness of the campaign by delivering consistent messaging at point-of-purchase and in-store.
- ▶ The reach will be increased by x with in-store activities. X number of activities in x stores across Canada.

Description:

Retailers have shown an interest to be involved in the NFEC by extending the reach of the campaign and its messages to the point-of-purchase and in-store. Retailers will be supporting the initiative with many activities including creating displays, placing materials on shelf and at the point of purchase...(list activities). This will therefore increase campaign reach in order to maximize impact by extending message delivery into the retail environment

2.3 Implementation

The Nutrition Facts Education Campaign is a multi-phase initiative.

Phase I – Collaboration development, Fall 2009

Phase II – Program development, Fall 2009, Winter 2010 and Summer 2010

Phase III – Launch preparation, Summer 2010

Phase IV– Launch, Fall 2010

Phase V – Sustaining the Initiative

Health Canada and Food & Consumer Products of Canada (FCPC) will continue to work closely together to ensure that the vision and goals of the initiative are achieved.

3. Evaluation

3.1 Purpose:

Evaluation is an essential component of the NFEC to provide accurate and timely performance information through good planning, continuous learning and improvement, and accountability.

Evaluation of the NFEC will enable planners and stakeholders to assess the process, impact and outcomes of the initiative, to determine whether activities are implemented as intended, to determine whether goal and objectives are achieved, to facilitate improvements, to develop recommendations for future initiatives, and to provide accountability. The purpose of the evaluation is to ensure:

- ▶ clearly defined objectives are identified;
- ▶ the process is captured, lessons learned are recorded in order to enable improvements to the initiative as well as to inform further initiatives;
- ▶ the progress towards achievement of the vision and goals are monitored.

3.2 Overview:

The NFEC evaluation will focus on addressing the goals of the campaign to:

- ▶ Increase knowledge and use of the Nutrition Facts table through the enhanced understanding of the % DV
- ▶ Increase traffic to Health Canada's web site, specifically healthcanada.gc.ca/dailyvalue.

Thus ensuring that the vision has been achieved

- ▶ *Enable Canadians to better understand and use the Nutrition Facts table as a tool for making informed food choices*
- ▶ *Create a new model of collaboration for working on nutrition issues with partners.*

3.3 NFEC Evaluation Questions

Relevance
1. Is there a continued relevance and need for Nutrition Facts Education as one of ONPP's activities? <ul style="list-style-type: none">• How do the Nutrition facts education campaign's activities align with Health Canada priorities?• Does the NFEC meet the needs of Canadians?
Performance – Efficiency (Design and Delivery)
2. Were the NFEC activities/components appropriately designed? 3. To what extent were the activities/components of the NFEC implemented as planned? 4. What were the key achievements, lessons learned and challenges experienced in designing and delivering the NFEC? (key interviews, minutes)
Performance – Effectiveness (Success)
5. To what extent were the goals as outlined in the campaign achieved? <ul style="list-style-type: none">• Increase knowledge and use of the Nutrition Facts table, specifically the % DV• Increase traffic to Health Canada's web site , specifically healthcanada.gc.ca/dailyvalue. 6. To what extent was the vision achieved? <ul style="list-style-type: none">• Enable Canadians to better understand and use the Nutrition Facts table as a tool for making informed food choices• Create a new model of collaboration for working on nutrition issues with partners.

3.4 Data Collection Methods

Qualitative and quantitative data will be gathered from a variety of sources through a number of methods:

- √ Formative:
 - consultation and testing with stakeholders during the development of the initiative
- √ Process:
 - collection of program documents (i.e., meetings with partners, expert review, in field review) to document the evolution of the initiative, including whether activities were implemented as planned, any changes to implementation were documented and the decision making process;
 - tracking (number of requests for resources, number of resources disseminated, number of hits on website, number of inserts in journals)
 - Review of feedback that documented satisfaction with process (development of initiative, resource development and dissemination)
 - Survey team on satisfaction with process
- √ Outcome and Impact:

- PORs to determine if there was an increase in knowledge and to determine if Canadians are using the nutrition facts table and serving size to make informed choices

3.5 Evaluation Methodology

3.5.1 Focus Testing

Focus testing will be done on a national level to inform the creative elements of the initiative (including on-package messaging, TV ad, print ad, on-line presence)

3.5.2 Knowledge assessment and Public Opinion Research (POR)

A pre and post on-line survey will be developed to determine knowledge and behavior of the Canadian population with regards to using %DV to make informed food choices

3.5.3 Media, document and database reviews

It is anticipated that three types of reviews would be used in this evaluation:

- Media analysis;
- Document Review; and,
- Database Review.

These types of reviews will be conducted to address specific evaluation questions noted in Annex 1.

A set of inclusion/exclusion criteria can be used to assess the sources used for each of the reviews. This will ensure that the most appropriate, credible, reliable and relevant information needed to address specific evaluation questions is selected and reviewed.

- **Media Analysis and Review**

The media analysis will gather information for specific evaluation questions from media activities undertaken throughout the NFEC

- **Document Review**

The aim of this review is to provide background information on the history and objectives of the initiative and further insights into important changes that occurred during its life cycle. This will provide the necessary knowledge and understanding of the implementation and delivery of this initiative. The review will also provide the context for the formulation of questions for the interviews and with the assessment of the relevance and success of the initiative.

The document review should include, but not be limited to, a review of corporate reports and articles on the activities leading up to the development of the initiative. This may include: media lines, records of meetings, summaries of consultation activities and interviews during the development of the initiative including records of stakeholder and consumer interviews, and other existing administrative records specific to the evaluation questions posed.

- **Database Review**

A database review may be required to analyze certain data.

3.5.4 Key Informant, stakeholder and partner interviews

Interviews will be conducted in order to answer questions that the literature, document review, and database reviews were unable to address and to assist in further understanding the information gathered in this manner. Interviews will be conducted in the official language of choice of the respondent. Once complete, a summary of the interview may be submitted to the respondent for validation.

Interviews should be conducted with the following groups of people:

Internal Partners are organizations within HC that assist in the development and implementation of the NFEC. They include:

- Health Products and Food Branch; Food Directorate;
- Office of Nutrition Policy and Promotion and Regional Offices;
- Communications, Marketing and Consultation Directorate, Marketing and Corporate Services;
- Ministers Office

External Partners are organizations outside of HC that were involved in the development and implementation of this initiative. These include:

- FCPC staff
- FCPC expert sub-committee members
- FCPC participating members
- Other government departments and agencies such as:
 - Canadian Food Inspection Agency
- Provincial/Territorial governments; and

Stakeholder Organizations such as:

- Non-governmental organizations (NGOs) and health professional organizations including associations at the national, P/T and regional levels, e.g. Dietitians of Canada, Heart and Stroke Foundation of Canada, Canadian Diabetes Association, Canadian Obesity Network,
- Other: food industry, such as Canadian council of Grocery Distributors;

3.6 Reporting

Once the above mentioned methodological activities are complete, the information will be analyzed and synthesized to form the basis of the final evaluation report. This report will present the strengths and limitations of the initiative, address each of the evaluation issues and questions in accordance with the evaluation strategy outlined in this framework, formulate findings, and make recommendations to ONPP based on the available evidence.

The suggested reporting format follows:

1. Introduction
 - Purpose/role of the evaluation
2. Overview and context of the evaluation (issue, process, or product)
 - Description of issues/process/product
 - Involved representatives from ONPP, partners, stakeholders, etc.
3. Process
 - Activities undertaken by Health Canada
 - Activities undertaken by FCPC
 - Activities undertaken by other partners, stakeholders, etc. (if applicable)

- Issues and challenges encountered
- 4. Outcomes
 - NFEC vision
 - ONPP program expected results
 - Strengths and accomplishments of the initiative
- 5. Conclusions
 - Summary of key messages and lessons learned
 - Summary of key challenges or deficiencies
- 6. Recommendations

Appendices

- Documents reviewed
- Annex 1 Question Matrix
- Annex 2 Member Organizations of Advisory Groups

The following questions matrix presents the issues that will be addressed in the NFEC evaluation including information on indicators for measurement, data sources, how data will be analyzed and used. The matrix was developed using Treasury Board Guidelines for evaluation and with the assistance of the NFEC Research Working Group (WG) and Health Products and Food Branch Office of Evaluation (OE)

Relevance

1. Is there a continued relevance and need for Nutrition Facts Education as one of ONPP's activities?

Indicators	Data source/Metrics	Data Analysis	Methodology	How will this data be used
1. Extent to which the activities of the NFEC align with Health Canada priorities	<ul style="list-style-type: none"> • Health Canada's (HC) Program Activity Architecture (PAA) (ONPP-related content, Marketing and Communications PAA /PMF) • Logic Model (LM) [ONPP] • Strategic Plans and Frameworks (ONPP, Marketing/Communications) • Annual Operational Plans (ONPP, other?) • Reports on Plans and Priorities (RPPs) (healthy eating content or NFEC) • Departmental Performance Reports (DPRs) (healthy eating or NFE relevant areas) • Research synthesis document (summer 2009) 	Content analysis	Document/file review	accountability
2. Extent to which the activities of the NFEC are meeting the needs of the target population ¹ and target audience ²	<ul style="list-style-type: none"> • PORs reports and summaries • Mandates of HC and ONPP • Information collected through Nutrition email feedback box and website 	Content analysis	Document/file review Literature review	Inform the development of messaging and materials

Performance – Efficiency

2. Were the NFEC activities appropriately designed?

1 Target population refers to a particular group of people, identified as the intended recipients who will benefit in some way from having this information.

2 Target audience refers to a particular sub-group of the target population identified as the 'users' of the products (messages, tools etc.) and for whom the products/tools are promoted to (messages directed to).

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used
Extent to which the design was science/evidence based	<ul style="list-style-type: none"> • Research brief • Intermediaries consultation • More data sources 			
Extent to which the design activities utilize consultation with partners and stakeholders (this speaks to partnership)	<ul style="list-style-type: none"> • Meeting minutes • Interviews 			
Extent to which design activities considered risk-based strategies (nutritional health, environmental sustainability, socio-economic, chronic disease)	<ul style="list-style-type: none"> • Work plans • Action plans • 			

3. To what extent were the activities of the NFEC implemented as planned?

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used
1.Extent to which the NFEC activities were guided by respective plan(s)	<ul style="list-style-type: none"> • Work plans/operational plans (ONPP) • NFEC action plan • Communication plan • On package plan • Social marketing plan • Dissemination plan • Media plan • Monthly Communication presentations • 'Wrap up' Presentation stakeholder/partners • Media lines • Briefing notes: ADM & MO • QP notes • MECS archives 	Content analysis	Document/file review	Accountability To inform future initiatives
	<ul style="list-style-type: none"> • Directors, managers and staff (ONPP) • Interdepartmental working group • FCPC 	Qualitative analysis	Interviews	

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used
2. Extent to which the education plan and dissemination activities considered risk-based strategies	<ul style="list-style-type: none"> Last minute issue sheets Pre launch strategy to address all key players' "issues" Presentation at BEC risk committee MO minutes 	Content analysis	Document/file review	Risk mitigation accountability
	<ul style="list-style-type: none"> Directors, managers and staff Non-Governmental Organizations (NGOs)/intermediaries FCPC Interdepartmental WG 	Qualitative analysis	Interviews	
3. Extent to which the initiative operated a balanced budget	<ul style="list-style-type: none"> Management Variance Reports (ONPP-monthly)Marketing/Communications?? Amount of leverage of funds 	Quantitative analysis	Document review	Accountability Inform future projects

4. What were the key achievements, lessons learned and challenges experienced in developing, implementing and disseminating the NFEC?

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
1. Identification and description of key achievements related to the development of the NFEC activities and dissemination	<ul style="list-style-type: none"> Awards to NFEC Team Launch products Briefing Notes to MPs Media lines ONPP- FCPC Partnership Review (ONPP) Contract with FCPC 	Content analysis	Document/file review	Inform future initiatives
	<ul style="list-style-type: none"> Directors, managers and staff (ONPP) FCPC representatives P/T Governments Food industry Consumer associations NGOs/intermediaries Other partners 	Qualitative analysis	Interviews	

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
2. Identification of lessons learned during the dissemination activities of the NFEC	<ul style="list-style-type: none"> • Record of meetings and associated materials • launch preparation and launch activities • Consultation reports with partners and stakeholders • Memos to MO • ATI requests • Work plans/operational plans (ONPP) • Dissemination Plan 	Content analysis	Literature review Document/file review Database review	
	<ul style="list-style-type: none"> • Directors, managers and staff (ONPP) • FCPC • Food industry • Consumer associations • NGOs/intermediaries • Other partners 	Qualitative analysis	Interviews	
3. Identification of challenges and their impact on NFEC <ul style="list-style-type: none"> • Emerging issues • Gaps in responsibilities/activities • Changing priorities 	<ul style="list-style-type: none"> • Last minute issue sheets • Consultation reports with partners and stakeholders • budget pressures • Stakeholder criticism • BEC risk briefings • Memos to MO • ATI requests • Work plans/operational plans (ONPP) • Business plan (ONPP) • Management Variance Reports (ONPP-monthly), Marketing/communications? ? • ONPP Operational Planning • Dashboard reports (ONPP quarterly) • Challenges with web posting issues • Surveillance and monitoring data 	Content analysis Trend analysis	Literature review Document/file review Database review	

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
	<ul style="list-style-type: none"> • Directors, managers and staff (ONPP, other??) • Food industry • Consumer groups and associations • NGOs/intermediaries • Other partners 	Qualitative analysis	Interviews	

Performance – Effectiveness

- 5.** To what extent were the goals as outlined in the NFEC achieved?
- Increase knowledge and use of the Nutrition Facts table, specifically the % DV
 - Increase traffic to Health Canada’s web site , specifically healthcanada.gc.ca/dailyvalue

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
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Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
1. Extent to which “public” input was sought, used and feedback given to the public on “how the input was used”	<ul style="list-style-type: none"> • Focus testing reports (messaging, on package layout, terminology etc. • ‘Usability testing’ on the web component of the NFEC • Web usability testing reports (pre and post) • Advertising Campaign Evaluation • Work plans/operational plans (ONPP) (public involvement) • POR reports • Pre-Campaign knowledge and use baseline research (POR) • Post-campaign knowledge and use research (POR) 	Content analysis Trend analysis	Document/file review Database review	To inform the development of messaging, website, consumer resource, etc.
2. Level of availability of NFEC resources to Canadians (reach – on package plan; in store retailer plan)	<ul style="list-style-type: none"> • Number and type of request of NFEC –paper, website, • Paper resource • Posters • Fact sheets (web) • Presentations • Published articles on NFEC • Resources, i.e. Web site tools • # of on package resources • Number of other resources distributed? Requested? • Telehealth services (i.e. Dial-a-dietitian, BC and Telehealth Ontario) • Report on TV advertisement on NFEC 	Content analysis Trend analysis Gap analysis	Document/file review Database review	
3. Level of awareness of NFEC (on package resource, media campaign) as a nutrition-related resource among Canadians	<ul style="list-style-type: none"> • List of presentation conducted • PORs • Web inquiry reports • Stakeholders • Consumer groups and associations • Ad campaign evaluation • Media analysis 	Content analysis Gap analysis	Document/file review Interviews??	

Indicators	Data Source/Metrics	Data Analysis	Methodology	How will this data be used?
3. Number and types of requests on the NFEC	<ul style="list-style-type: none"> • HC Web site records/statistics (ONPP) • 1-800 telephone requests • Client services records (ONPP) • E-mail/written requests (ONPP) • Web evaluation survey results -- copies and downloaded documents • HC publications warehouse Stats 	Trend analysis	Document/file review Database review	
5. Level of consumer understanding of % DV and serving size	<ul style="list-style-type: none"> • PORs • Other surveys (AC Nielson) • Pre & post campaign POR 	Content analysis Trend analysis Gap analysis	Literature review Document/file review	
	<ul style="list-style-type: none"> • FTPGN • Network on Nutrition (?) • Consumer groups and associations (?) 	Qualitative analysis	Focus group/Interviews	
6. Level of consumer satisfaction with information received on NFEC	<ul style="list-style-type: none"> • Web feedback survey • Report on the Feedback section on the NFEC web pages– type of inquiries – clarification of information, usefulness of information, needs expressed. • Emails to ONPP • Post campaign POR • Ad campaign evaluation 	Content analysis Trend analysis Gap analysis	Literature review Document/file review	
	<ul style="list-style-type: none"> • Stakeholders • Consumer groups and associations 	Qualitative analysis	Interviews,	

6. To what extent was the vision achieved?

- Enable Canadians to better understand and use the Nutrition Facts table as a tool for making informed food choices
- Create a new model of collaboration for working on nutrition issues with partners.

Indicators	Data Source	Data Analysis	Methodology	How will this data be used?
1.Level ³ of participation, collaboration, consultations ⁴ with stakeholders and partners to increase and improve evidence base related to Nutrition Facts	<ul style="list-style-type: none"> • Meeting minutes (if available), • Contract with FCPC, • PORs • Media releases • Conferences • List of former DG's speaking engagements • Method(s) used to engage partners (contract, meeting minutes, etc) 	Content analysis Trend analysis	Document/file review Database review	
What worked well, what didn't work well, what could be done differently?	<ul style="list-style-type: none"> • Key partners (ONPP, HC Communications, FCPC) 	Qualitative analysis	Interviews	

³ “Level”, as used throughout this Appendix, is meant to imply hierarchy and/or degree and/or number and/or depth.

⁴ Outreach and information activities.