

Revised Voluntary Sugar Reduction Targets from the National Salt and Sugar Reduction Initiative

The second technical comment period is open from July 25, 2019 through September 30, 2019.

Please submit comments to sugar@health.nyc.gov

Background and Objective

The National Salt and Sugar Reduction Initiative (NSSRI) is a partnership of local, state and national health organizations convened by the New York City Department of Health and Mental Hygiene. Building on an established framework that addressed a reduction of sodium in processed foods, the NSSRI is in the process of setting sugar reduction targets. After releasing preliminary categories and targets last October and reviewing industry comments, the proposed categories and targets were revised. This is the second and final opportunity to share technical feedback on the categories and feasibility of meeting the targets ahead of the launch of the final targets in upcoming months.

The objective of the NSSRI is to promote gradual, achievable and meaningful reductions in sugar content in packaged foods and beverages. This is because intake of added sugars is associated with increased risk of excess weight, Type 2 diabetes, hypertension, stroke, heart disease and cavities. A food supply lower in added sugar will make it easier for consumers to make healthy choices. Due to their lower calorie requirements and higher relative intake of added sugars, children could benefit the most from a reduction of sugar in food and beverages.

Simultaneous with this effort, we will continue to encourage Americans to reduce consumption of added sugar. This includes avoiding sugary drinks. The NSSRI complements a suite of national and local strategies to improve Americans' diets through consumer behavior change, including but not limited to education and policy, such as taxes and point of purchase information.

Category and Target Development

Fifteen proposed food and beverage categories with targets for sugar reduction are available for a second round of comments. The categories and targets were developed through an iterative process. This included consideration of the foods and beverages that contribute most to added sugar intake in the diet, commonly used food categories, similarity between products, opportunities and technical challenges for sugar reduction, and feedback from the food and beverage industry. Key aspects of the methodology included:

- 2017 Nielsen sales data was merged with nutrition information from Label Insight and manufacturer websites by Universal Product Code.
- For each category, the sales-weighted mean (SWM) and distribution of sugar density were calculated in grams (g) of sugar per 100 g of food (or 100 mL of liquid) for the top 80% of sales volume; the data were weighted by sales to reflect population intake.
- Targets were evaluated for feasibility; in each category there are similar products being sold that are below the targets.
- Preliminary targets were shared with the food and beverage industry in fall 2018, and feedback was collected via a comment period. Comments were integrated and updated targets are included in the tables below for comment.

Sales-Weighted Mean Targets

Revised SWM targets for each category are included in this document for comment. The targets use the metric of sugar density (grams of sugar per 100 g of food or per 100 mL of beverages).

- SWM targets apply to the sales-weighted average of all products in the category.
- For most categories, the SWM targets are based on a 10% (2023) and 20% (2026) reduction from the category's baseline SWM sugar density. For sugary drinks, targets are based on a 10% (2023) and 40% (2026) reduction.

Company Commitments

Companies commit to meeting the SWM target by 2023 and/or 2026. Companies meet the target by demonstrating that the SWM sugar density of all products in a specific category is at or below the target by the end of the target year.

Targets were drafted with the expectation that companies will meet the proposed targets without increasing saturated fat, calories, sodium or refined carbohydrates as part of the reformulation to reduce sugar. We advise companies to consider existing and new scientific research and regulations to determine the appropriate use of non-nutritive sweeteners and recommend avoiding use of non-nutritive sweeteners in products marketed to children.

Guidance maximums are suggested upper limits for sugar density of products in each category.

- For most categories, the guidance maximums are set at the 80th (2023) and 60th (2026) percentile of the sales-weighted sugar density distribution of the category. For sugary drinks, the guidance maximums are set at the 80th (2023) and 40th (2026) percentile.
- Companies do not need to commit to meeting the maximums, but they are encouraged to utilize the guidance values for new product development and product reformulation.

Submitting Comments

The technical comment period is open from July 25, 2019 through September 30, 2019. Comments can be sent to sugar@health.nyc.gov. Please reference the question & answer document, glossary, comment response document and nyc.gov/health/nssri for additional information.

- We invite you to share feedback related to the feasibility of these targets for the revised food categories and any functional or technical challenges you anticipate with meeting the targets.
- This information will only be used to inform NSSRI sugar targets and categories, and any proprietary information that you share will be kept confidential to the extent allowed by law.
- Questions or concerns can be addressed via email or meeting. Please contact sugar@health.nyc.gov.

Revised Sales-Weighted Mean Targets

Main Packaged Food Category 1: Drinks¹

Packaged Food Category	Category Description Excludes products with 0 g added sugar. ²	Baseline 2018 Sales-Weighted Mean g sugar per 100 mL	Sales-Weighted Mean Targets g sugar per 100 mL	
			2023	2026
1.1 Sugary drinks	Soda, sports drinks, fruit drinks, energy drinks, tea. Excludes 100% juice and drinks with milk or milk substitute as a first or second ingredient.	8.9	8.0	5.3
1.2 Sweetened milk³	Drinks containing milk as a first or second ingredient.	6.0	5.4	4.8
1.3 Sweetened milk substitute⁴	Flavored drinks containing milk substitute as a first or second ingredient.	3.6	3.3	2.9

¹Powdered drink mixes and syrups are included using nutrition information as prepared to the manufacturer's instructions.

²Definition of added sugar is consistent with the definition used by the FDA

³Includes a sugar allowance of 4 g sugar per 100 mL for dairy products in which milk is the first ingredient and 2 g sugar per 100 mL for products in which milk is not listed as the first ingredient.

⁴Includes a sugar allowance of 2 g sugar per 100 mL for plant-based milk substitutes.

Main Packaged Food Category 2: Grain-Based Desserts and Snack Bars

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
2.1 Breakfast pastries	Donuts, cinnamon rolls, coffee cakes, Danishes, streusel, muffins, pies, and toaster pastries.	27.2	24.5	21.7
2.2 Cakes	Cakes, cupcakes, brownies and snack cakes.	39.9	35.9	31.9
2.3 Cookies	Filled and unfilled cookies, sandwich cookies and tea biscuits.	35.6	32.1	28.5
2.4 Dry mixes	Dry mixes for cake, cookies, brownies and muffins.	49.4	44.5	39.6
2.5 Granola bars (NEW)	Granola bars, cereal bars, breakfast bars, yogurt bars and protein bars.	27.1	24.4	21.7

Main Packaged Food Category 3: Refrigerated and Frozen Desserts

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
3.1 Refrigerated and frozen desserts	Ice cream, frozen yogurt, gelato, ice pops, sherbet, sorbet, and pre-made pudding and gelatin. Excludes pudding and gelatin dry mixes.	20.7	18.7	16.6

Main Packaged Food Category 4: Candies

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
4.1 Sweet candies	Chewy, gummy, and hard candies. Includes caramels, nut rolls and seasonal sweet candies.	59.2	53.3	47.4
4.2 Chocolate candies	Chocolate bars, chocolate candies, filled bars and seasonal chocolate.	53.6	48.2	42.9

Main Packaged Food Category 5: Breakfast Cereals

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
5.1 Breakfast cereals	Ready-to-eat cereal, granola and hot cereal.	27.4	24.7	22.0

Main Packaged Food Category 6: Condiments and Toppings

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
6.1 Condiments	Ketchup, barbecue sauce, salad dressing, steak sauce and Asian sauces.	21.8	19.7	17.5
6.2 Dessert syrups and toppings	Chocolate and caramel syrups, fruit syrups and spreads, chocolate and hazelnut spreads, marshmallow topping, pancake syrup and frosting. Excludes 100% maple syrup.	54.3	48.9	43.4

Main Packaged Food Category 7: Yogurt

Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Baseline 2018 Sales-Weighted Mean g sugar per 100 g	Sales-Weighted Mean Targets g sugar per 100 g	
			2023	2026
7.1 Yogurt ⁵	Dairy and non-dairy yogurt and yogurt drinks.	6.5	5.9	5.2

⁵Includes a sugar allowance of 4 g sugar per 100 g for dairy yogurt and 2 g sugar per 100 g for non-dairy yogurt substitutes.

Guidance Maximums

Main Packaged Food Category	Packaged Food Category	Category Description Excludes products with 0 g added sugar.	Category Maximum g sugar per 100 g or 100 mL	
			2023	2026
1: Drinks ⁶	1.1 Sugary drinks	Soda, sports drinks, fruit drinks, energy drinks and tea. Excludes 100% juice and drinks with milk or milk substitute as a first or second ingredient.	11.5	7.7
	1.2 Sweetened milk ⁷	Drinks containing milk as a first or second ingredient.	8.7	6.5
	1.3 Sweetened milk substitute ⁷	Flavored drinks containing milk substitute as a first or second ingredient.	4.8	4.2
2: Grain-Based desserts and snack bars	2.1 Breakfast pastries	Donuts, cinnamon rolls, coffee cakes, Danishes, streusel, muffins, pies and toaster pastries.	32.7	29.9
	2.2 Cakes	Cakes, cupcakes, brownies and snack cakes.	43.7	42.2
	2.3 Cookies	Filled and unfilled cookies, sandwich cookies and tea biscuits.	41.2	37.1
	2.4 Dry mixes	Dry mixes for cake, cookies, brownies and muffins.	58.2	50.8
	2.5 Granola Bars (NEW)	Granola bars, cereal bars, breakfast bars, yogurt bars and protein bars.	32.1	29.1
3: Refrigerated and frozen desserts	3.1 Refrigerated and frozen desserts	Ice cream, frozen yogurt, gelato, ice pops, sherbet, sorbet, and pre-made pudding and gelatin. Excludes pudding and gelatin dry mixes.	23.9	21.5
4: Candies	4.1 Sweet candies	Chewy, gummy, and hard candies. Includes caramels, nut rolls and seasonal sweet candies.	71.8	63.8
	4.2 Chocolate candies	Chocolate bars, chocolate candies, filled bars and seasonal chocolate.	59.4	53.7
5: Breakfast cereals	5.1 Breakfast cereals	Ready-to-eat cereal, granola and hot cereal.	34.5	31.2
6: Condiments and toppings	6.1 Condiments	Ketchup, barbecue sauce, salad dressing, steak sauce, and Asian sauces.	35.8	23.5
	6.2 Dessert syrups and toppings	Chocolate and caramel syrups, fruit syrups and spreads, chocolate and hazelnut spreads, marshmallow topping, pancake syrup and frosting. Excludes 100% maple syrup.	59.8	55.9
7: Yogurt	7.1 Yogurt ⁷	Dairy and non-dairy yogurt and yogurt drinks.	9.3	7.3

⁶Powdered drink mixes and syrups are included using nutrition information as prepared to the manufacturer's instructions.

⁷Includes the following sugar allowances: 4 g sugar per 100 mL for dairy products in which milk is the first ingredient; 2 g sugar per 100 mL for products in which milk is not listed as the first ingredient; 2 g sugar per 100 mL for plant-based milk substitutes; 4 g sugar per 100 g for dairy yogurt; and 2 g sugar per 100 g for plant-based yogurt substitutes.