

# Food for all Tasmanians

*A food security strategy*



Tasmanian Food Security Council



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# Foreword

Food is one of the most basic human needs. Not all Tasmanians have this need met.

As many as one in ten adults living in households with incomes in the bottom 20% of the total population experience food insecurity on a regular basis. It is likely that more than 3 300 children under the age of 13 are living in households that regularly run out of food and cannot afford to buy more. More than one in ten children in Tasmania live in households with incomes less than \$40 000 per year and where food insecurity is experienced on a regular basis. Food security means that these children regularly have access to healthy, sustainable, affordable and appropriate food.

We know that Tasmanian households are going without food to meet essential living costs including electricity, rent, transport and medications. Families are rationing food, substituting more expensive items such as fresh fruit, vegetables and meat with lower cost and quality food, and going without food all together. Unfortunately, when the money runs out, food is the only 'flexible' household budget item and food comes last.

There are also non-financial issues that affect people's access to food such as transport, food supply, time, knowledge, mobility and personal capacity, skills and support.

Tasmanians experiencing food insecurity are at greater risk of periods of hunger, difficulties with learning and behaviour (especially children); diet related chronic conditions (such as heart disease and obesity); malnutrition (especially in older people); and psychological distress as a result of feeling guilty and anxious about not being able to feed their families and having to rely on food handouts.

Food insecurity plays out as lower levels of health and well-being as well as lower levels of economic participation and productive capacity.

*Food for all Tasmanians* outlines the people and places in Tasmania that are more likely to be food insecure and why. It focuses on local solutions to increase access to affordable and nutritious food for all Tasmanians but in particular, those most at risk.

*Food for all Tasmanians* takes its evidence from a strong history of food and nutrition policies, international, national and state best practice, available data and the outcomes of the *Tasmanian Food Security Fund* initiatives. It suggests priority actions to continue to develop local solutions to food insecurity in Tasmania.

The *Tasmanian Food Security Council* is an Advisory Council to the Premier. *Food for all Tasmanians* is the Council's advice on ways to build greater local food access and supply for Tasmanians. It focuses on those aspects of food security in community control such as capacity building and local food systems rather than agriculture and aquaculture industry development and protection, water and irrigation schemes, and global forces. These important matters are addressed in specific state and national policies, including the development of a National Food Plan, and should be canvassed in any future *Tasmanian Food Security Council* membership or strategy developments.

*Food for all Tasmanians* offers strategies to connect Tasmanian individuals, families, and communities most in need to local networks of support and increase local food access and supply.

Tasmania has been referred to as the 'food bowl' of Australia. We should be able to lead the nation in ensuring food security for our people and places. Tasmania was the first jurisdiction in Australia to develop a Food and Nutrition Policy, the first to establish a Tasmanian Food Security Council and the first to develop a food security strategy. We've come a long way, but there's more to do. Tasmania could be the first State to implement a food security strategy and achieve *Food for all Tasmanians*.

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# Table of Contents

Executive Summary.....	6
1. Introduction.....	10
1.1 What is food security?.....	10
1.2 Tasmania's framework.....	11
1.3 Key food security facts .....	13
1.4 The policy context .....	20
1.5 Current food security responses .....	25
2. Opportunities to improve food security in Tasmania .....	28
2.1 Food access and affordability .....	30
Priority Actions.....	33
2.2 Community driven solutions to food security.....	34
Priority Actions.....	37
2.3 Regional development and food based social enterprise .....	38
Priority Actions.....	42
2.4 Planning for sustainable local food systems .....	43
Priority Actions.....	46
3. Where to from here?.....	47
Bibliography.....	50
Glossary .....	55
Appendix One - Tasmanian Food Security Council Terms of Reference .....	62
Appendix Two - Data Figures and Tables.....	66
Appendix Three - Food Security Measures.....	71

# Executive Summary<sup>1</sup>

## What is food security?

Food security refers to the ability of individuals, households and communities to acquire food that is healthy, sustainable, affordable, appropriate and accessible.

Food insecurity refers to the experience of not having enough food or access to enough healthy food. It can also be applied to regular reliance on emergency food relief.

The determinants of food security involve food access and supply. Access involves the resources and capacity to acquire and use food such as transport to shops, financial resources, access to social eating environments, knowledge and skills about nutrition, and food choices. Food supply issues can include production issues for growers, location of outlets, availability, price, quality, variety and promotion.

In its broadest definition, food security can involve contentious and complex issues including food safety; foreign land ownership; protection of agricultural land; genetically modified crops; security of water and food supply; industry subsidies and tariffs; peak oil and climate change; biodiversity; industry structure; consumer rights and sustainable communities.

In part because of this complexity, it has only been in recent years that governments have begun to formulate specific food security strategies. Although food policies and plans exist in other states and territories, *Food for all Tasmanians* is the first state government food security strategy in Australia.

## A local food systems and social inclusion approach

A *Social Inclusion Strategy for Tasmania* recommended the establishment of a *Tasmanian Food Security Council* (TFSC) and the creation of a *Tasmanian Food Security Fund* (TFSF). The recommended TFSC role was to advise on the allocation of the fund and to develop a *Tasmanian Food Security Strategy*. The TFSC and TFSF were established in 2010.

The TFSC is an Advisory Council to the Premier. *Food for all Tasmanians* is the advice of the TFSC for Tasmania's first food security strategy. The TFSC comprises both government and community representatives and is chaired by the Social Inclusion Commissioner Professor David Adams. The Terms of Reference for the TFSC is provided at Appendix One and information regarding the TFSF is provided in part two where new Tasmanian food security initiatives are showcased.

The focus of this strategy is on increasing access and supply of affordable and nutritious food and community driven approaches to food security for Tasmanians most at risk. There are four priorities to address food insecurity at a local level in Tasmania. These are:

- increasing food access and affordability;
- building community food solutions;
- regional development and supporting food social enterprises; and
- planning for local food systems.

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<sup>1</sup> References for the data and information provided in the Executive Summary can be found throughout the strategy.

The strategies and priority actions are interdependent and interrelated. For example, coalitions of community food gardens build community food solutions, increase food access and affordability and can also create or support food social enterprises.

These priorities are part of a broader consideration of creating resilient and sustainable communities, what drives this and how local food systems can be part of the solution.

Local Food Systems are where:

1. food is grown in the general locality in which it is consumed;
2. distances that the food is transported are minimised;
3. food processing is done in the general locality in which it is grown and consumed; and
4. food that is grown locally can be purchased locally.

Local food systems are important because they enable people to contribute to their own wellbeing through localised sustainable solutions grounded in local contexts.

*Food for all Tasmanians* addresses food security from a social inclusion perspective and in particular, focuses on vulnerable people and places in addition to the more usual aspects of food security such as access to food, affordability, good nutrition, building resourcefulness and resilience in communities.

The strategy draws upon a strong tradition across almost two decades of international, national and state policy development, first time food security data for Tasmania and the early results of *Tasmanian Food Security Fund* initiatives to provide a picture of who is most at risk of food insecurity and what can be done about it.

### **Who is most at risk of food insecurity?**

The prevalence of food insecurity is about 5% of the general population. This figure increases with socio-economic disadvantage to 10% or one in ten low income households.

The people most at risk of food insecurity and the focus of this strategy include:

- o people on low incomes, especially households dependent on government benefits and allowances;
- o older people, especially those who are isolated or living alone;
- o young people, especially children of single parent low income households; and
- o isolated places, especially 'food deserts' where healthy food is difficult to get or absent.

### **How are people affected by food insecurity?**

Some areas in Tasmania are at risk of becoming 'food deserts'. Food deserts are often in prime agricultural areas but where traditional corner stores have closed as a result of demographic and industry change.

Research shows that people living on low incomes often pay more for food in the following ways:

- o by having less disposable income to purchase a nutritious food basket;
- o by relying on small food outlets which charge higher prices due to less competition and higher overheads;
- o by having higher costs because of the need to shop frequently and in small amounts and being unable to take advantage of quantity discounts;
- o by having poor access to transport;



- being unable to conduct thorough price searching due to constraints on time, income and transport;
- from needing to go into credit arrears to free up money to purchase food resulting in a debt cycle;
- from costs associated with having a diet related chronic health problem (caused by food insecurity and compromising on food quality); and
- a family dependent on government benefits and allowances would need to spend 44% of their household income on food in order to eat a diet consistent with the Australian Guide to Healthy Eating. In reality, an unemployed household for example, can afford only to spend on average just 17.3% (\$114.60 per week) of their income on food.

*A Cost of Living Strategy for Tasmania* and the Anglicare Tasmania report *The Price of Poverty: The Cost of Living for Low income Earners* found that many low income Tasmanian households ration, substitute less nutritious food or go without food to meet other essential costs. As a consequence, households often seek help from emergency relief services when in crisis.

Many low income households worry about whether the amount of food that they can afford to buy for their family will be enough.

Food insecurity plays out as lower levels of health and wellbeing as well as lower levels of economic participation and productive capacity.

**Increasing food access and affordability** recognises that Tasmanians have a right to food security which supports the dignity of the person. Food therefore must be valued for its fundamental role in our social experiences, our health, the economy and the environment and responses tailored to the needs of identified at risk groups. Access for children in low income families may present different challenges than those for socially isolated and low income older Tasmanians. Priority actions are:

1. Support and encourage collaboration between Emergency Food Relief (EFR) providers, food distributors and food producers to improve State coverage and access for consumers.
2. Invest in sustainable, statewide coalition food security models that connect local government, schools, children and families and older people to local, low cost and nutritious food.
3. Establish regular food basket market surveys to monitor food price and availability in disadvantaged communities.

**Building community food solutions** includes the need to engage those most at risk of food insecurity in policy making and program design. Individuals, families and communities need an environment which enables them to exercise choice and responsibility in relation to food. Collaboration is the key to enabling effective local food systems and a diversity of responses is needed to address the diversity of need. Priority actions are:

4. Make available evidence based tools and other resources which support communities to develop skills and solutions to local food security issues.
5. Invest in statewide local produce guilds/networks to support community and school gardens.
6. Resource local government and other local community organisations to identify innovative and collaborative solutions to food security appropriate to local requirements.



**Regional development and supporting food based social enterprises** involves supporting local food production social enterprises to increase food security, in addition to developing the job readiness and business skills of participants. Food security requires viable and sustainable local food systems. Local food enterprises can contribute to local food supply and distribution as well as build food knowledge, skills and increase affordability. Priority actions are:

7. Support collaborations and initiatives that increase opportunities for Tasmanian consumers to buy locally produced food.
8. Facilitate the establishment of food-related social enterprises as part of supporting sustainable local food systems. This will involve fostering relationships between large industry and small business operators through skills development mentoring programs and increasing access to finance and social enterprise innovation funds.
9. Promote social procurement by all tiers of government through contractual arrangements which preference social outcomes for local food systems.

**Planning for sustainable local food systems** encourages effective planning schemes, urban planning decisions and the use of public spaces in urban areas to contribute to food security. Planning initiatives also enhance stewardship of natural resources in the face of challenges such as climate change and peak oil. Priority actions are:

10. The Tasmanian Planning Commission and Resource Management Planning Commission incorporate food security within the existing planning framework.
11. Invest in food sensitive planning strategies for Tasmania.
12. Strengthen the evidence base for food security policy, planning and programs.

## **A guide to this Strategy**

The Strategy is developed in two parts.

Part one is a background and introduction section that outlines the definition of food security, the Tasmanian framework, key facts about food security, major international, national and state policy developments, as well as current Tasmanian food security responses.

Page 12 provides a one page snapshot of the strategy at a glance.

Part two provides detailed information on the strategies and priority actions contained in the Strategy.

Throughout the Strategy there are case studies that showcase examples of policies and initiatives which are improving food security outcomes in local communities. The case studies include the eight *Tasmanian Food Security Fund* initiatives.

The conclusion provides direction to decision makers and policy makers on where to best place implementation effort over the short, medium and longer term. It also identifies the need for a comprehensive set of agreed-upon indicators to determine the nature, extent and evolution of food insecurity, both to develop appropriate responses and to monitor their effectiveness.

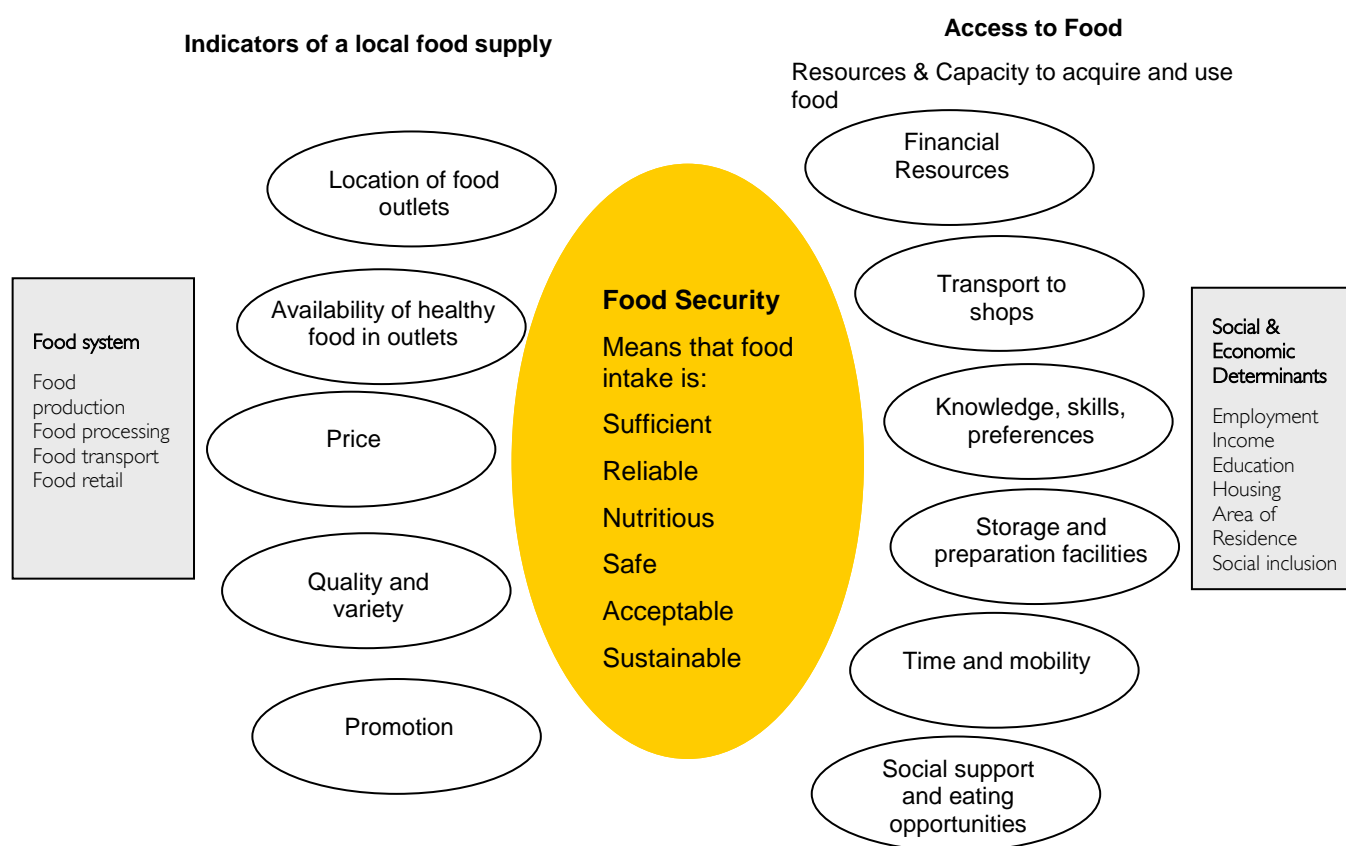
# I. Introduction

## I.1 What is food security?

Food security and its related terms, food justice and food sovereignty<sup>2</sup>, refer to the ability of individuals, households and communities to acquire food that is healthy, sustainable, affordable, appropriate and accessible<sup>3</sup>. Food insecurity happens when limited food options mean people go hungry, eat a poor quality diet or have to rely on emergency relief. However, food security is about more than alleviating hunger; it also refers to the ability to choose and prepare a healthy diet, being able to acquire food in socially and culturally appropriate ways including minimising reliance on food relief programs.

The commonly accepted framework for understanding food security (below) focuses on food access and food supply issues. Access involves the resources and capacity to acquire and use food such as transport to shops, financial resources, access to social eating environments, knowledge and skills about nutrition, and food choices. Food supply issues can include production issues for growers, location of outlets, availability, price, quality, variety and promotion.

### Determinants of food security<sup>4</sup>



<sup>2</sup> See Glossary on p.58.

<sup>3</sup> Rychetnik L, Webb K, Story L, and Katz T, 2003, *Food Security Options Paper: A Food Security Planning Framework: A menu of options for policy and planning interventions*, NSW Centre for Public Health Nutrition.

<sup>4</sup> Adapted from Rychetnik, Webb, Story and Katz (2003) *Food Security Options Paper*, NSW Centre for Public Health Nutrition

## I.2 Tasmania's framework

There are social, cultural, economic, environmental and political system factors that impact on food security. It is a broad area that is yet to find a common home in public policy and has traditionally been cast as either an agricultural issue or a health issue and more recently includes climate change and globalisation issues. Food security can involve contention and complexities from food safety, foreign land ownership, protection of agricultural land, security of water and food supply, genetically modified crops, industry subsidies and tariffs, peak oil and climate change, biodiversity, industry structure, consumer rights and sustainable communities.

As a starting point, the focus of this first food security strategy for Tasmania is on local food systems increasing access and supply of affordable and nutritious food for Tasmanians most at risk. Future iterations of the strategy or approaches to food security in Tasmania could widen the focus to broader issues impacting food security and intersect with the current development of a National Food Plan. In the shorter term, with the investment in a *Tasmanian Food Security Fund* and establishment of the *Tasmanian Food Security Council*, Tasmania is already developing community driven solutions to food security and this strategy builds on that progress.

Communities, individuals and organisations have created coalitions involving schools, neighbourhood houses, local businesses and not for profit groups to provide local gardens, crop rotation and sharing programs, cooking, budgeting and social eating programs and micro enterprise programs. These have increased fresh food access and affordability and increased skills and knowledge for many children and families. The initiatives have also increased social connections in communities. Importantly, the focus of much of Tasmania's early investment in food security has been on improving access to food for vulnerable Tasmanians, and sustainable local food systems.

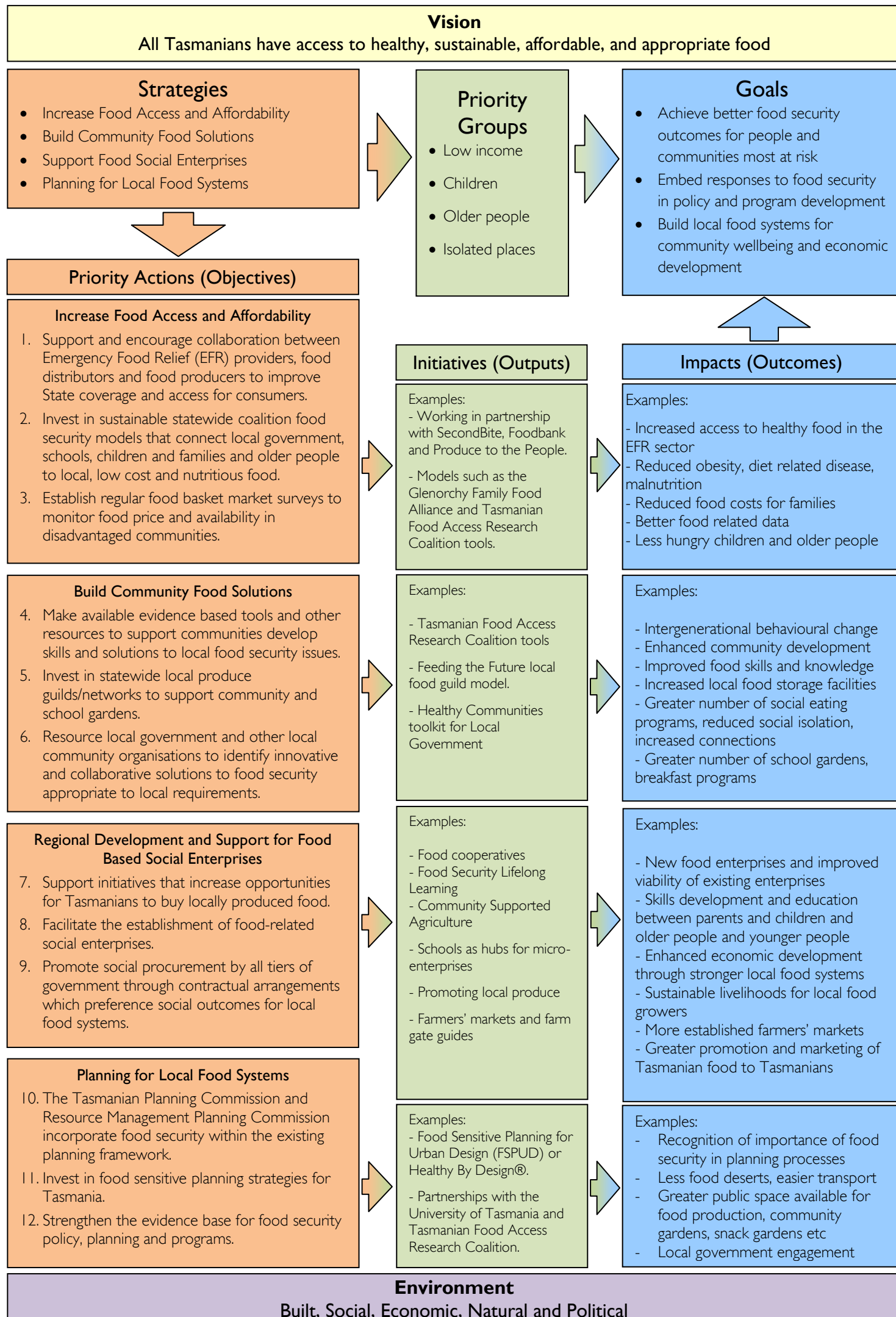
The logic of this approach is to ensure that those people and places most at risk of food insecurity are better able to increase their own capacity and responsibility for creating food security.

The *Food For All Tasmanians* framework is on the following page. By aiming to increase local food access it also impacts community driven supply. It presents four strategies and twelve priority actions (orange) all aimed at increasing networks of community capacity building and food production, distribution and access at the local level.

The strategies are increasing food access and affordability; building community food solutions; regional development and supporting food social enterprises; and planning for local food systems. While these are depicted separately in the framework, the strategies and priority actions are interdependent and interrelated. For example, coalitions of community food gardens build community food solutions, increase food access and affordability and can also create or support food social enterprises.

The framework also refers to initiatives (green) that are showcased throughout part two of the document. The initiatives are provided as examples of projects (or outputs) that are already having impacts in communities and could be rolled out to other communities, scaled up for greater statewide reach or models for similar new investments.

All aspects of this conceptual framework lead to realising the goals of the strategy, including most importantly, better food security outcomes (blue) for people and communities most at risk. In short, this means ensuring that low income Tasmanians including children and families and older Tasmanians can access healthy, nutritious and affordable food in non-stigmatising and appropriate ways.



## 1.3 Key food security facts

The following section contains first time Tasmanian data on food insecurity. It summarises new and existing quantitative and qualitative information to provide a snapshot of the main groups at risk of food insecurity in Tasmania, how they are affected and which communities are most at risk. There are multiple data sources on the affordability of goods and services for household types, some of which are in relation to food insecurity. The following discussion refers to three of these: Anglicare Tasmania's research into cost of living for a Tasmania *Together* benchmark<sup>5</sup>, ABS household expenditure data<sup>6</sup>, and Relative Price Index data for Hobart<sup>7</sup>. The supporting data figures and tables are referred to throughout the summary and provided at Appendix Two.

### Who is most at risk of food insecurity?

Although the Australian population is generally considered to be food secure, there are groups of people at risk of food insecurity<sup>8</sup>. The people most at risk of food insecurity and the focus of this strategy include:

- o people on low incomes, especially households dependent on Government benefits and allowances;
- o older people, especially those who are isolated or living alone;
- o young people, especially children under 13 years in low income households; and
- o people who live in isolated places, especially 'food deserts' where healthy food is difficult to get or absent.

### People on low incomes

There is a strong association between levels of disadvantage and the prevalence of food insecurity. Tasmania has high levels of disadvantage compared to other states and the average household income is the lowest in Australia<sup>9</sup>.

A third of households are reliant on government pensions and allowances as their principal source of income<sup>10</sup> and another 10-15% are the 'working poor'<sup>11</sup>. More than one third of the

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<sup>5</sup> See <http://www.ttbenchmarks.com.au/report/goalindicators/ID/1>

<sup>6</sup> Australian Bureau of Statistics, *Household Expenditure Survey 2003-04 and 2009-10*. Analysed by the Social Inclusion Unit, Department of Premier and Cabinet.

<sup>7</sup> Relative Price Index data, developed by G. Dufty and I. MacMillan (2011) and provided by the Social Inclusion Unit, Department of Premier and Cabinet.

<sup>8</sup> DAFF, 2011, *Issues paper to inform development of a national food plan*, Department of Agriculture, Fisheries and Forestry, Canberra, p. vii. The DHHS 2004, *Tasmanian Food and Nutrition Policy* accessed January 2011 also noted that groups at risk of food insecurity include low income families, people who are out of work, people who have lower literacy skills, people with a disability or mental illness, people from non-English speaking backgrounds (especially refugees); older people (especially those socially or geographically isolated and/or living on lower incomes), young people (especially those on lower incomes), people affected by substance abuse, those who are homeless and people from Aboriginal and Torres Strait Islander backgrounds.

<sup>9</sup> Tasmanian household mean income is 23% lower than the Australian mean and 11% lower than second lowest jurisdiction, South Australia (12% lower than the Australian mean). Australian Bureau of Statistics, *Household Wealth and Wealth Distribution, Australia, 2009-10*, cat. 65540DO001\_200910.

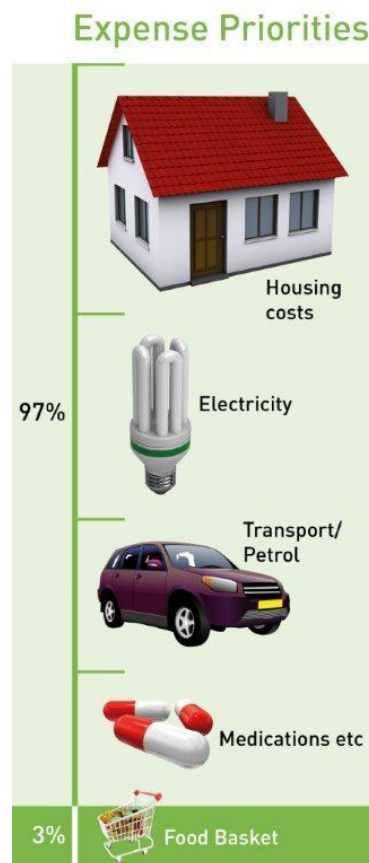
<sup>10</sup> Feature Article published in the *Household Expenditure Survey 2009-10* (cat. no. 6530.0): Government Pension and Allowance Recipients. 33.0% of households were dependent on government pensions and allowances, down from 34.1% in 2007-08. Nationally, this figure was 25.2%, up from 23.3%.

<sup>11</sup> These are households with at least one member working usually part time with not enough income to make ends meet.

Tasmanian workforce is part-time and underemployment has almost doubled over the past four years<sup>12</sup>.

Community sector organisations consider the level of government benefits people receive to be not enough to cover the basics such as food, rent, electricity, clothing, health care, petrol and other transport costs.<sup>13</sup> Many low income Tasmanians are very effective at managing what they have, but it is simply not enough to cover the cost of essentials.<sup>14</sup>

Research has found that for many low income Tasmanian households, access to food is compromised in household budget expenditure. In many households money for food is the last allocation to be made for essentials from the household budget, because it is the only part of the budget that is not fixed, unlike rent, direct deductions for electricity bills or debt repayments. Recent Tasmanian research found that 97% of participants prioritised expenditure on housing costs, electricity, and two or more other priorities (including debts and phone costs) ahead of expenditure on food. Respondents reported that their budget for food was also used to cover items such as the cost of telephones, transport, medications, debt repayments, insurance payments, firewood and children's needs (including school costs). Only 3% of participants prioritised the purchase of food above other budgetary imperatives<sup>15</sup>.



Food is often the only 'flexible' budget item and people are left to go without, ration, substitute poorer quality food or seek assistance from emergency food relief providers.

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<sup>12</sup> In 2010, 79 400 people or 33.9% of the workforce were part time. Of these people 21,300 or 9% would like to work more hours. This underemployment figure is up from 5.2% in 2007. Australian Bureau of Statistics, *Labour Force Statistics*, cat.no. 6202.0

<sup>13</sup> Tasmanian Council of Social Service, 2009, *Just Scraping By: Conversations with Tasmanians living on low incomes*, p.3.

<sup>14</sup> Flanagan K, 2009, *Hard Times: Tasmanians in Financial Crisis*, Anglicare Tasmania: Hobart, pp.199-200.

<sup>15</sup> Anglicare Tasmania, power point presentation on *The Price of Poverty: The Cost of Living for Low Income Earners* August 2011, p. 22.



Recent community sector reports have emphasised the importance of good quality and nutritious emergency food relief choices<sup>16</sup> and access to acceptable food in socially acceptable, non stigmatising ways – ‘without resorting to emergency food supplies, scavenging, stealing, or other coping strategies’.<sup>17</sup>

## Older people

Many older people<sup>18</sup> living in the community can have multiple risk factors that put them at a much greater risk of poor health and ultimately malnutrition.

Older people in the community have rates of clinical malnutrition of 5-11%<sup>19</sup>. Risk factors closely linked to malnutrition in older people include social isolation, cost of living and health concerns such as teeth, mouth or swallowing problems; other conditions that might impact on the type or amount of food consumed; and difficulties accessing and preparing food.

Older Tasmanians can regularly have insufficient money for enough good quality food and go without food or cut back in order to make ends meet<sup>20</sup>. Some take out loans from Centrelink or borrow money from family to stock up on food.

Older people can be concerned about the availability and affordability of food and lack of public transport, especially in rural and remote areas.<sup>21</sup>

Older Tasmanians also identify the social context of eating as important as the food itself. Consequently, food security for older people needs to consider the psychological and social importance of mealtimes as well as the nutritional value<sup>22</sup>.

## Young people

86% of children between 4-12 years consume at least the recommended minimum amount of fruit and 37% consume at least the recommended minimum amount of vegetables each day. Consumption levels are lower for older children – amongst 12 year olds only, 18% are eating at least the recommended daily minimum of fruit and only 12% are eating the recommended daily minimum of vegetables.<sup>23</sup>

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<sup>16</sup> Hertzfeld M, 2010, *The Intersection of Emergency Food Relief & Food Security*, TasCOSS: Hobart.

<sup>17</sup> Babbington and Donato-Hunt 2007 in Anglicare Tasmania, *The Price of Poverty: The Cost of Living for Low Income Earners* August 2011 p.19.

<sup>18</sup> 38% – 57% as cited in Truswell, AS, 2000 ‘Nutrition screening for older adults’ *Australian Journal of Nutrition & Dietetics* 57:3. See also Burge, K and Gazibarich, B, 1999 ‘Nutritional risk among a sample of community-living elderly attending senior citizens centres’ *Australian Journal of Nutrition and Dietetics*, 56:3, see also Visvanathan R, Macintosh C, Callary M, Penhall R, Horowitz M and Chapman I, 2003, ‘The nutritional status of 250 older Australian recipients of domiciliary care services and its association with outcomes at 12 Months’, *Journal of the American Geriatrics Society*, 51(7):1007-11.

<sup>19</sup> Leggo M, Banks M, Isenring E, Stewart L and Tweeddale M, 2008, ‘A quality improvement nutrition screening and intervention program available to Home and Community Care eligible clients’, *Nutrition and Dietetics*, 65:162-7 and Visvanathan R, Penhill R and Chapman I, 2004, ‘Nutrition screening of older people in a sub-acute care facility in Australia and its relation to discharge outcome’, *Age and Ageing*, 33:260-5.

<sup>20</sup> Patterson C, 2009, *Independence: Support for the elderly in their communities: .Home and Community Care Consumer Consultation Project Report*, TasCOSS: <http://www.tascoss.org.au/Publications/ProjectReports/tabid/84/Default.aspx>

<sup>21</sup> TasCOSS, 2008, *Enhancing Quality of Life – Addressing Poverty and Social Disadvantage through the HACC program*, [http://www.tascoss.org.au/Portals/0/Publications/Enhancing%20Quality%20of%20Life\\_HACC%20Report2008.pdf](http://www.tascoss.org.au/Portals/0/Publications/Enhancing%20Quality%20of%20Life_HACC%20Report2008.pdf)

<sup>22</sup> Tasker TL, Boyer KC, Orpin P (eds), 2007, *Healthy eating for healthy ageing in rural Tasmania*. 40<sup>th</sup> National AAG Conference, Adelaide, *Australasian Journal of Ageing*.

<sup>23</sup> The *Kids Come First Blueprint* identified a number of gaps in data indicators that are neither collected nor available through existing data sources. The Tasmanian Child Health and Wellbeing Survey (2009) was commissioned by the Department of Health and Human Services to address some of these gaps. The survey interviewed parents and carers to collect data about children under 13 years of age.



In Tasmania 4% of children under 13 years of age lived in households that had run out of food and could not afford to buy more, one or more times, over a 12 month period. This indicator of food insecurity was higher in single parent households (9%) and in households with lower annual incomes (18% where household income was below \$20 000 per year and 14% where the household income was between \$20 000 to \$40 000 per year).<sup>24</sup> In Tasmania, 3% of children had arrived at school hungry on more than one occasion.<sup>25</sup>

### People who live in isolated places

There is concern that some areas in Tasmania are currently, or are at risk of becoming 'food deserts'<sup>26</sup>. The term 'food desert' is used to describe a region or community where healthy food is difficult to get, or is completely absent<sup>27</sup>. Food deserts are often in prime agricultural areas but where traditional corner stores have closed as a result of demographic and economic change. The characteristics of a food desert are a place where:

- o access to food is difficult (for example, limited transport options);
- o quality of food is low (for example, the available food is not fresh, nutritious, culturally appropriate etc);
- o quantity/range is restricted (i.e. limited choice); and
- o food is not affordable (prices higher than average).

Outside of our urban centres, people can find it very difficult to purchase affordable and healthy food. A key point here is that often low income families move to the urban fringe and rural areas of Tasmania because of low rental costs but these are precisely the places where food deserts are more likely. Even in larger regional centres such as Queenstown, Smithton, Scottsdale and St Helens there can be limited retail food outlet choices or availability of nutritious food, and food can be significantly more expensive than in the cities. Geospatial mapping has helped communities and governments understand the geographic and neighbourhood effects of food deserts on poverty and food insecurity<sup>28</sup>.

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<sup>24</sup> The Social Research Centre, 2009, *Tasmanian Child Health and Wellbeing Survey*.

<sup>25</sup> The Australian Early Development Index (AEDI) is a checklist completed by teachers for children in their first year (prep) of full-time school and asks the question: 'Since the start of the year, has the child sometimes (more than once) arrived hungry?'

<sup>26</sup> See TFARC initiative on p.19.

<sup>27</sup> Larsen K and Gilliland J, 2008, 'Mapping the evolution of 'food deserts' in a Canadian city: Supermarket accessibility in London, Ontario, 1961–2005', *International Journal of Health Geographics*, 7:16; Pearson T, Russell J, Campbell MJ, and Barker ME, 2005, 'Do 'food deserts' influence fruit and vegetable consumption?—A cross-sectional study.' *Appetite*, October, 45(2):195–7; Raja S, Ma C and Yadav P, 2008, 'Beyond food deserts: Measuring and mapping racial disparities in neighbourhood food environments', *Journal of Planning Education and Research*, Summer 27(4):469–482.

<sup>28</sup> A Tasmanian Food Security Fund research project in Clarence and Dorset – the Tasmanian Food Action Research Coalition is exploring whether 'food deserts' exist in Tasmania. This project is showcased in part two of the Strategy.

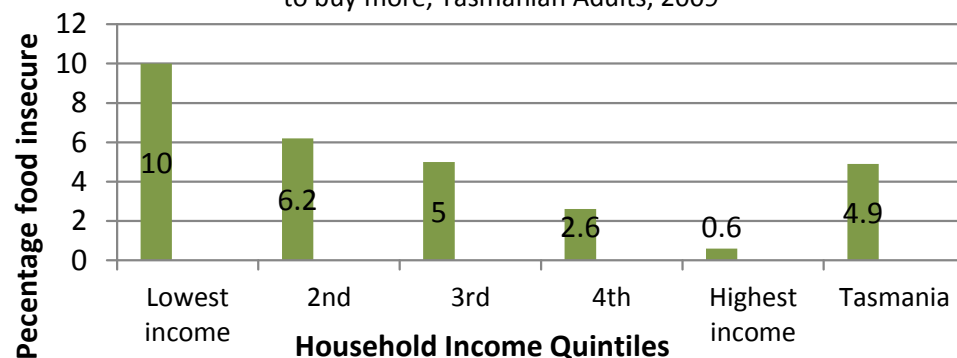
## Household food security in Tasmania

The most common methodology to measure the prevalence of food security in Australia is to ask the question 'In the last 12 months, were there any times that you ran out of food and you couldn't afford to buy more?' This question was asked in the ABS *National Nutrition Survey (NNS)* 1995, the *Tasmanian Child Health and Wellbeing Survey* and the *Tasmanian Population Health Survey*, both conducted in 2009.

Using a single question measure is likely to lead to an underestimate as it does not measure the rates of hunger or anxiety about acquiring food or the compromise with nutritional quality just to get something to eat. Nonetheless it is a reliable indicator once this limitation is understood.

The prevalence of food insecurity is about 5% of the general population. This figure increases as income decreases. Food insecurity among adults is twice as high in the lowest income households (defined as household incomes in the bottom 20% of the population) compared with the average Tasmanian household.

Figure 1: Households that ran out of food in the last 12 months and could not afford to buy more, Tasmanian Adults, 2009



## Food affordability

Food prices in Australia have increased by 16.7% over the last five years and by 18.7% in Tasmania over the same period<sup>29</sup>. Prices for fast food, drinks, poultry, cakes/biscuits and vegetables have all increased more than 20% (Refer Appendix Two, Figure 2).

Two signs of affordability causing food insecurity are households that are forced to purchase less food (rationing), and low income households allocating high proportions of their budget on food (budget stress).

Low income households were purchasing less food in 2009-10 than they did in 2003-04. Households that purchased less than the average over this six year period include: households with dependent children; and older person households.

The Brighton, Central Highlands, Glenorchy, Kentish and Southern Midlands local government areas have a high proportion of these households in 2011 (Refer Appendix Two, Table 4).

<sup>29</sup> Australian Bureau of Statistics, September 2011, *Consumer Price Index, Australia*, cat 6401.0.

The average Tasmanian household expenditure on food is 16% of income or \$178.90 per week. Many households spend a higher percentage of their income on food, including: workers with income support, pensioners, unemployed, single parents - medium size family and renters. These households are at risk of food insecurity due to any increases in food prices raising food costs to unsustainable levels. The data also shows that these households are spending less in actual dollars than the Tasmanian average, with pensioners the lowest, at \$109.50 a week (Refer Appendix Two, Table 5).

A family dependent on government pensions and benefits would need to spend 44% of their household income on food in order to eat a diet consistent with the Australian Guide to Healthy Eating<sup>30</sup>. In reality an unemployed household for example, can only afford to spend 17.3% (\$114.60 per week) of their income on food.

Where there is good supply of affordable nutritious food, low dollar expenditure may not be an issue. However, if households have to purchase high priced food due to poor food distribution (possibly explaining the higher than 16% expenditures) and the food has lower nutritional value, due to non-fresh or highly processed foods, there may be risk of food insecurity.

The Local Government Areas that have the highest proportions of households exposed to food insecurity through high expenditure on food and low incomes include; Break O'Day and Georgetown. By 2016 the Tasman municipality is projected to have higher proportions of at risk households (Refer Appendix Two, Table 6).

### **How are people affected by food insecurity?**

Food insecurity can lead to malnutrition (especially in older populations). It can lead to psychosocial distress in parents who feel anxious and guilty when they are not able to afford to feed their families. Paradoxically, through a poorer quality of diet, food insecurity leads to a greater risk of obesity (especially in women) and diet related chronic conditions in adults<sup>31</sup>.

Research has found that people living in food deserts pay higher prices for groceries at small shops and convenience shops than residents living in areas with better access to food outlets<sup>32</sup>. Groups such as older people or people with disability are particularly vulnerable to the limited options in a food desert due to low incomes and restricted mobility<sup>33</sup>.

People living on low incomes or who are isolated are disadvantaged in the following ways<sup>34</sup>:

- by having less disposable income to purchase a nutritious food basket;
- by relying on small food outlets which charge higher prices due to decreased competition and higher overheads;

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<sup>30</sup> Kettings C and Sinclair A, 2009, 'A healthy diet consistent with Australian health recommendations is too expensive for welfare-dependent families' *Australian and New Zealand Journal of Public Health*, 33:566-72.

<sup>31</sup> Buns C, 2004, 'A review of the literature describing the link between poverty, food insecurity and obesity with specific reference to Australia', VicHealth; Australian Bureau of Statistics, 1997, National Nutrition Survey 1995, Cat No 4802.0

<sup>32</sup> Chung C and Myers S, 1999, 'Do the poor pay more for food? An analysis of grocery store availability and food price disparities', *Journal of Consumer Affairs*, 33:276-296; Larsen K and Gilliland J, 2008, 'Mapping the evolution of 'food deserts' in a Canadian city: supermarket accessibility in London, Ontario, 1965-2005', *International Journal of Health Geographica*, 7:16; Sooman A, Macintyre S and Anderson A, 1993, 'Scotland's health--a more difficult challenge for some? The price and availability of healthy foods in socially contrasting localities in the west of Scotland', *Health Bulletin*, 51(5):276-84; Travers KD, 1996, 'The social organization of nutritional inequities', *Social Science and Medicine*, 43:543-53; Wrigley N, 2002, 'Food Deserts' in British Cities: Policy context and research priorities, *Journal of Urban Studies*, 39:2029-2040.

<sup>33</sup> Kirkup M, De Kervenoael R, Hallsworth A, Clarke I, Jackson P, Perez del Aguila R, 2004, 'Inequalities in retail choice: exploring consumer experiences in suburban neighbourhoods', *International Journal of Retail & Distribution Management*, 32(11):511 - 522; Whelan A, Wrigley N, Warm A and Cannings E, 2002, 'Life in a "Food Desert"', *Journal of Urban Studies*, 39 (11): 2083-2100.

<sup>34</sup> Flanagan, J and K, 2011, *The price of poverty: the cost of living for low income earners*, Anglicare Tasmania: Hobart.

- by having higher costs because of the need to shop frequently and in small amounts and being unable to take advantage of quantity discounts;
- by having poor access to transport;
- being unable to conduct thorough price searching due to restraints on time, income and transport;
- from needing to go into credit arrears to free up money to purchase food resulting in a debt cycle; and
- from consuming a less nutritious diet and so are exposed to a greater risk of chronic health problems.

*A Cost of Living Strategy for Tasmania* found that Tasmanians are facing financial difficulty as a result of cumulative cost of living impacts<sup>35</sup>. As a consequence, people adopt one or more 'coping' strategies such as:

- substitution (eg eating food which requires less energy to prepare);
- rationing (eg reducing heating levels and times in the home);
- seeking increased resources through personal, family or community actions (eg selling possessions, students increasing paid work hours);
- accessing the welfare safety net (eg emergency relief services); and/or
- simply going without the basics (eg going without food, not getting a medical prescription filled, not keeping warm when it is cold).

The levels of rationing and substitution in Tasmania are of concern because households are going without to the extent that they do not have a decent standard of living, which affects their health and wellbeing.<sup>36</sup> Over the past 12 months more than 22 000 Tasmanians sought emergency relief support from welfare organisations, 37% were seeking help for the first time.<sup>37</sup>

Many low income households worry about whether the amount of food that they can afford to buy for their family will be enough and describe food expenses as a big problem for their household budget. The most likely to worry about the amount of food they could afford were people from non-English speaking backgrounds, home buyers, homeless people, couples with children, single parents and women.<sup>38</sup>

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<sup>35</sup> *Companion Report 2 Cost of Living in Tasmania* – The community impacts and the associated Anglicare Report The price of poverty provides a current picture of the impacts of current cost of living pressures for Tasmanian low income households.

<sup>36</sup> Flanagan J and K, 2011, *Op.Cit.*.

<sup>37</sup> In 2009-10, 22 790 clients presented to emergency relief services, an increase of 52.6% from 08-09. In 2009-10, 8 545 people were first time clients. Typical forms of Emergency Relief includes food, chemist and transport vouchers, payments to help with rent/accommodation, help towards the cost of bills, material to help such as food hampers or clothing, help with basic budgeting, and referring clients to other service to help address underlying causes of financial crises.

<sup>38</sup> Flanagan K, 2009, *Hard Times: Tasmanians in financial crisis*, Anglicare Tasmania. Anglicare surveyed 411 people experiencing financial crisis and hardship. 49.4% said it was always true that they worried about whether the amount of food they could afford to but for their family was enough and defined food expenses as a big problem for their household.

## I.4 The policy context

The concept of food security has a strong foundation of almost two decades of international, national and state policy developments. Much current effort concentrates on strengthening food supply, distribution and access at global and local levels. However, more can be done to tailor responses to those people and places that are most at risk of food insecurity. The following section details the best evidence of what works by outlining the key documents that have influenced the approach set out in this strategy.

At the World Food Summit (WFS) held in Rome in 1996, the representatives of 187 countries and the European Community pledged to strive to eradicate hunger. As a first step, it set the goal of halving the number of undernourished in the world by 2015. As a result of the WFS, a number of countries developed strategic plans, for example *Canada's Action Plan for Food Security*<sup>39</sup> released in 1998 set out longer term actions to address the causes of food insecurity.

A *National Food Plan* is being developed by the Australian Government to explore a range of policy issues related to the supply and consumption of food in Australia. It notes that overall, Australia overall enjoys an abundant and reliable supply of fresh, nutritious, safe, high quality and affordable food. However, there are some communities (for geographic and other reasons) that may have difficulty in accessing food and personal income can affect food security at an individual level<sup>40</sup>. As part of developing a national food plan, the Australian Government is exploring ways to improve and maintain food security. It is also exploring specific actions to help improve food security in remote Indigenous and low socioeconomic populations.

One approach that is gaining momentum is the development of local food systems as an effective way to increase access and supply of affordable and nutritious food. This approach is based on the proposition that “healthy environments, healthy farming systems, healthy foods and healthy people are intricately intertwined”<sup>41</sup>.

Local food systems are those where food is grown in the general locality in which it is consumed, distances that the food is transported are minimised, food processing is done in the general locality in which it is grown and consumed, and food that is grown locally can be purchased locally.

Empirical research findings indicate that the development and expansion of local food systems can increase employment and income within a community<sup>42</sup> and improve the competitiveness of local businesses<sup>43</sup>, providing opportunities for interaction between consumers and producers and the development of diverse market opportunities<sup>44</sup>. They can also improve infrastructure and local community assets, such as providing permanent physical places for growers and eaters

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<sup>39</sup> Agriculture and Agri-Food Canada, 1998, *Canada's Action Plan for Food Security 1998*, accessed 13 January 2012 at [http://www.agr.gc.ca/misb/fsec-seca/pdf/action\\_e.pdf](http://www.agr.gc.ca/misb/fsec-seca/pdf/action_e.pdf)

<sup>40</sup> DAFF 2011 op.cit p. 9.

<sup>41</sup> Campbell A, 2009, *Paddock to Plate: Policy propositions for sustaining food and farming systems*, Australian Conservation Foundation, page v.

<sup>42</sup> Martinez S, Hand M, Da Pra M, Pollack S, Ralson K, Smith T, Vogel S, Clark S, Lohr L, Low S and Newman C, 2010, *Local Food Systems: Concepts, Impacts and Issues*, Economic Research Report Number 97, United States Department of Agriculture, page v.

<sup>43</sup> Shuman M, Barron A and Wasserman W, 2009, *Community Food Enterprise: Local Success in a Global Marketplace*, Wallace Center at Winrock International, p.19

<sup>44</sup> Donovan J, Larsen K and McWhinnie J, 2011, *Food Sensitive Planning and Urban Design: A conceptual framework for achieving a sustainable and healthy food system*, David Lock Associates, University of Melbourne and National Heart Foundation of Australia, p.14

to exchange and enjoy high quality local produce – including local food storage, kitchen and processing facilities, farmers markets, and community gardens<sup>45</sup>.

Support for local food systems is also growing due to concerns about minimising food transport distribution and access; community food security concerns; consumer interest in quality, fresh local food alternatives to mass produced food dominated by supermarkets and large corporations; a resurgence in encouraging traditional ways to grow, produce and prepare food; and interest by consumers in supporting local farmers and better understanding the origin of their food<sup>46</sup>. Increasingly, individuals and communities want to be able to contribute to their own wellbeing through localised sustainable solutions grounded in local contexts<sup>47</sup>.

Over the past 6 years, the Victorian Government has funded local councils in areas of socio-economic disadvantage to partner with local organisations to reduce local infrastructure barriers to food security<sup>48</sup>. The Victorian evaluation noted that the most effective investments are those that include a combination of interrelated approaches. For example, practical gardening education and support, advocacy, health and wellbeing, providing examples of how planning amendments can support local food production, community enterprise, job training, food rescue, food literacy education and food redistribution. The evaluation results are further expanded in part two.

#### CASE STUDY: *Food For All, VicHealth*

In 2005 VicHealth made a five year investment in the Food for All (FFA) program, which was designed to increase regular access to, and consumption of, a variety of foods, particularly fruit and vegetables, by people living in disadvantaged communities. Eight local government areas, with a population experiencing high rates of socio-economic disadvantage, were funded to reduce local infrastructure barriers to food security, by working in partnership with local organisations. A key strategy of FFA was to encourage local government to improve integrated planning to address factors in the built, natural, social and economic environments that influence access to food, such as transport, housing, economic development, urban planning and land use.

The program successfully identified the barriers to food security such as lack of public transport to and from food outlets, and high cost of living.

Some of the FFA project strategies helped to reduce infrastructure barriers, for example by providing and lobbying for community transport to fresh food outlets. Overall, however, reducing infrastructure barriers proved difficult. Challenges included the very low level of integrated planning systems within councils, difficulty engaging urban planners and the fact that a number of important infrastructure barriers, such as public transport, were outside local government influence.

The evaluation found that there are three important elements for local food systems to be effective:

- whole-of-government leadership, policy development and resource provision;
- an integrated planning approach at all levels of government; and
- data collection on the nature and extent of food insecurity and associated factors.

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<sup>45</sup> Enterprises, 2011, *Imagining a Casey Food Hub: Concept Paper for a Food Hub*, <http://www.eaterprises.com.au/wp-content/uploads/2011/12/110923-Casey-Food-Hub-Concepts.pdf>

<sup>46</sup> Martinez et al, 2010 Op.Cit. p. 2. See also Shuman et al, 2009, Op.Cit. pp. 13-19.

<sup>47</sup> Campbell, A. 2009 Op.Cit. p. 5

<sup>48</sup> VicHealth, 2011, *Food for All 2005-2010: Program Evaluation Report*, [www.vichealth.vic.gov.au](http://www.vichealth.vic.gov.au) p. 5. See also VicHealth, 2008, *Food for All: How local government is improving access to nutritious food*.

Agriculture, environment, health, planning, regional development, transport, energy and infrastructure all intersect with food policy. Because food cuts across traditional policy boundaries, this requires governance structures and leadership that enable integrated joined-up responses across government (including between agencies) and sector boundaries (including industry, NGOs and consumer groups)<sup>49</sup>. Political, industry and community leadership is also important, specifically leaders who can see the world through the lens of the person and family in the community, rather than through the lens of a programs or service. This can make them more responsive and flexible in addressing food issues at the local level<sup>50</sup>.

Governments can play an important leadership role through their public procurement policies, by broadening purely cost based criteria to include social equity objectives. Broader social procurement policies can support the development of local food systems through tendering criteria that support food-based social enterprises<sup>51</sup>. Given that governments provide millions of meals every day in a range of settings such as hospitals, schools, aged care facilities and prisons, the development of 'green, healthy and fair' food procurement policies can help drive innovation in local food systems, increase the consumption of healthy and nutritious food, and improve the sustainability of small and local food producers, processors and distributors<sup>52</sup>.

There has also been recognition that planners and urban designers can positively influence food provision and access by shaping how land is allocated and used and designing towns and cities so that people can easily access healthy food choices where they live, work and play. Integrated planning at all levels of government can influence the way food is produced, moved, processed and consumed, to create places where people can meet their food needs<sup>53</sup>.

#### CASE STUDY: **Food Sensitive Planning and Urban Design (FSPUD)**

This resource lays out a framework of ideas for planners and other important decision makers to encourage a shared understanding of what is meant by food sensitive planning and the important contribution it can make to the liveability and sustainability of our towns and cities.

The FSUD matrix is a tool for exploring the integrated nature of planning and food objectives\*. It cross references considerations of the local food system (producing food, processing and transporting food, consumer access and utilisation, waste and re-use with important planning objectives (health and fairness; sustainability and resilience, livelihoods and opportunity; community and amenity).

\* In this context, food objectives refers to food that is:

- o required for a healthy diet, is adequate, safe and culturally appropriate and tasty;
- o produced, processed, transported, marketed and sold without adverse environmental impacts, and that contribute to healthy soils and waterways, clean air and biodiversity; and
- o provided through means that are humane and just, with adequate attention to the needs of farmers and other workers, consumers and communities.

Heart Foundation; Victorian Eco Innovation Laboratory (VEIL); VicHealth. 2011, *Food Sensitive Planning and Urban Design. A Conceptual Framework for Achieving a Sustainable and Healthy Food System*.

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<sup>49</sup> Campbell, A. 2009 Op.Cit. p. 9

<sup>50</sup> Adams D, 2009, *A Social Inclusion Strategy for Tasmania*, pp. 59-63. In this strategy Professor Adams recommended the establishment of a Tasmanian Leadership Institute to enable early identification and development of future leaders in Tasmania.

<sup>51</sup> Adams D, 2009 Op.Cit. pp. 52-53

<sup>52</sup> Campbell A, 2009 Op.Cit. p.12

<sup>53</sup> Donovan J, Larsen K and McWhinnie J, 2011 Op.Cit. p. 5



The FSPUD concept has significant relevance to the Tasmanian setting and provides a basis for the focus on food sensitive planning in *Food for all Tasmanians*. Also in Victoria, the *Food for All* program uses elements of the FSPUD framework to address food insecurity in disadvantaged local government areas allowing communities to drive local responses to local food security issues.

The collection of robust and reliable data – including economics and business indicators, energy and environmental indicators, and social and health indicators - can help identify actions and where food security solutions are needed, provide a catalyst for public discussion and debate, and show that government and relevant industries are serious about improving food affordability and access<sup>54</sup>. The United States Department of Agriculture Economics Research Service, for example, monitors food security and hunger via its Community Food Security Assessment Toolkit, which includes a series of questions that identify not only the prevalence of food insecurity and hunger, but also why people are food insecure, and the consequences of their experience.

## Tasmania

In recent years Tasmania has taken a leading role in food policy development. In 1994 Tasmania was the first jurisdiction in Australia to develop a whole-of-government, cross-sectoral *Tasmanian Food and Nutrition Policy*. This Policy outlines a vision for Tasmania as 'a state which produces quality, healthy, safe and affordable food, while sustaining the natural environment and strengthening the local economy; a community empowered to make food choices that enhance health and wellbeing'<sup>55</sup>. One of the key focus areas of the policy is food security.

More recent issues include concerns about rising rates of obesity and the burden of chronic diet-related disease, the development of the Tasmania *Together* goals, the Tasmanian Food Industry Strategy and the adoption of nationally consistent food safety legislation.

The *Tasmanian Food and Nutrition Policy 2004* and associated Action and Monitoring Plan provide a framework for promoting a healthy and safe food supply system for Tasmanians. It endorses the broad goals of Tasmania *Together* through integration of food and nutrition with broader social, economic and environmental goals and embraces a partnership approach with government, non-government, private sector and consumer interests.

Recent policy documents including *A Healthy Tasmania* and the *Economic Development Plan* (EDP) do not explicitly focus on food security but also contribute to many of the priorities put forward in this strategy.

*A Healthy Tasmania* is the Tasmanian Government's direction for a fair and healthy Tasmania<sup>56</sup>. It is a long term approach that seeks to improve health and reduce health inequity by working across sectors and with communities on the underlying conditions that determine a person's chances of achieving good health and wellbeing.

The *Economic Development Plan*<sup>57</sup> (EDP) sets priorities for the State's economic development for the next ten years. The EDP identifies Food and Agriculture as one of its key focus areas. Both the EDP and *A Healthy Tasmania* recognise places and communities as an important

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<sup>54</sup> Campbell A, 2009 Op.Cit. pp.10-11

<sup>55</sup> *Tasmanian Food and Nutrition Policy*. Accessed January 2011  
[http://www.dhhs.tas.gov.au/\\_\\_data/assets/pdf\\_file/0004/54373/TFNP\\_final.pdf](http://www.dhhs.tas.gov.au/__data/assets/pdf_file/0004/54373/TFNP_final.pdf) p.33.

<sup>56</sup> Department of Health and Human Services, 2011 *A Healthy Tasmania: Setting new directions for health and wellbeing*.  
[http://www.dhhs.tas.gov.au/\\_\\_data/assets/pdf\\_file/0007/82465/Healthy\\_TAS\\_Aug11\\_Web.pdf](http://www.dhhs.tas.gov.au/__data/assets/pdf_file/0007/82465/Healthy_TAS_Aug11_Web.pdf)

<sup>57</sup> Department of Economic Development, Tourism and the Arts, 2011 *Economic Development Plan*.  
[http://www.development.tas.gov.au/economic/economic\\_development\\_plan](http://www.development.tas.gov.au/economic/economic_development_plan)

approach to addressing locational disadvantage and engaging communities in solutions. The EDP also identifies social enterprise as a way of creating economic opportunities for people not in the labour market. Both the EDP and *A Healthy Tasmania* have intended governance that includes regional reference and advisory structures to coordinate state, regional and local activity. These are the forums through which food security could be progressed.

The community sector is also a key stakeholder in addressing food insecurity in Tasmania. It works closely with Tasmanians most in need of assistance and is well placed to inform policy designed to improve access to affordable and healthy food. In 2010, the Tasmanian Council of Social Service reported on the intersection of emergency food relief and food security<sup>58</sup>. It advocated for asset-based community development principles to underpin food policy responses, and recommended that responses include:

- o enhancing sectoral partnerships to address income and cost of living issues;
- o strengthening local food supply and food access models;
- o establishing emergency food relief models that enable people to acquire food by socially acceptable means and reduce stigma;
- o strengthening the work and collaborative efforts of the suppliers of food to the emergency food relief sector in ways that add value to local food supply models;
- o enhancing policies that reduce the cost of good quality, nutritious food choices and support the development of quality emergency food relief services.

Anglicare Tasmania's 2009 report on Tasmanians in financial crisis highlighted the complexity of the food security issue and called for a comprehensive response that encompasses the full spectrum of food production, distribution and consumption as the only effective way to tackle food insecurity<sup>59</sup>. The report advocated for a Tasmanian Food Security Council that incorporated the following elements:

- o a legislative mandate providing it with clear authority and capacity to effect change;
- o clear and transparent targets and performance indicators;
- o a responsive and democratic approach that incorporates not only consultation with key stakeholders but also with communities, particularly people who are food insecure;
- o a representative membership incorporating all key stakeholders from across the continuum of food production, distribution and consumption;
- o a focus on strategic and structural issues rather than direct service delivery;
- o long-term, recurrent operational funding;
- o secretariat support, with sufficient resourcing;
- o lines of reporting into key government departments that enable the council's work to translate directly into government policy and action; and
- o financial capacity to support direct service delivery by other groups where there is need.

Along with the available data, the policies and recommendations canvassed throughout this section were considered when developing this Strategy. They provided a solid body of knowledge of what works to draw on when formulating the strategies and priority actions outlined in part two. Building on the activity already underway in Tasmania was also a significant consideration.

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<sup>58</sup> Hertzfeld M, 2010 Op.Cit. pp. 6-7

<sup>59</sup> Flanagan K, 2009 Op.Cit. pp. 203-205

## 1.5 Current food security responses

A number of initiatives exist across all levels of government that could contribute in some way to enhancing food security for Tasmanians. The following section details only directly related recent initiatives that generally fall into two categories, crisis and capacity building responses. Emergency food relief (EFR) is considered a much needed but short-term buffer to the food crisis faced by many low income Tasmanians. In fact, regular reliance on EFR is an indicator of food insecurity, so perhaps EFR is better labelled as a food 'insecurity' initiative or response. Food security initiatives seek to build skills and networks to empower people to have access to nutritious and affordable food without the social stigma of reliance on EFR. Both approaches to addressing food insecurity are important in meeting current need in Tasmania and major initiatives are outlined below.

### Emergency Food Relief (EFR)

In Tasmania, EFR services provide support to address immediate needs in time of crisis. Over the past few years these services have been both state and federally funded. Assistance often includes food and clothing parcels or vouchers, transport, chemist vouchers, help with accommodation, payment of bills, budgeting assistance and sometimes cash. Importantly, Emergency Relief agencies provide appropriate referrals to other services that help to address the underlying causes of financial crisis and social and financial exclusion. The Australian Government funded the EFR sector over \$4 million in 2009-10. This funding amount was greater than in previous years due to an injection of \$1 million by the Tasmanian Government. The Tasmanian Government has also allocated \$2 million to EFR providers in 2011-12 and 2012-13.

EFR services were not established to ensure food security for individuals and families and such services cannot guarantee a sufficient, reliable, nutritious, safe, acceptable and sustainable food intake. EFR providers are limited in their ability to control the availability, quality and variety of the food they provide to their clients and many are limited in their capacity to enhance their client's capability to acquire and use food (eg to address transport needs, enhance knowledge and skills, provide storage, preparation and cooking facilities, provide social support programs and operate 24 hour services).<sup>60</sup>

Many EFR providers work in a challenging environment and provide flexibility, advice and assistance to clients in times of extreme pressure and need. Frequently, services see people outside of their hours of operation in response to demand. Turn-away rates also indicate that not all people can be provided assistance and this can be stressful for both clients and service providers.

EFR could not be delivered to the extent that it is without the work of a large number of volunteers in Tasmania. Many EFR providers have food pantries. Food for these pantries, as well as meals, is sourced from partnerships with the business sector, community-based organisations and programs such as SecondBite, Foodbank and Produce to the People Tasmania, and through donations.

### SecondBite Tasmania

SecondBite is a not-for-profit organisation established in 2005 to identify, collect and redistribute surplus food to feed people who would otherwise go without. In the years that it has been operating, SecondBite has grown from a small group of committed volunteers

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<sup>60</sup> Herzfeld M, 2010 Op.Cit. p. 5.

collecting food and delivering meals in Melbourne to an organisation employing staff in three states. SecondBite works in partnership with, and indeed relies on, a wide range of supporters and food donors. Some supporters offer financial support while others provide pro-bono services that enable donated food to be collected, sorted, stored, made into nutritious meals and then distributed to people in the community. With a focus on sustainability and collaboration, SecondBite is committed to increasing food security for the most vulnerable people in society as well as reducing land fill and the negative effects of food waste on the environment. The Tasmanian Government provided funding to SecondBite Tasmania for EFR over two years commencing in 2011-12.

### **Foodbank Tasmania**

Foodbank is a non-denominational, charitable organisation which sources donated and surplus food from the food and grocery industry to distribute to welfare and community agencies that provide food assistance to people in need. Foodbank Tasmania is a member of a national group of affiliated Foodbanks, which includes operations in New South Wales, the Northern Territory, Queensland, South Australia, Victoria and Western Australia. The Tasmanian Government provides funding to Foodbank Tasmania for EFR, which commenced in 2010-11.

### **Produce to the People Tasmania**

Produce to the People Tasmania (PTTPT) started as a pilot project in February 2010 to gather excess produce from backyard gardens in Penguin, Burnie and Wynyard with the idea of redistributing it through The Salvation Army Family Support service in Burnie. Soon afterwards PTTPT expanded to include Circular Head, Ulverstone, Devonport and Latrobe. PTTPT enjoys the support of its community and has grown to include participation in and creation of community gardens that put aside beds for PTTPT produce to be grown, while encouraging community members to start their own patch. PTTPT's Green Jobs Corp project provided ongoing maintenance of these community resources while training 17-24 year olds in sustainable gardening methods. PTTPT is working with local schools to start school snack gardens and has strong partnerships with local farmers to redistribute donated fruit and vegetables to Tasmanian communities in need. The Tasmanian Government provided funding to PTTPT for EFR over two years commencing in 2011-12.

### **Other Programs**

Breakfast clubs are already established in a number of Tasmanian schools. In 2012 this program is being extended to a larger number of schools as a partnership between educational institutions and a community body. The Department of Education is providing establishment funding to a maximum \$5 000 for schools to set up a breakfast program.

The Move Well Eat Well program works with the whole early childhood service or primary school community to create and reinforce an environment where healthy choices are made easier for children. The aim is to help children aged 0-12 years to develop healthy habits for life and provide opportunities for optimal learning and development. Currently Move Well Eat Well early childhood services and schools are promoting healthy eating and physical activity to over 35 000 Tasmanian children and their families.

Other school programs promoting physical activity knowledge and skills of parents of young children include Family Food Patch using peer educators and the Tasmanian Canteen Accreditation Program.

There are also a number of services for older people including the Home and Community Care Eating with Friends (EWF) program (showcased in part two of this Strategy) that brings

older socially isolated people together for a nutritious meal with friends. There are currently 29 groups across Tasmania supported by the EWF network. Meals on Wheels and day centre programs are also examples of initiatives with a specific focus on food security.

### **Tasmanian Food Security Fund (TFSF)**

The Tasmanian Government established the TFSF to invest in initiatives across two key areas:

1. Innovative responses that have a strategic focus and build on existing capability to address the factors that influence food security (both food supply and access to food).
2. Responses that develop monitoring and surveillance capability to improve the measurement of food security in Tasmania.

The Tasmanian Food Security Council recognised the importance of sustainable networks to support food security initiatives in Tasmania. Its recommended funding model was to support proposals involving a coalition of organisations that range across community, government, local government and business. A Request for Proposal process was held in 2010.

Eight coalition projects were funded, seven under priority area one (innovative responses with strategic focus and able to build on existing capability to address food security determinants) and one under priority area two (developing monitoring and surveillance capability to improve measurement of food security in Tasmania). The projects have provided some of the evidence base for potential actions to address food security issues in Tasmania. Case studies of the projects are provided in the following section. The eight coalitions involved over 40 organisations and groups from across the State.

### **Foodscapes**

The Tasmanian Food Security Council hosted the Foodscapes symposium on 21 November 2011 at the Royal Tasmanian Botanical Gardens. The purpose of the event was to:

- o hear from and learn from the eight TFSF initiatives and provide an opportunity for coalitions to meet one another, network and share experiences;
- o learn from best practice interstate examples of food security initiatives; and
- o consult with the community sector regarding the proposed strategies and priority actions in the Strategy.

Eight coalitions presented the learning to date from the TFSF initiatives. It was clear from presentations that while initiatives were at varying levels of completion, all had powerful outcomes in their communities. These included changing children's food and drink choices to healthier options, inter-generational behavioural change, skill development and education between parents and children and children and older people in the community, and new food experiences with children and families eating certain vegetables and fruit for the first time. The eight initiatives are showcased in more detail in the following section.

Foodscapes featured keynote speakers in the areas of community supported agriculture, food sensitive land use planning and local government led community food security projects. Attendees also participated in one of four concurrent workshops aligned with the four strategy areas and priority actions in this document to provide input into its final drafting. A survey was also sent to all Foodscapes participants offering them the opportunity to have further input into the Strategy. The outcomes of the four workshops and the survey have been integrated into this Strategy.

## 2. Opportunities to improve food security in Tasmania

In addition to considering the evidence base for a wide range of policy and practice interventions to improve food security<sup>61</sup>, this strategy takes into account:

- the scope of the Tasmanian Food Security Strategy within the existing policy context;
- the information we have about who is food insecure in Tasmania and why;
- what we have learned from the projects funded through TFSF and from other food security initiatives in Tasmania and other states; and
- the feedback from key stakeholders about possible options and approaches (such as the Foodscapes symposium).

This Strategy also complements related policies which already exist in this area including the *Tasmanian Food and Nutrition Policy 2004*<sup>62</sup> and *A Social Inclusion Strategy for Tasmania, 2009*<sup>63</sup>. It concentrates on areas for action that are not already covered in these documents or expands on and develops concepts outlined in these policies.

Both the policy context for food security and the TFSF initiatives form the evidence base for the value of a local food systems approach. The outcomes of local food systems can include but are not limited to:

- raising awareness and understanding in local communities and providing new knowledge of healthy food choices (for example intergenerational projects and cooking classes);
- increasing access to affordable healthy food (for example community transport) and local businesses providing affordable nutritious meals (using local community produce);
- changing food consumption patterns and behaviours (for example children trying fresh produce that they have grown themselves);
- increasing local food storage facilities and options (for example fridge purchases in community houses);
- increasing sustainable local food supply options (for example mobile fruit and vegetable stalls, farmers' markets and community gardens);
- overcoming social barriers and isolation through community connections made with food experiences (for example social eating programs); and
- providing jobs, skill development and economic opportunities related to food (for example training for small food producers and opportunities to sell locally).

Many of Tasmania's current food based programs are achieving one or more of the above outcomes. However, it is clear that in the range of programs that exist across the State not all are connected nor is there a great awareness of what each is doing. Many have the capacity to

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<sup>61</sup> Rychetnik L, Webb K, Story L, and Katz T, 2003 Op.Cit.

<sup>62</sup> [http://www.dhhs.tas.gov.au/\\_data/assets/pdf\\_file/0004/54373/TFNP\\_final.pdf](http://www.dhhs.tas.gov.au/_data/assets/pdf_file/0004/54373/TFNP_final.pdf)

<sup>63</sup> [http://www.dpac.tas.gov.au/\\_data/assets/pdf\\_file/0005/109616/Social\\_Inclusion\\_Strategy\\_Report.pdf](http://www.dpac.tas.gov.au/_data/assets/pdf_file/0005/109616/Social_Inclusion_Strategy_Report.pdf)

be scaled up to have statewide reach or be replicated in alternative communities. This strategy recognises the need to build:

- o sufficient scale – ie volume capacity to meet need, especially in regional and remote areas;
- o scope – resources and services available to enable at risk groups and places to have the resources and capacity to acquire and use food that is nutritious and balanced;
- o sustainability – the smart use of local assets and ongoing viability of programs and services; and
- o connectivity – mechanisms and opportunities to ensure coordinated effort and interconnections and linkages across the food distribution system.

What is clear from all of the TFSF initiatives is that the coalition model of funding is an important point of difference and a challenging but successful approach that has had many powerful outcomes. This model has driven a cross-sectoral integrated approach to community initiatives and has led to new understanding of the role of partnerships to progress food security.

The Strategy focuses primarily on the social inclusion aspects of food security including aspects of food supply and food access which impact most directly on vulnerable Tasmanians and where there appear to be local 'solutions'. The Strategy responds to these basic questions:

- o Which Tasmanian groups and places are more likely to be food insecure and why?
- o How can we increase access to wholesome and nutritious food for all Tasmanians but in particular to disadvantaged populations and places?

Improving food security outcomes for younger and older Tasmanians, low income households and isolated places are identified as priorities.

The goals of this Strategy are to:

- o achieve better food security outcomes for people and communities most at risk;
- o enhance community wellbeing and stimulate economic development through strengthening local food systems; and
- o embed responses to food security in policy and program development.

Learning from the TFSF initiatives and through consultations with key stakeholders suggests that these goals can be best achieved by taking simultaneous action on:

- 2.1 Food access and affordability
- 2.2 Community driven solutions to food security
- 2.3 Regional development and food based social enterprise
- 2.4 Planning for sustainable local food systems.

Each of these areas is explored in more detail in the following sections.



## 2.1 Food access and affordability

**Affordable food** is not the same as being 'low-cost' or 'cost-effective'. It includes both the ability to pay without suffering hardship and being able to purchase an adequate level to meet individual or household needs on a sustainable basis. An item is affordable if, once bought, people can afford to meet all their other basic living costs.

Angicare Tasmania, *The Price of Poverty: the cost of living for low income earners*, August, 2011

It is clear that many Tasmanian families living in low income households have to ration their food or substitute their food with poorer quality options and go without in order to cope with cost of living pressures.

While Emergency Food Relief (EFR) is a vital safety net required for communities and families experiencing hardship, it cannot be relied upon to address the root causes of food security. As outlined in the key facts section, there has been a significant increase in people seeking help from emergency relief and especially in the numbers of first time clients. This increase in client numbers is placing pressure on services already struggling to meet demand. There is an opportunity to support EFR service providers by strengthening the collaboration with food distributors and food producers to improve State coverage and access for consumers.

To effect real and sustainable change, it is important to address both sides of the food security equation, that is, to modify the community food supply as well as people's access to food. Sustainable interventions to improve access to food involve adopting a community development or 'capacity building' approach, to ensure that at risk groups are able to develop and use food knowledge and skills in the future and to continue to obtain or generate the resources required<sup>64</sup>.

### Children and families

Through the TFSF, a number of projects were established to help connect families and children at risk of food insecurity with affordable food options. These include the Glenorchy Family Food Alliance (see case study on page 31) and the Brooks High School Sustainability in the Suburbs project (see case study on page 32). Both projects demonstrated that schools are in a position to be "hubs" in the community to increase access to affordable food for children and families. For example, in the Glenorchy Family Food Alliance (GFFA) project families were offered low cost fresh produce through the establishment of a food co-operative.

The GFFA project also demonstrated that by using the framework for promoting health in schools from *Move Well Eat Well*, families were supported to make effective links with existing programs and community partners such as: school and kitchen garden programs; school canteen programs; curriculum activities; and breakfast clubs, thus enhancing the program's sustainability. The risk for running food security programs in schools that are not supported by a whole-of-school approach, such as *Move Well Eat Well*, is that the activities

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<sup>64</sup> Rychetnik L, Webb K, Story L, and Katz T, 2003 Op.Cit. p. 20

are likely to be “one-off”, not linked to the curriculum and not linked into families and community partners and opportunities.

## Older people

While access to affordable food is a key issue to improve the food security of older Tasmanians, it is important to build in strategies that also provide social eating opportunities, social support and that address transport and mobility barriers. For older, socially isolated Tasmanians the *Eating with Friends* program (see case study on 32) is a community focused program that helps bring people together to eat nutritious meals as well as connect them to a social support network.

The *Flexible Food* program funded by Home and Community Care in the Hunter region in NSW (see case study on page 33) provides a model for addressing the social inclusion and food security needs of older people using a variety of flexible responses.

## Low income and isolated communities

The Tasmanian Food Access Research Coalition (see case study on page 45) has produced a range of tools which can be used to better understand how food prices and availability are impacting on low income and isolated communities. One of the tools, a market basket survey, if used consistently and regularly across the State will provide communities with objective evidence of how food affordability compares in different areas.

### Tasmanian Food Security Fund initiative

#### Glenorchy Family Food Alliance

*Through growing, preparing and eating food together, families and communities are strengthened.”*

The Glenorchy Family Food Alliance is a network of seven community organisations working together with six local schools. After consulting with the Glenorchy community, the alliance implemented six community driven initiatives based in four primary schools in Glenorchy, including:

- Initiating cooking clubs in two schools that are now self-run. Forty parents attended with their children to cook nutritious, low cost food.
- Setting up a fruit and vegetable stall that is now self-funding and sells over 150kg of fresh produce to families each week.
- Running a comprehensive garden program in one school, including building a demonstration garden
- Beginning a micro-enterprise program to coach parents and class groups to grow vegetables to sell to their local communities.
- Promoting health and well-being initiatives and supporting policy and curriculum development in these schools.
- Forming new community partnerships and garden networks.

This initiative shows that by organisations working together to understand the needs of the community, sustainable whole-of-school and community approaches can be achieved. GFFA worked using the framework for promoting health in schools from *Move Well Eat Well*, which will support the sustainability of these initiatives.

Partners include Sustainable Living Tasmania; Colony 47; Food in My Backyard (FiMBY); Australian Association for Environmental Education (Tas); the Wellington Federation of Schools (Glenorchy Primary School, Cosgrove High School, Springfield Gardens Primary School, Goodwood Primary School, Timsbury Road School and Moonah Primary School); the Australian Sustainable Schools Initiative (AuSSI); Eat Well Tasmania Inc and the Glenorchy City Council.

## Tasmanian Food Security Fund initiative

### *Sustainability in the Suburbs*

The *Sustainability in the Suburbs* project has expanded the current Brooks High garden program to involve Grade 8 students and their parents in learning activities around preparing safe, affordable and nutritious food.

Some of the activities included:

- An afternoon tea for elderly residents of the neighbouring suburbs. Between 130 and 140 students were involved in the afternoon tea.
- Grade 8 students dined at one of Launceston's well known restaurants – an experience that many students hadn't had before.
- Tasting new foods and creating smoothies for the whole school using garden produce.
- Cooking classes for community members. This brought people together from a diverse range of cultures and provided greater opportunities for sharing learning between community members.
- Learning about food in other cultures.
- Produce bags for students to take home.

All of these activities were strongly linked to classroom activities and numeracy and literacy of the grade 8 students and a more connected whole school approach. This initiative demonstrates that great learning opportunities can be created for the students and greater engagement with families and communities can be achieved when this settings-based approach is adopted.

In-kind support is provided by coalition partners: Brooks High School; Scripture Union; The Benevolent Society; Tamar Valley Rotaract; Breakfast Club and schools of the area, such as Rocherlea, Mowbray, Invermay and Mayfield Primaries.

### CASE STUDY: *Eating With Friends*

The Eating with Friends (EWF) program groups bring together older, socially isolated people for a nutritious meal with friends. There are currently 29 social eating groups across Tasmania supported by the EWF network.

Pittwater Community House was one of the first communities to begin EWF. EWF lunches are delivered twice a month and participants pay a small fee for a three course meal which includes soup, a hot main meal, dessert and tea and coffee. Guest speakers attend the program to talk about topics of interest to participants including weight bearing exercises and the importance of exercise for osteoporosis.

The food is cooked by one of two volunteer cooks. The ingredients are largely provided by SecondBite and the rest are purchased by the Community House or supplied from its community garden. If vegetables are provided by SecondBite these shape the menu for the week and any leftover food is frozen for future use. The Eating with Friends Project is funded by Home and Community Care (HACC).

***“When you're at home all day, each day is the same as the other.”***

### CASE STUDY: *Flexible Food – A new approach in the Hunter Valley, NSW*

Flexible Food looks at a person's food needs a little differently from most traditional Meals on Wheels services, aiming to reintegrate elderly people into the community. The model determines the client's food and social support needs together and looks for ways to try to address the identified needs. It matches the service to the client, not the client to the service.

The program assesses the client's needs by taking a narrative approach and using this to develop achievable goals, which add to the health and wellbeing of the client. These goals can include skill development (eg cooking skills), help with shopping, help with food preparation, weight gain, social support to engage in activities e.g. attending bingo, community lunches etc. The program identifies and provides an appropriate mix of support (eg a dietician, a Flexible Food volunteer) aimed at enabling each client to participate in food based activities that are important to them.

As well as using a mix of staff and volunteers to assess and provide support to clients, Flexible Food uses existing partnerships and the existing social capital (organisations, services, people, groups, and infrastructure) within a community.

This approach to food for Home and Community Care clients is a holistic way of addressing the determinants of food security for a vulnerable portion of our community. It takes into account whether an individual can access and use the food available to them and addresses the social aspects of eating.

### Priority Actions

1. Support and encourage collaboration between Emergency Food Relief (EFR) providers, food distributors and food producers to improve State coverage and access for consumers.
2. Invest in sustainable, statewide coalition food security models that connect local government, schools, children and families and older people to local, low cost and nutritious food.
3. Establish regular food basket market surveys to monitor food price and availability in disadvantaged communities.

## 2.2 Community driven solutions to food security

**Sustainable Communities** meet the diverse needs of existing and future residents, their children and other users, contribute to a high quality of life and provide opportunity and choice. They achieve this in ways that make effective use of natural resources, enhance the environment, promote social cohesion and inclusion and strengthen economic prosperity. In short, decent affordable homes, a diverse and inclusive community, access to jobs and services, the chance to get engaged in and make a difference to a community in which people want to live and work, now and tomorrow.

Community engagement is an essential part of the process of developing Tasmanian responses to food insecurity. To be successful, the responses need to encourage community connection and involve communities in making decisions about solutions to the issues that affect them<sup>65</sup>. A community can use an existing group to address food security or pull together a working group using representatives from local government, schools, neighbourhood houses, community and government service organisations and local businesses.

Local communities need to be supported with tools to assess the current state of local food security and the knowledge of what already works, drawing on examples of successful food initiatives from other communities, for example food social enterprise models. They then need access to resources and tools to take action at a local level to improve food security. Resources can include funding to implement solutions, appropriately skilled or trained people to do the work and the social networks to support food initiatives.

In Victoria in 2005, VicHealth made a five year investment in the Food for All (FFA) program, which was designed to increase regular access to, and consumption of a variety of foods, particularly fruit and vegetables, for people living in disadvantaged communities. Eight local government areas, each with a population experiencing high rates of socio-economic disadvantage, were funded to reduce local infrastructure barriers to food security by working in partnership with local organisations. The case study on page 21 demonstrates the success of supporting local government to facilitate community responses to food security<sup>66</sup>. Recent evaluations demonstrate that FFA is having good results, including:

- o successfully identifying local infrastructure, social and cultural barriers to food security affecting disadvantaged groups<sup>67</sup>;

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<sup>65</sup> Department of Health and Human Services, 2011. *A Healthy Tasmania. Setting new directions for health and wellbeing*.

<sup>66</sup> VicHealth, 2011 Op. Cit. p. 5. See also VicHealth, 2008 Op. Cit.

<sup>67</sup> Infrastructure barriers included lack of public and private transport to and from shops; lack of cooking equipment, food storage and cooking facilities; lack of local shops that supply affordable, appropriate and healthy food; and lack of an appropriate environment to grow fresh food. Economic barriers included lack of income, high cost of healthy food, and high cost of living including housing and petrol costs. Systemic social and cultural barriers included lack of understanding about and interest in healthy food; lack of knowledge and skills re shopping and cooking; lack of language, cultural familiarity, literacy and communication skills that hinder shopping, meal planning, preparation and provision of healthy food; lack of knowledge or interest in growing food; lack of capacity to focus on healthy eating issues; and lack of confidence, trust, familiarity and social connectedness acting as a barrier to engagement in food security initiatives.

- making progress toward reducing these barriers, including establishing markets and stalls selling affordable fruit and vegetables, providing community transport to fresh food outlets, advocating easy access to fresh food outlets to state government and transport companies, changes in open space planning and local regulations to support local food production;
- increasing awareness, knowledge, food skills and intention to use new knowledge;
- incorporating food access, affordability and security into a range of high level and middle level council plans, with a stronger focus on addressing factors that underlie food security;
- developing council guidelines to assist residents and local agencies initiate markets and community gardens;
- using council data systems to collect and report on food security related data such as food marketing, transport routes, food deserts, potential food production space, gardening aspirations and practices among residents;
- integrating food-growing into existing or planned community facilities, and facilitating the use of council land or open space for urban agriculture, roadside/farm gate sales, street markets or van sales and the planting of vegetables or fruit or nut trees on nature strips or public parks;
- developing strong relationships with organisations across the financial, education, food production, supply, retail, and health and welfare sectors; and
- increasing advocacy by community groups and community agencies for governments to implement food security strategies and take up issues in planning and policy.

In Tasmania, the Cradle Coast Authority is currently developing a resource for local government to enable them to plan and implement local solutions to improve physical activity and food security. There is an opportunity once this resource is finalised to support its implementation in all local government areas.

The Tasmanian Food Access Research Coalition (see case study on page 45) has produced some tools that help build a picture of the local community and its food assets, including community demographics, the location of outlets where food is sold, accessibility of the outlets on foot or by public transport, the quality, variety and affordability of that food and the location of existing food related services, programs and organisations.

The Brighton Food Security Project (see case study on page 36) highlights how community consultation can find solutions that better connect people with healthy eating and affordable food. Feeding the Future (see case study on page 36) uses a partnership approach to empower communities to create food solutions that help families.



## **Tasmanian Food Security Fund initiative**

### **Brighton Food Security Project**

*"I have a big family, [before the doorstopper bus] I would go shopping in a taxi. It would cost about \$12."*

The Brighton Food Security Project aims to increase collaboration and referral pathways between local service providers; run FOODcents programs which teach nutrition, food budgeting and healthy cooking skills; and work with the community to identify local initiatives that meet the needs of Brighton Local Government Area (LGA).

Some of the achievements included:

- delivery of the FOODcents program;
- six month trial of a weekly 'doorstopper' bus to and from the shops to home;
- developing a vegetable garden session and recipe book; and
- increased collaboration between local services.

This initiative highlights the importance of community consultation to identify the barriers in a particular community. In the Brighton LGA, the major barrier was lack of public transport so the trial of the doorstopper bus reduced the barriers to healthy eating in the community. The project found that responses to food insecurity will be different in each community and must be tailored to local needs.

## **Tasmanian Food Security Fund initiative**

### **Feeding the Future**

*"I have learnt so much during the certificate I course, and have been changing old gardening habits as a result".*

*Feeding the Future* is establishing a sustainable food and knowledge network that will engage the community and empower people to create and participate in their own solutions to food security issues. Coalition partners in the South and North West of the State are growing crops as part of a crop rotation program and excess produce is distributed to disadvantaged families.

Some of the achievements of this initiative include: accredited training for staff and volunteers working in community gardens and houses; a network of gardens and food programs across the state that are able to pool resources, knowledge and skills; and provision of free or low cost fruit and vegetables in vulnerable communities.

Gardening specialists are teaching communities how to grow and use the fresh produce available to them, increasing the skills of the volunteers and workforce of the community food program.

The long term aim of this initiative is to establish a local produce guild.

The *Feeding the Future* initiative shows the need for a self-sustaining local produce guild or network in Tasmania. This would enable a large number of gardens and food programs to work together, pool resources, and learn from each other to enhance sustainability of individual programs and gardens.

In-kind support was provided by the coalition partners: The Salvation Army - Bridge program at New Town; Tasmanian Association of Community Houses at Goodwood, Moonah, Bridgewater, Chigwell, Warrane/Mornington, Ravenswood and Devonport; SecondBite; Royal Tasmanian Botanical Gardens; Able Australia; Colony 47; Relationships Australia and Goodwood and Princes Street Primary schools, Reece and Devonport High schools, Don Polytechnic, Geneva Christian School and Montrose Bay Big Picture School.



## Priority Actions

1. Make available evidence based tools and other resources which support communities to develop skills and solutions to local food security issues.
2. Invest in state-wide local produce guilds/networks to support community and school gardens.
3. Resource local government and other local community organisations to identify innovative and collaborative solutions to food security appropriate to local requirements.

## 2.3 Regional development and food based social enterprise

**Procurement** is the process adopted by organisations and individuals to purchase goods and services. **Social procurement** is a purchasing process that has emerged amongst organisations wanting to achieve positive social, environmental and economic outcomes, as a part of triple-bottom-line approach. It uses procurement processes and purchasing power to generate positive community outcomes, in addition to the delivery of efficient goods and services. Social procurement supports the development of social enterprise because it places value on the benefits that social enterprises provide and increases the amount of work available to the sector. It can contribute to an organisation's objectives by using procurement to help to build stronger communities, for example procuring catering services from a community garden cooperative.

Every region has unique elements that contribute to its economic and social framework. Stimulating economic development in low income or socially isolated communities needs to build on an asset base of the resources already within that community. These assets may include human capital, existing agricultural and food manufacturing resources and transport infrastructure.

The Tasmanian agricultural and food sector makes a significant contribution to the Tasmanian and national economy through its export and tourism markets. Supporting local entrepreneurship and innovation, including social enterprise within this sector, may lead to improved local food systems.

A challenge in Tasmania is its dispersed population. For regional areas to remain both economically and socially viable, it is important to have a diverse and sustainable community economy. Local food production and food based social enterprises have the potential to play a key role in this.

While most of Tasmania's food is produced for export, there has been some considerable effort over the last few years to market and promote local produce to Tasmanians. For example Fruit Growers Tasmania has produced a farm gate guide so consumers can buy fresh produce direct from growers and there are now regular farmers markets in most regions in Tasmania (see case study on page 38).

Eat Well Tasmania Inc. (EWT) has worked with local growers to produce a 'What's in Season' calendar and market guide for 2012. EWT also hosted the *Eat More Veg 2011* event in Launceston late last year which aimed to promote Tasmanian vegetables. In 2010 the University of Tasmania Institute of Regional Development (UTAS IRD) conducted the *Make it to Market* project in order to provide pathways for small food producers in north west Tasmania to bring their produce to market.

There is an opportunity to build on this work to further connect Tasmanians to their local food supply, thus supporting regional and economic development at the same time.

Food and the role of the social enterprise sector provide important opportunities for improving food security in Tasmania. Examples of food based social enterprises include Community Supported Agriculture (CSA), market gardens, fruit and vegetable box

schemes, low cost cafes and meal services and food cooperatives. These can provide innovative solutions to social, cultural, economic and environmental issues. By delivering a product or service these can:

- provide socially inclusive employment opportunities;
- provide education and training;
- provide environmentally and socially responsible solutions to community food security;
- allow unique or niche markets to establish and grow which can meet local and/or wider mainstream markets;
- increase community access to healthier products and services such as fresh fruit and vegetables; and
- support local food manufacturing and product value adding.

*Food For All Tasmanians* recognises the need to build a sustainable model and service system for all social enterprise, including food based social enterprise, in Tasmania.

Three of the TFSF projects have provided key learning in order to support this opportunity. In *Source Tasmania – A feasibility study* (see case study on page 40) it was found that social enterprises cannot be created and forced upon communities and that it's important to take the time to build the business, develop markets and work with the community.

The *Community Supported Agriculture Toolkit* (see case study on 41) project produced a resource for communities to use when setting up a community supported agriculture (CSA) program, including market research, consultation with producers, identification of relevant stakeholders, project budgeting, sourcing funding, managing volunteers and advertising and promotion. It assists Tasmanian communities to initiate local food programs tailored to their social, economic and environmental circumstances.

In the Food for Life Long Learning (FILL) (see case study on page 40) project, it was found that by engaging the community in a local initiative and pushing the operational boundaries of a community garden, it is possible to achieve sustainable employment, an affordable healthy food supply, and training and learning opportunities for the whole community.

Social procurement is an opportunity to strengthen social enterprise by placing a value on the benefits of social enterprise and by creating a ready-made market demand. Using social procurement of catering by government departments is one example of how this could practically work.

## **Tasmanian Food Security Fund initiative**

### ***Source Tasmania - A Feasibility Study 2011***

Funded through the TFSF, this study looked at the viability of improving fruit and vegetable supply in a disadvantaged area and a regional area using a social enterprise model. It found that:

1. There was a market for a fruit and vegetable box service, but to be viable, the customer base would need to grow.
2. It was important to have a local “champion” and organisational support to drive the expansion of the enterprise and to seek investment opportunities.
3. The enterprise would need to survive in an open market and not rely on financial subsidies.
4. A small scale model could be rolled out using the existing co-operative ‘Source Tasmania’ as a starting point. Strategic support from the board would need to be obtained, and some additional infrastructure put in place.

There is a market opportunity to provide fresh, local fruit and vegetables to the identified communities, however there needs to be significant commitment from local organisations and some infrastructure put in place.

## **Tasmanian Food Security Fund initiative**

### ***Food Security Lifelong Learning***

*“I need help to feed my family fresh food on a budget – I can’t do this alone.”*

The coalition aimed to create an innovative environment for Food Security Lifelong Learning (FILL) using the Rocherlea Peace Garden as a learning corridor for the northern suburbs area. The project offers participants a range of learning opportunities including recognised skill based training courses provided on site. The aim was to expand the capacity of the Rocherlea Peace Garden to involve more community members in production and sale of affordable healthy food through a Veggie Box Scheme, sale of cheap free range eggs and community garden produce sales.

The coalition has introduced a social enterprise model into the Peace Garden to support sustainability and employment in the long term by:

- Promoting ‘the work’ garden maintenance program as a training ground for young and unemployed people while generating enough income to employ workers.
- Increasing garden capacity for sales, seed and plant raising.
- Value adding to the fresh produce.

This initiative shows that by engaging the community in a local initiative and pushing the boundaries of a community garden it is possible to achieve sustainable employment, an affordable healthy food supply and training and learning opportunities for the whole community.

## Tasmanian Food Security Fund initiative

### Community Supported Agriculture Toolkit

*"This will give farmers and community groups the support and flexibility to devise a local food system that suits their own situation, without having to start from scratch".*

CSA fosters local small-scale organic production and supply and builds a community's capacity to feed itself. CSA schemes reduce the need to transport food, which has environmental benefits (reducing 'food miles'), health benefits (produce is fresher and therefore more nutritious) and economic benefits (food prices won't rise with fuel prices). CSA schemes also increase the potential for local employment, ensure long-term economic viability of small farms and improve the environmental sustainability of farming practices.

The CSA Toolkit provides guidelines and resources for each stage of setting up a CSA program, including market research, consultation with producers, identification of relevant stakeholders, project budgeting, sourcing funding, managing volunteers and advertising and promotion. It assists Tasmanian communities to initiate local food programs tailored to their social, economic and environmental circumstances.

The CSA Toolkit initiative received in-kind support from coalition partners Channel Living; West Winds Community Centre Inc and North West Environment Centre.

Visit: <http://www.csatoolkit.channelliving.org.au/index.html>

### CASE STUDY: **Burnie Farmers' Market**

The Burnie Farmer's Market happens on the first, third and fifth Saturday mornings of the month at the Burnie Showgrounds, Wivenhoe. The market is an initiative of the Burnie Show Society and provides them with an ongoing income stream due to the growing demand for fresh organic produce.

The produce sold is locally grown, fresh, and is usually cheaper than in supermarkets.

The aim is to increase local food supply, stimulate local economies, and create opportunities for small scale enterprises. The market is run on a volunteer basis, though the Showgrounds have some employees. There are consistently 20-30 stalls at each market with a wide variety of fresh produce available for purchase including vegetables, fruit, meats, breads and condiments, as well as non-food items.

Some of the benefits of the market include:

- By selling direct to the public, the market strengthens the local farming community and economy and gives the community access to fresh produce at a lower price
- The market also promotes environmental sustainability by selling produce not accepted by bigger companies
- As well as offering fresh produce to improve supply, other benefits include social networking and education. The markets regularly run cooking demonstrations and other activities for children.

## Priority Actions

1. Support collaborations and initiatives that increase opportunities for Tasmanian consumers to buy locally produced food.
2. Facilitate the establishment of food-related social enterprises as part of supporting sustainable local food systems. This will involve fostering relationships between large industry and small business operators through skills development mentoring programs and increasing access to finance and social enterprise innovation funds.
3. Promote social procurement by all tiers of government through contractual arrangements which preference social outcomes for local food systems.

## 2.4 Planning for sustainable local food systems

### Local Food Systems are where:

1. food is grown in the general locality in which it is consumed;
2. distances that the food is transported are minimised;
3. food processing is done in the general locality in which it is grown and consumed; and
4. food that is grown locally can be purchased locally.

The experience of food insecurity often occurs in locations where people are more likely to experience social exclusion due to low income, educational disadvantage, transport disadvantage and poorer standards of housing and access to medical services. A recent TasCOSS report on social inclusion principles for spatial planning notes that many of these factors can be addressed by better planning of physical space – including land use planning, urban planning, regional planning, transport planning and other forms of infrastructure planning<sup>68</sup>. In the report it is noted that many socially excluded Tasmanians face problems, such as heightened risk of food insecurity, which are related to past spatial planning decisions. These include: broad-acre public housing on the periphery of urban centres; underdeveloped public and community transport networks on the urban fringe and in rural areas; and the lack of infrastructure to connect people with basic services within their neighbourhood.

When planning is done well it can significantly improve local food systems (food supply and access)<sup>69</sup> by:

1. preventing productive land being used for non-food uses and increasing access to water;
2. reducing barriers to local food systems. For example, include strategies to promote local food systems (such as community gardens and orchards, rooftop and backyard gardens, farmers markets, community supported agriculture, and food cooperatives in existing land use strategies through structure planning, in open space strategies, in the choice of zoning and subdivision requirements and in developing design guidelines;
3. improving access to food by people. For example, encouraging transport, planning and land use decisions that are designed to improve access to food to influence the location and mix of local retail premises to ensure easier access to healthy, safe, local, and affordable food;
4. allowing decision making to be made about food by those most affected – that is, by the community; and
5. supporting the development of social enterprises, including food enterprises.

Not all planners and key decision makers recognise the importance of food security and often there are competing considerations when making planning decisions. However, there are many

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<sup>68</sup> Russell W, 2011, *Social inclusion principles for spatial planning in Tasmania*, TasCOSS: Hobart, pp.9-10.

<sup>69</sup> Budge T and Slade C, 2009, *Integrating land use planning and community food security: a new agenda for government to deliver on sustainability, economic growth and social justice*, Community Planning and Development Program, La Trobe University, Bendigo Campus.



things that all Tasmanian bodies involved directly or indirectly in spatial planning can do to support sustainable local food systems<sup>70</sup>, including spatial planning processes that:

- o engage with the ideas and views of all Tasmanians, including those who are socially excluded, and equitably consider their needs;
- o monitor, evaluate and review for effectiveness for all residents;
- o assess and evaluate projects and proposals against the diverse needs of people who live, work and play in a community;
- o require social impact assessments for significant commercial and public developments at the state, regional and local government levels; and
- o strengthen the institutional arrangements that can help ensure spatial planning and policy decisions which impact on local food systems and food security do not occur in isolation from one another.

Significant planning reforms are currently underway in Tasmania. These are aimed at increased consistency as well as a greater focus on regional and local strategy to guide planning. The current framework for planning in Tasmania is primarily through the *Land Use Planning and Approvals Act 1993* (LUPA) and the Resource Management and Planning System (RMPS). Food security is currently not a specific objective within this framework nor is it part of the *State Policies and Projects Act 1993*. Potentially the importance of food security could be reflected in either the objectives of LUPA (Schedule 1 Objectives) or the RMPS or as a State Policy.

All local government planning schemes have or will be soon redrafted in order to bring them into line with recent changes to regional land use planning strategies. As well as zoning considerations, there is a growing debate about the benefits from mixed used development. For example, the Southern Regional Land Use Strategy promotes the creation of networks of mixed-use local activity centres to help ensure appropriate access to food, medical care, government services, employment and education at the local, neighbourhood and town levels<sup>71</sup>.

In Tasmania there is an opportunity to build on the growing recognition that planning is important to support local food systems and to achieve sustainable food security outcomes. For example, this could be through the development of best practice guidelines, such as Food Sensitive Planning for Urban Design (see previous case study on page 22) and the Cradle Coast Authority's local government toolkit.

At a local government level there is opportunity to use strategic and annual planning and community planning to address food security at a local level. While not compulsory in Tasmania, there have been examples of some LGAs using community mapping and the development of community plans to inform their overall strategic plans.

The Cradle Coast Authority is in the final stages of producing *Healthy Communities: A local government toolkit for building healthier Tasmanian communities* and there is an opportunity to roll out the resource to other local government areas. The resource will support local government to address physical activity and food security throughout all levels of their planning. For example, the toolkit provides strategies for local government to consider in reviewing their planning schemes for opportunities to limit access to unhealthy food (such as reviewing strategic outcomes and codes to limit fast food outlets and signage). It also provides strategies to support farmers' markets, roadside stalls and edible landscapes.

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<sup>70</sup> Russell W, 2011, Op. Cit.

<sup>71</sup> Russell W, 2011, Op. Cit. p.32

Community mapping is supported through reference to appropriate tools and techniques (including those developed in the TFARC project, see below case study) where barriers to food security can be identified. Involving the community in assessing its own food supply provides an opportunity for it to create innovative and sustainable solutions for improvement. These solutions could include food based enterprises - food cooperatives, community supported agriculture or micro-enterprises to stimulate the local economy.

There is an opportunity to further resource and support local government and communities to collaborate with key players, such as NGOs, health, education and academic sectors, in order to build the evidence base around food security for future planning and program development.

### **Tasmanian Food Security Fund initiative**

#### ***Tasmanian Food Access Research Coalition (TFARC)***

*"We are looking at local strategies to address food access issues."*

In response to concerns about access to fresh food in two very different municipalities, a diverse team from a number of communities and sectors began working together to develop and complete a 'community food assessment' in both rural and urban settings in the Dorset and Clarence Local Government Areas (LGA). The assessment examined accessibility by foot of food outlets, the cost, quality and availability of fresh, nutritious foods, potential risks to food security and determined what was needed to improve the situation in Dorset and Clarence.

Anglicare is the lead agency, in partnership with UTAS Department of Rural Health (UDRH) and School of Human Life Sciences, Dorset Council, Clarence City Council, Primary Health North Esk (DHHS), neighbourhood houses at Clarendon Vale, Risdon Vale, Warrane/Mornington, Dorset and Rokeby and Tasmanian Centre for Global Learning. This coalition of partners has brought together a diverse range of skills, expertise and connections, resulting in measurement tools developed with expertise and good levels of community engagement.

The project has developed a number of Tasmania specific tools for measuring food security including:

- Food outlet audit tool which identifies categories of the various food outlets
- A Market basket survey (healthy food basket) – a list of 44 nutritious food items representing what a typical household would eat over a 2 week period.
- Community focus group questions
- Household Food Security Survey

Clarence and Dorset undertook different methods for collecting the data. One model used community food researchers, while the other used expert consultants. Having a flexible model to meet the needs of individual communities to address food security in a community setting is important.

This project provided information and insight for two Tasmanian LGAs on a model for how both rural and urban areas can gain information about food access issues and a tool kit for doing it. It will also establish a picture of food security issues for Tasmanian households and how to measure whether or not food security strategies are working.

## Priority Actions

1. The Tasmanian Planning Commission and Resource Management Planning Commission incorporate food security within the existing planning framework.
2. Invest in food sensitive planning strategies for Tasmania.
3. Strengthen the evidence base for food security policy, planning and programs.

### 3. Scoping future direction: where to from here?

While *Food for all Tasmanians* focuses on the social inclusion aspects of food security such as community capacity building and local food systems, there are many broader aspects of Tasmania's food system which warrant further policy consideration. These include agriculture and aquaculture industry development and protection, security of our food supply, factors which limit effective price competition<sup>72</sup>, transport and processing systems, the future of the Protection of Agricultural Land Policy, management of food waste, and water and irrigation schemes. Australia's National Food Plan and the Tasmanian Food and Nutrition Policy will be important frameworks to guide intersectoral action on these issues in the future.

The extent to which social inclusion goals can be achieved depends greatly on how well the overall food security system functions. The components of the system cross many portfolios and all levels of government. Much of the knowledge about how the system can and should operate best is with the many businesses and local communities that produce, process and distribute food across Tasmania and Government may therefore wish to consider whether a broader focus on food security is warranted and therefore whether a Food Security Council with a much broader knowledge base is warranted.

There are a number of aspects of Tasmania's social inclusion approach to food security that should be maintained and strengthened in any future developments. These include a strong focus on collaboration for practical and immediate assistance and measuring progress, monitoring and evaluation. There are also a number of challenges including, how to provide leadership to progress food security and how to maintain the momentum of the Tasmanian Food Security Fund (TFSF) projects and implement the strategy over the short, medium and longer term.

#### Leadership

All three levels of government are involved in shaping Tasmania's food systems, and therefore each has a leadership role to play in preventing and ameliorating the causes of food insecurity.

It is important that governments consider access to affordable healthy food for marginalised consumers and communities as an essential part of discussions on economic policy, land use planning reform, urban planning, transport systems, taxation reform, climate adaptation and mitigation, and any other issues that impact on food security.

Within their own areas of responsibility, and through joint collaborative effort between agencies and with the private and community sectors, governments can lead the way in:

- o building community capacity to access healthy, safe and affordable food;
- o ensuring that income support payments are sufficient for people dependent on government benefits and allowances to purchase a healthy diet based on the Australian Dietary Guidelines and Core Food Groups;

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<sup>72</sup> Australian Competition and Consumer Commission, 2008, *Report of the ACCC inquiry into the competitiveness of retail prices for standard groceries*, Commonwealth of Australia: Canberra.

- creating robust knowledge networks and information collection to better understand the barriers and enablers for community food security;
- ensuring consistent planning and regulation to protect and support food production, food distribution and food access;
- encouraging more diversity in food enterprises, including social and small to medium business enterprises especially at the local level;
- developing effective models and whole of government actions to address locational disadvantage in relation to food security; and
- involving those most at risk from food insecurity in the design of the solutions.

It will be important to have intergovernmental mechanisms in place to support this work, and these will need to involve agriculture, environment and health portfolios as well as planning, regional development, transport, energy and infrastructure policy areas.

The collaboration inherent in Tasmania's approach to food security can be seen in the composition of the Tasmanian Food Security Council (TFSC), the initiatives of the TFSF, the development of this strategy and also the Secretariat for the TFSC.

The TFSC has been supported by a joint Department of Health and Human Services, Population Health and Department of Premier and Cabinet, Social Inclusion Unit secretariat. This has enabled cross agency collaboration and sharing of knowledge and skills. It has reduced overlap and duplication and led to the establishment of new and lasting working relationships and a better strategy. It is an example of successful interagency cooperation that could be progressed across other areas.

Early results from the TFSF projects show the effectiveness of working collaborative arrangements. An important part of future developments will be to ensure that Tasmania builds on the success of the coalition and partnership model used to support the TFSF initiatives and which keeps these networks operating effectively.

## Measuring progress

The TFSF initiatives are at varying levels of completion and evaluations are yet to be finalised. Anecdotally, feedback from coalitions is that initiatives have led to substantial changes and benefits for individuals and families across the state and it is important that the impacts be quantified and communicated.

To measure the effectiveness of the priority actions outlined in *Food for all Tasmanians*, it is also necessary to consider which indicators are already available that provide a current picture of food security in Tasmania. Once this context is established, other indicators may need to be developed to provide information that completes the picture. Appendix three provides an overview of food security measures already in place and a vision for a comprehensive monitoring and surveillance framework for food security.

Statewide data coverage can involve the use of tools developed by the TFSF initiative – the Tasmanian Food Action Research Coalition – to develop tools for local governments and communities to assess and report on their own food security. The tools developed are Tasmania-specific and include an assessment of whether food outlets sell a 'healthy food basket' for measuring household food security and a model for categorising essential and non-essential food outlets in the Tasmanian context (to assist food sensitive planning). These tools have been used to measure food access and food security in two Tasmania local government areas.

## Prioritisation of actions

In the absence of a comprehensive implementation plan, some direction regarding the prioritisation of actions outlined in this strategy is useful. Given the significant evidence outlined throughout this strategy in relation to cost of living pressures, the prevalence of food insecurity in Tasmania and the number of households going without food to pay other essential costs, a focus on increasing food access and affordability is warranted in the immediate term.

In the short term, building on the significant development of community food solutions already underway in Tasmania is also an urgent priority.

In the medium to longer term, supporting food social enterprises will be a key component to increasing food security but also contributing to local community and regional economic development across Tasmania. Finally, food sensitive planning for urban design has proven results in other jurisdictions and presents a great opportunity to be applied to the Tasmanian context as soon as possible.

The TFSC term ends with the completion of this strategy. Whether or not the TFSC continues, it has identified work that could be progressed by it or a similar entity. This includes the development of a rights based food statement such as a food charter like that which is available and successful in Vancouver, promoting coalitions and networks in the food sector and providing advice to government on how to take the actions in the strategy forward, if implemented.

Tasmania was the first jurisdiction in Australia to develop a Food and Nutrition Policy, the first to establish a *Tasmanian Food Security Council* and the first to develop a food security strategy.

**We've come a long way, but there's more to do. Tasmania could be the first State to implement its *food security strategy* and achieve *Food for all Tasmanians*.**

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# Glossary

**Affordable food** is not the same as being 'low-cost' or 'cost-effective'. It includes both the ability to pay without suffering hardship and being able to purchase an adequate level to meet individual or household needs on a sustainable basis. An item is affordable if, once bought, people can afford to meet all their other basic living costs.

**Appropriate food** refers to food that is safe, reliable, culturally acceptable (eg traditional foods, foods from other cultures for refugees etc) and also that it is acquired through socially acceptable means.

## **Availability in stores**

The regular availability of healthy and appropriate foods within local stores is an indicator of a good local food supply.

**Climate change** is a significant and lasting change in the statistical distribution of weather patterns over periods ranging from decades to hundreds and thousands of years. It may be a change in average weather conditions or the distribution of events around that average, for example, more or fewer extreme weather events.

## **Collaboration**

Collaboration is the act of working with another or other organisations on a joint project, with varying degrees of involvement in decision making and activity.

## **Coalition**

A coalition is defined as a group of organisations that come together to achieve a common purpose. There may be a lead organisation within the coalition, or there may be several organisations that have equal responsibility for all decisions and activity.

## **Community**

Inside the broader Tasmanian community there are many diverse and unique communities. A community may be:

- a group of people living in a particular local area (place based); and
- a group of people that share things in common such as cultural backgrounds, ethnicity, sexuality, age, risk factors, experiences or needs.

Since the advent of the internet, the concept of community has less geographical limitation, as people can now gather virtually in an online community and share common interests regardless of physical location.

## **Community food security**

Community food security seeks to build upon community and individual assets, rather than focus on their deficiencies. Community food security projects emphasise the need to build individuals' abilities to provide for their food needs. Projects seek to engage community residents in all phases of project planning, implementation, and evaluation.

## **Community gardens**

Community gardens are often promoted as a solution to problems of food security in deprived areas. Time, money, knowledge and skills are shared among local residents, with the aim of enhancing the food supply of contributing households. Such gardens can generate enough

produce to provide modest supplements to household requirements of fruit, vegetables and even eggs; and participants often gain gardening skills, organisational skills and social networks.

### **Community supported agriculture**

Community supported agriculture is a scheme that links farmers to their community through the direct sale of farm shares. The sale of shares supports farming and acts as an incentive for consumers to purchase regular supplies of seasonal, competitively priced fruit and vegetables. Community supported agriculture can also assist low income groups through schemes that offer subsidised shares and subsidised produce. Direct sales and roadside stalls in populated areas or along transport routes can also provide farmers with a market without the costs of packing, shipping etc.

### **Cross-Sectoral**

Relating to or affecting more than one group, area, or section of society. In the Tasmanian context the sections of society are usually the business, community and government sectors. Cross-sectoral and inter-sectoral work refers to working with more than one sector of society to take action on an area of shared interest.

### **Distance and transport to food outlets**

Distance from shops and transport to shops (especially supermarkets where foods tend to be cheaper than local stores) are key features of access to food. Many people who struggle to afford a healthy diet are reliant on often-inadequate public transport to reach the better quality and cheaper food stores. Such difficulties often affect people living in residential areas that are situated away from established shopping centres, as well as areas that are poorly serviced by public transport (eg very new or run-down housing estates). Obstacles related to distance and transport are also faced by rural and remote households, as well as rural and remote food suppliers.

### **Financial resources**

Having enough money to buy food and select good quality food is a key measure of access to a healthy diet. When disposable income is limited, expenditure on food is one of the first discretionary items to be reduced.

### **Food access**

Access to food relates to being able to make use of a local food supply. Access refers to the resources and ability that communities, households and individuals have (or do not have) in order to acquire and consume a healthy diet. Although access to food depends on an adequate food supply, some disadvantaged groups or individuals may not be able to acquire and consume a healthy diet even when local supplies appear plentiful. These include people who are very poor, people who are homeless, or who are living with physical disabilities or mental illness. Access issues include: financial resources; distance and transport to food outlets; storage facilities and time and mobility. Food access contributes to food demand.

**Food aid** refers to food relief or food assistance programs that provide free (or highly subsidised) meals and/or food parcels to take home. Food aid includes soup kitchens, food banks and emergency food parcels. Subsidised meals can be an effective way of preventing or relieving food insecurity for low income groups and for some people may reduce the need for food aid. Subsidised meals are provided in workplace canteens, by some schools in the form of breakfast or lunch programs, and by community clubs and organisations. Subsidised meals are different from food aid in that they tend to be perceived as a community service rather than 'charity' and to be more socially acceptable.



Some schools provide highly subsidised or free school lunches and/or before-school breakfast programs. School meals may be provided free to all children who attend the school. Alternatively school meals can be means-tested and only provided free to those children whose parents have pension cards or income support. The way that school meals are delivered can have a significant impact on the way they are perceived (either as a service or as a charity) and how well they are used. Some charities run highly subsidised cafés with a menu-based choice of food that is purchased at low cost rather than provided as a free meal service. Much of the food sold in subsidised cafés is still donated or purchased at reduced prices, and the premises are often staffed by volunteers.

### **Food availability**

Contributes to the supply of food in a community, impacting on individuals, households or an entire population. Factors of food supply and therefore availability include: production, climate, energy resources, location of food outlets, availability in stores, price, quality, variety and promotion.

### **Food justice**

Food justice takes a collective approach to achieve food security and views food security as a basic human right. Includes the principles that: enough food is produced globally to feed the entire world population at a level adequate to ensure that everyone can be free of hunger and fear of starvation; and that no one should live without enough food because of economic constraints or social inequalities. Advocates of food justice argue for fairer distribution of food, particularly grain crops, as a means of ending chronic hunger and malnutrition. At the core of the food justice movement is the belief that what is lacking is not food, but the political will to fairly distribute food regardless of the recipient's ability to pay.

### **Food policy council**

Food policy councils have broad cross sectoral representation usually from consumption, distribution and production sections of the food system (the Tasmanian Food Security Council reflects the social inclusion focus of its formation). Food policy councils have four key functions: serving as a forum for discussing food issues; fostering coordination between sectors of the food system, evaluate and influence policy; and launch or support programs or services that address local needs.

### **Food processing**

Food processing is about turning primary produce into saleable food products. It includes milling, canning, freezing, packaging, fortification, or the formulation of manufactured food products. It may be useful to examine where the food processing is done and by whom (e.g. domestic versus foreign ownership); is there potential for market growth, innovation, research and development; and what portion is for local use versus export? Food processing will have an effect on availability, price, quality, variety and promotion (and labelling) of food.

### **Food production**

Food production refers to farming and agriculture. An assessment of the potential impact on the food supply may include identifying the primary producers, how the food production market is controlled and regulated, the type and value of subsidies, what are the current incentives or taxes, and determining the flow of imports and exports. Food production can influence factors such as the availability, price, quality and variety of food. Tasmania has a large agricultural sector with nearly a third of Tasmanian land being committed to this sector and due to the level of production; there are opportunities to link the producer more directly with the consumer by way of farmers markets, farm gate sales and other local enterprises.



## **Food retail outlets**

The location of food retail outlets and the type of food stores available are dependent on corporate business decisions and the viability of the local market. It is also influenced by urban planning, and whether private or public financing has been made available to support a local store. In-store management can also affect the availability, price, quality, variety and promotion of food. While much of the food retail business around Tasmania is owned by large scale chains, there is opportunity to engage with local farmers markets, corner stores and independent retailers.

## **Food security**

Food security refers food supply and access. A household is considered food secure when its occupants do not live in hunger or fear of ongoing food rationing.

**Food sensitive planning and urban design (FSPUD)** is an approach to planning and urban/regional design that explicitly addresses the way food is produced, moved, processed and consumed, to create places that make it easy for people to meet their food needs.

## **Food sovereignty**

Food sovereignty overlaps with food justice on several points but the two are not identical. Food sovereignty views the business practices of multinational corporations as a form of neocolonialism. It contends that multinational corporations have the financial resources available to buy up the agricultural resources of impoverished nations, particularly in the tropics. They also have the political influence to convert these resources to the exclusive production of cash crops for sale to industrialised nations outside of the tropics. A principle of food sovereignty is that communities should be able to define their own means of food production and decide the use of their resources.

## **Food transport**

Food transport refers to the distribution of unprocessed, processed and manufactured food and food products. The transport of processed and manufactured food for retail purposes (food stores and prepared food outlets) is likely to have the most direct impact on aspects of the local food supply, such as the availability, price, quality, and variety of food. The impact of transport could depend on the available transport systems and infrastructure, the regulation and ownership of companies, profits, the degree of competition, and the scope for reducing costs or obtaining subsidies (such as for the transport of food to remote areas).

## **Food utilisation**

Food utilisation is influenced by knowledge, skills and preferences of consumers, safety, preparation and cooking facilities and social supports.

## **Inter-sectoral – see Cross-Sectoral**

## **Food knowledge, skills and preferences**

It is important that people know how to make healthy choices when selecting food, particularly within a limited budget, and obtain the required skills to prepare healthy meals. Individual preferences need to be taken into account in relation to the food that is available or being recommended. Note however, that community preferences can often be driven by food advertising and the relative size of that food industry's promotional budget.

## Location of food outlets

Food outlets include food retail stores as well as outlets of prepared food such as takeaway stores and restaurants. The location of food outlets, particularly supermarkets, is a key feature of a local food supply. Food security among disadvantaged groups is dependent on the accessibility of food outlets that provide a diverse range of affordable foods. Increasing attention is being placed on the design and layout of housing, residential areas and the location of retail centres and their impact on the growing of food and access at the local level.<sup>73</sup>

## Open space

Open space, in the context of food security, refers to increasing the preservation, supply and access of arable land, in and around cities, to support food production. Open spaces contribute to the quality of life enjoyed by the community. Well-planned, designed and implemented open space planning policies aid in the delivery of a range of broader personal, social, economic and environmental objectives for the community relating to liveability<sup>74</sup>.

**Peak oil** is the concept that the projected decline of global oil production will radically change the way that developed countries operate including transport systems, how food is produced and where people will work and live.

## Preparation and cooking facilities

Preparation and cooking facilities are also essential resources for making use of the local food supply. Inadequate cooking facilities are a significant barrier to healthy eating, particularly for those on a limited budget, as cooking at home is usually cheaper than buying ready prepared or take-away foods. The lack of an appropriate place to prepare meals is often a problem for those who are already the most disadvantaged in society, such as the homeless or those living in shelters or hostels.

## Prepared food outlets

Prepared food outlets include commercial organisations (retail of fast food and takeaway, à la carte cafés and restaurants), institutional food services (catering companies that distribute to canteens and workplace cafeterias) and community-based services (such as Meals on Wheels). Large corporations and franchises may have a significant impact on the location of food outlets and the promotion and marketing of prepared food, both locally as well as nationally.

## Price

The price of food is highly significant for people with low incomes. It is one of the key features in determining what is purchased and has a significant impact on the level of disposable income for other needs. Food prices fluctuate with market conditions, which influence food prices and availability in local markets. Food security is improved when fresh produce such as fruit and vegetables are affordable and when low-fat/ high fibre products are competitively priced against their alternatives.

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<sup>73</sup> VicHealth, 2009. *Integrating Land Use Planning and Community Food Security – A new agenda for government to deliver on sustainability, economic growth and social justice*. Prepared for the Victorian Local Governance Association by the Community Planning and Development Program La Trobe University, Bendigo Campus.

<sup>74</sup> *Tasmanian Open Space Policy and Planning Framework*: Summary prepared for Sport and Recreation Tasmania, Department of Economic Development, Tourism and the Arts. Inspiring Place Pty Ltd with HM Leisure Planning Pty Ltd. Accessed January 2011 | <http://www.northermtasmania.org.au/assets/files/Tasmanian%20Open%20Space%20Planning%20and%20Policy%20Framework%20-%20Summary.pdf>

## Promotion

The way food is promoted in a local area can significantly affect consumers' ability to identify and locate healthy foods, and their choice of foods. The way different foods are promoted can include: the use of 'specials' and other pricing policies; in-store promotions and positioning of food; and advertising on billboards, bus stops and in local media. Product placement and point of sale advertising, especially targeted towards children, is a very effective marketing strategy used to sell high fat/sugar foods<sup>75</sup>.

## Protection of agricultural land

The *State Policy on the Protection of Agricultural Land 2009* was prepared according to the *State Policies and Projects Act 1993* to conserve and protect agricultural land so that it remains available for the sustainable development of agriculture, recognising the particular importance of prime agricultural land to the Tasmanian economy and regional development.

## Quality

A local food supply needs to meet acceptable standards of quality and freshness. The quality of food will often determine its nutritional value, as well as its flavour and acceptability. The relationship between price and quality is also important.

## School gardens

A significant benefit of a school garden is that it stimulates interest in trying new fruits and vegetables (with the hope of increasing fruit and vegetable consumption in the longer term) and teaches children about gardening, composting, and so on. It also provides teachers with material across the curriculum, including science and sustainability. As the produce of school gardens is usually shared among a very large number of pupils, school gardens are more likely to contribute to education and skill development than to the food supply of local households.

**Social enterprises** are businesses that trade a product or service for a social purpose. They enable targeted place based solutions for communities that are experiencing disadvantage. It allows these communities to develop and take ownership of solutions. This approach provides a sustainable way of increasing employment opportunities and to promote equity growth for communities that are disadvantaged. Social enterprises also have important spin off effects including increasing community participation and improving the performance of public services.

## Social Procurement

*Social procurement* is a purchasing process that has emerged amongst organisations wanting to achieve positive social, environmental and economic outcomes, as a part of triple-bottom-line approach. It uses procurement processes and purchasing power to generate positive community outcomes, in addition to the delivery of efficient goods and services. Social procurement supports the development of social enterprise because it places value on the benefits that social enterprises provide and increases the amount of work available to the sector. It can contribute to an organisation's objectives by using procurement to help to build stronger communities, for example procuring catering services from a community garden cooperative.

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<sup>75</sup> Rychetnik L, Webb K, Story L, and Katz T, 2003, Op.Cit.

## Social supports

Preparing and eating food is often viewed as a social activity; and social isolation can lead to loss of appetite, or a reluctance to cook and prepare adequate meals. Families and friends are able to share the cost of food, as well as the time involved in shopping and cooking activities. 'At risk' individuals or households often rely on social support networks to assist them with food or money during periods of food insecurity. People with limited mobility and transport who live alone often depend on social supports and/or social services to ensure their food security. Social networks are also important in their positive contribution to the capacity of a community to identify local food security problems, and to collaborate on initiatives to solve those problems<sup>76</sup>.

**Sustainable communities** meet the diverse needs of existing and future residents, their children and other users. They contribute to a high quality of life and provide opportunity and choice. This is achieved in ways that make effective use of natural resources, enhance the environment, promote social cohesion and inclusion and strengthen economic prosperity. In short - decent, affordable homes, a diverse and inclusive community, access to jobs and services, the chance to get engaged in and make a difference to a community in which people want to live and work, now and tomorrow<sup>77</sup>.

## Storage facilities

Adequate storage equipment, such as a fridge and freezer, are essential facilities to support healthy eating. It is also often cheaper to buy food in bulk and to make use of specials when they are available. This requires adequate storage room in the home, which is not available in many forms of low cost housing, and funds, or access to finance to purchase suitable whitegoods. A lack of secure storage facilities also affects those living in hostels or shelters.

## Time and mobility

A shortage of time to go shopping or prepare meals at home can also limit access to a healthy diet, particularly in households where all adults are in full-time work. A lack of time can result in over-reliance on processed, ready-made or take-away food, which can result in a diet that is too high in fat and salt and too low in fibre and fresh fruit and vegetables. Poor physical mobility also restricts people's ability to shop for and prepare meals; an obstacle to food security that is often experienced by people with disabilities or the frail and aged.

**Underemployment** refers to workers who are not fully employed, including part-time workers who want to work more hours, and full-time workers who are working part-time hours for economic reasons (due to insufficient work being available or being stood down)<sup>78</sup>.

## Variety

A nutritious diet is best achieved by eating a wide variety of foods that include fresh as well as processed products.

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<sup>76</sup> Rychetnik L, Webb K, Story L, and Katz T, 2003, Op.Cit.

<sup>77</sup> Aldred J, quoting from The Egan Review: Skills for Sustainable Communities, in *What is a "sustainable community"?* SocietyGuardian.co.uk, accessed at <http://www.guardian.co.uk/society> on 23 February 2012

<sup>78</sup> Australian Bureau of Statistics, <http://www.abs.gov.au/ausstats/abs@.nsf/DoSSbyTopic/036166B5C6D48AF2CA256BD00027A857?OpenDocument>

# Appendix One - Tasmanian Food Security Council Terms of Reference

## Background

Food security refers to the ability of individuals, households and communities to acquire food that is sufficient, reliable, nutritious, safe, acceptable and sustainable<sup>79</sup>. Food insecurity is demonstrated when people go hungry as a result of running out of food and not being able to afford more. Food insecurity happens when limited food options mean people eat a poor quality diet or have to rely on emergency relief. Food insecurity plays out as lower levels of wellbeing, learning outcomes and productivity throughout life.

Community consultations undertaken by the Social Inclusion Unit during 2008 found that not being able to eat nutritious and regular meals is a compounding and direct result of living on low incomes. Tasmanian communities raised this as a matter of significant concern, particularly given that Tasmania has the highest proportion of people on low incomes of all States and Territories.

A *Social Inclusion Strategy for Tasmania*, 2009 (the Strategy) and TasCOSS' report *Just Scraping By* identify food security as a critical issue and an opportunity for action. Evidence included in the Strategy indicates that many Tasmanians do not regularly access or prepare nutritious food. This represents one of the most basic forms of exclusion - one that can entrench disadvantage throughout life.

In the Strategy, the Social Inclusion Commissioner identifies the need for greater promotion of nutritious eating in schools and within families, along with practical measures to enable individual and community participation in food enterprises and systems in Tasmania. Through these measures, Tasmanians would have the opportunity to reduce food wastage, grow and market fresh food through community enterprises, and become involved in important social networks of support.

In its Preliminary Response to the Strategy, the Government has accepted the Commissioner's recommendation to establish a Tasmanian Food Security Council to oversee the development and delivery of a Tasmanian Food Security Strategy and administer the Tasmanian Food Security Fund.

## Role of the Tasmanian Food Security Council

The role of the Tasmanian Food Security Council (TFSC) is to:

Oversee the development and delivery of a Tasmanian Food Security Strategy that is consistent with the objectives of A Social Inclusion Strategy for Tasmania.

Identify and make recommendations to the responsible minister of Tasmania about projects that can be funded from the Tasmanian Food Security Fund (TFSF) that:

- o build on existing health and wellbeing initiatives focused on the early years in a range of settings;

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<sup>79</sup> Rychetnik L, Webb K, Story L, and Katz T (2003). Food Security Options Paper: A Food Security Planning Framework: A menu of options for policy and planning interventions, NSW Centre for Public Health Nutrition. Cited in the *Tasmanian Food and Nutrition Policy* 2004.

- strengthen individual, family and community capacity to prepare nutritious meals, budget and undertake other activities that improve access to and consumption of nutritious food;
- develop a sustainable and connected food supply system, including emergency food relief, that complements traditional supply chains to improve access to nutritious, fresh, culturally appropriate and locally produced food for people who experience barriers to food security; and/or
- support social enterprises that provide innovative responses to food insecurity such as community gardens, which are ineligible for funding from the Tasmanian Community Development Finance Fund or the Community Capacity Building Grants Program but consistent with aims of the TFSF.

Oversee the development of a monitoring and evaluation framework for measuring food security at the local level across Tasmania.

Identify and act/advocate to prevent or ameliorate the causes of food insecurity.

Develop a responsive and democratic approach to food supply that incorporates consultation with communities, particularly people who experience barriers to food security.

Provide progress and evaluation reports to the Premier.

### **Role of individual TFSC members**

The role of the individual members of the TFSC is to:

Contribute skills and knowledge to the development of the *Tasmanian Food Security Strategy*, the monitoring and evaluation framework, and the assessment of program/project proposals to the TFSF.

Develop and use networks, including online communication strategies, to facilitate partnerships, and promote and advocate for government and community responses that support the *Tasmanian Food Security Strategy*.

### **Membership**

The TFSC shall be comprised of:

- Social Inclusion Commissioner (Chair);
- Director of Population Health (Deputy Chair);
- up to seven community members appointed by the Premier; and
- up to two ex-officio members to represent the State Government.

The community members should represent key stakeholders from across the continuum of food production, distribution and consumption. They will be appointed as individuals, not representatives of particular interest groups or organisations.

Membership will include individuals with skills, knowledge and experience that collectively cover:

the factors that determine health and wellbeing, in particular the factors that affect food security;

the principles of equity and social justice, including the methods for creating food distribution structures that are fair and responsive to community needs and that support community participation, leadership and decision-making;

the principles of healthy eating and sound nutrition;



horticulture and community food gardens; and

the connections between food security and food production, planning and infrastructure, including food storage and transportation.

Appointment of members will be for two years. Depending on future funding arrangements for the TSFC, this term may be extended by a further 12 months.

### **Reporting Requirements**

The Chair will provide regular reports to the Premier on the deliberations of the TFSC, including:

Biannual progress reports; and

Evaluation report including recommendations for the ongoing operation of the TFSC and consideration of options for the ongoing implementation of the *Tasmanian Food Security Strategy*.

### **Administrative arrangements**

Secretariat support to the TFSC, including arranging meetings, recording minutes and executive support for the Chair will be jointly provided by the Department of Premier and Cabinet and the Department of Health and Human Services.

TFSC members will be reimbursed in accordance with the Government's policy on board remuneration.

The TFSC shall meet as required, and a meeting schedule prepared to suit TFSC members. Members, with the support of the Secretariat, may be required to progress the work of the TFSC out of session.

The first meeting of the TFSC will involve a Food Security Roundtable of TFSC members and key stakeholders, to help inform the development of the TFSC Business Plan and the Tasmanian Food Security Strategy.

If necessary, and as determined by the TFSC, sub-committees and expert working groups may be established.

Members shall forward agenda items to the Secretariat no later than 10 working days prior to the next scheduled meeting.

The TFSC Agenda shall be sent to members 5 working days prior to the next scheduled meeting.

The TFSC Minutes shall be prepared by the Secretariat in consultation with the Chair, and shall be provided to all TFSC members no later than 10 working days following each meeting.

### **Members**

Members were appointed in February 2010

Professor David Adams, Social Inclusion Commissioner for Tasmania, Chair

Dr Roscoe Taylor, Director of Public Health, DHHS, Deputy Chair

The seven community members are:

Professor Janelle Allison, Director Institute for Regional Development and Acting Director Cradle Coast Campus, University of Tasmania

Ms Kim Boyer, Senior Research Fellow in Rural Health, University of Tasmania

Ms Sophia Dunn, Independent Consultant - Nutrition, Food Security and Livelihoods

Ms Jo Flanagan, Manager Social Action Research Centre, Anglicare Tasmania

Mr Michael Gordon, Consultant in Organisational and Business Development, PDF Management Services Pty Ltd

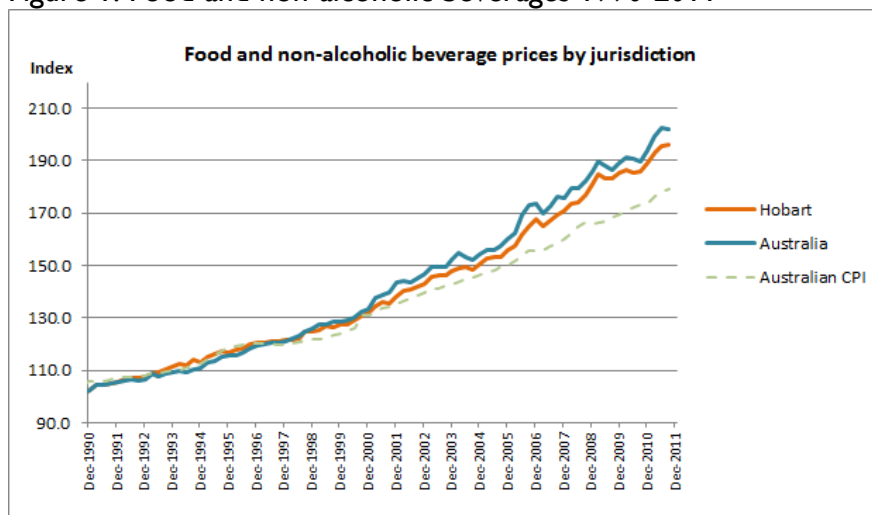
Ms Lesley Kirby, Director Royal Tasmanian Botanical Gardens

Ms Nel Smit, Community member and advocate for community gardens

## Appendix Two - Data Figures and Tables

Figure 1 shows that the Hobart Consumer Price Index<sup>80</sup> (CPI), which encompasses greater Hobart,<sup>81</sup> for food and non-alcoholic beverages is slightly lower than the same index for Australia (6% lower) and substantially higher than the Australian CPI (16.5% higher).

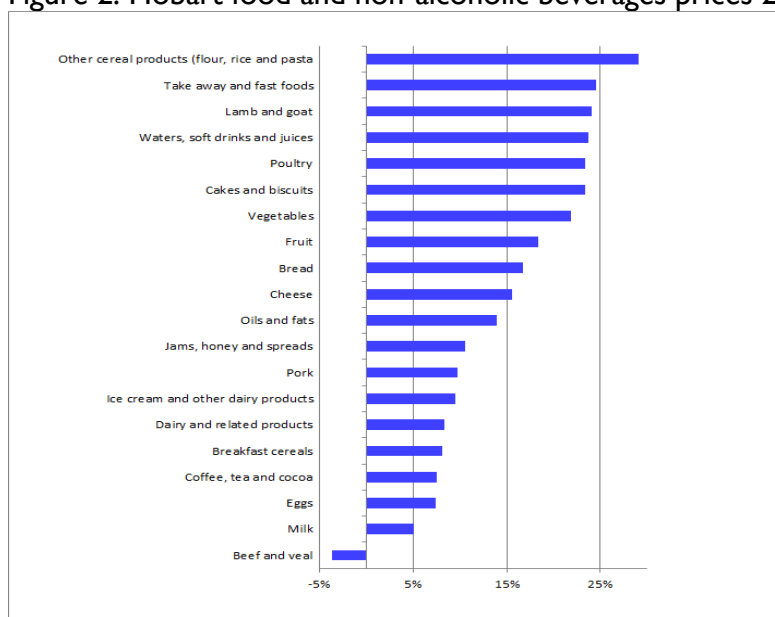
**Figure 1: Food and non-alcoholic beverages 1990-2011**



Source: Consumer Price Index, September 2011 quarter, Australian Bureau of Statistics

Figure 2 looks at Hobart prices within the food and non-alcoholic beverages group, showing the percentage change from 2006-2011.

**Figure 2: Hobart food and non-alcoholic beverages prices 2006-2011**



Source: Consumer Price Index, September 2011 quarter, Australian Bureau of Statistics

<sup>80</sup> The CPI is a survey conducted by the Australian Bureau of Statistics and is a general measure of the change in prices of goods and services purchased by Australian households, and therefore the rate of inflation. The CPI measures average price movements for all households across a range of goods and services, referred to as the 'basket'.

<sup>81</sup> Greater Hobart includes as far south as part of Oyster Cove, west to New Norfolk, north to Pontville and Richmond and east to Primrose Sands.

Anglicare Tasmania's 2011 research to update the cost of living benchmarks for Tasmania *Together* shows that the cost of essentials are high, particularly for those purchasing a house or in the private rental market. Table 1 shows the proportion of income as a percentage that is spent on essentials.

**Table 1: Couples with and without children who depend on Newstart allowance by household tenure, Hobart, Burnie, and Scottsdale, 2011**

<b>Couple with two children who depend on Newstart allowance</b>			
	<b>Hobart (%)</b>	<b>Burnie (%)</b>	<b>Scottsdale (%)</b>
Private rental	71.92	65.32	71.51
Public housing	61.97	58.71	64.06
Home purchase	94.95	88.01	90.71
<b>Couple with no children who depend on Newstart allowance</b>			
Private rental	94.10	87.38	80.22
Public housing	75.30	73.14	79.62
Home purchase	123.96	116.54	119.32

Anglicare Tasmania, unpublished data, 2012.

Table 2 compares two ABS expenditure surveys, highlighting the households that have reduced the amount of food purchased. Housing Tasmania renters purchased 13.1 per cent less food in 2009-10 than they did in 2003-04. This is 31.6 per cent less than the average household, showing that renting households have not experienced the same growth in economic capability. The top three households generally have low incomes, therefore the reduction in food spending is likely due to affordability.

**Table 2: Percentage change in the amount of food and non-alcoholic beverages purchased between 2003-04 and 2009-10, selected household types**

<b>Households spending on food and non-alcoholic beverages</b>	<b>% change in amount of food purchased</b>
Renting from the housing authority	-13.1
Household receiving benefits - 90% of income and over	-9.5
Household receiving benefits - Government pensions and allowances	-5.0
Couple only, reference person under 35	-1.6
Tasmanian average	+18.5

The average household has an increased capacity to purchase food, purchasing 18.5% more food in 2009-10 than in 2003-04. However, many households have not benefitted from an increasing capacity to purchase food. The table below uses the ABS expenditure data to show which households have purchased less amounts of food than the Tasmanian average.

**Table 3: Households that have purchased less food and non-alcoholic beverages than the Tasmanian average, between 2003-4 and 2009-10**

Households spending on food and non-alcoholic beverages	% change in amount of food purchased
Households by age - 25–34 years	1.8
Households receiving benefits - 50% to less than 90% of income	2.0
Households with the eldest child aged 15 to 24 years	2.3
Lone person households aged 65 years and over	2.4
All households aged 65 years and over	5.2
Lone person households	7.1
Households with the eldest child under 5 years	10.6
Couple only households, reference person aged 55 to 64 years	11.9
Households by income quintiles – Fourth quintile	12.0
Couple only households	12.3
Households with non-dependent children only	13.0
Households renting from a private landlord	13.4
Households by income quintiles – Highest quintile	14.1
Households of house owners without a mortgage	14.7
Households receiving benefits - 20% to less than 50% of income	17.0
One parent family households with dependent children	17.9
<b>Tasmanian average</b>	<b>18.5</b>

Table 4 looks at population projections for 2011 and 2016 for Local Government Areas (LGA) to see what is happening for specific household types with regard to food. The table looks at the location of households purchasing less food than the Tasmanian average. The LGAs with the highest proportion of these households are highlighted in green.

**Table 4: Projected number and proportion of single parent, lone person and couple with dependent/s household, by Local Government Area, Tasmania, 2011 and 2016**

	Single parents - small family			Lone person household			Couple family with one dependent child			Couple family with two dependent children			65 plus		
	No. of H/H's <sup>82</sup>	2011 % <sup>83</sup>	2016 % <sup>84</sup>	No. of H/H's	2011	2016	No. of H/H's	2011	2016	No. of H/H's	2011	2016	No. of H/H's	2011	2016
Break O' Day	78	2.7	0.8	892	31.0	34.6	175	6.1	3.1	218	7.6	5.3	986	34.3	18.3
Brighton	355	5.9	6.0	1180	19.5	21.7	424	7.0	6.9	891	14.8	12.6	941	15.6	30.5
Burnie	276	3.4	3.0	2238	27.3	29.2	643	7.8	7.2	855	10.4	9.9	2306	28.1	39.3
Central Highlands	40	4.2	2.1	278	29.3	34.2	84	8.9	4.3	86	9.1	8.9	266	28.1	28.2
Circular Head	93	2.8	2.4	887	26.6	28.8	311	9.3	8.6	398	11.9	10.8	823	24.6	32.9
Dorset	82	2.8	2.7	798	27.3	29.7	208	7.1	8.2	301	10.3	7.4	952	32.6	34.0
George Town	88	3.3	2.8	699	25.9	28.9	209	7.7	6.8	270	10.0	9.4	755	28.0	42.7
Glenorchy	890	4.6	4.3	6603	34.1	35.6	1131	5.8	5.0	1823	9.4	9.1	5759	29.7	25.2

<sup>82</sup> Number of households in the LGA.

<sup>83</sup> 2011 projections of the percentage of the household in the LGA.

<sup>84</sup> 2016 projections of the percentage of the household in the LGA.

Huon Valley	170	2.9	3.2	1383	23.4	26.5	483	8.2	8.5	666	11.3	8.6	1660	28.1	31.3
Kentish	89	3.7	3.2	508	21.1	24.7	196	8.2	7.8	326	13.6	11.8	639	26.6	31.5
Kingborough	426	3.2	2.8	3084	23.2	25.8	961	7.2	6.1	1744	13.1	12.3	3607	27.1	36.0
Launceston	855	3.0	2.4	8941	31.7	33.9	2037	7.2	6.7	2531	9.0	8.4	7845	27.8	34.6
Southern Midlands	74	3.3	2.4	487	21.6	24.8	227	10.1	9.3	283	12.6	10.4	583	25.9	34.9
Tasman	37	3.7	4.4	282	28.0	34.5	59	5.9	3.4	89	8.8	7.9	297	29.5	36.9

NATSEM research conducted for the Social Inclusion Unit, DPAC.

Table 5 shows the level that food contributes to total household expenditure (as a percentage of total household expenditure in the second column and by average weekly expenditure in dollars in the third column). All of the households below spend higher than the Tasmanian average on food, which is 16.0% or \$178.90 in dollar terms.

**Table 5: Percentage of total household expenditure spent on food and average weekly household expenditure (dollars) on food, selected household types, compared to the Tasmanian average**

Household Type	Percentage expenditure on food <sup>85</sup>	AWHE on food <sup>86</sup>
Low incomes	20.5%	\$143.5
Workers with income support	19.7%	\$148.2
Pensioners	19.0%	\$109.5
Unemployed	17.3%	\$114.6
Single parents - medium family	17.3%	\$163.3
Middle to high incomes	16.9%	\$244.5
Renters	16.6%	\$153.4
Tasmanian average	16.0%	\$178.9

Relative Price Index data, developed by G. Dufty and I. MacMillan and provided by the Social Inclusion Unit, Department of Premier and Cabinet.

The table shows that if we look at the percentage of household expenditure on food, the four household types spending the most are all low income households. These households are at risk of food insecurity due to any increases in food prices raising food costs to unsustainable levels. The data also shows that these households are spending less in actual dollars than the Tasmanian average, with pensioners the lowest, at \$109.50 a week. This indicates low incomes, low levels of discretionary income and therefore a low capacity to absorb price rises.

Table 6 shows the LGAs that have the most households exposed to food insecurity due to high expenditure on food and low incomes. The LGAs with the highest proportion of the households are highlighted in green.

<sup>85</sup> Expenditure is the percentage of the total household expenditure spent on food. The remaining expenditure is allocated to all other price groups of the CPI, which includes alcohol and tobacco, clothing and footwear, housing, household contents and services, health, transportation, communication, education and financial and insurance services.

<sup>86</sup> AWHE is Average Weekly Household Expenditure at September 2011 dollars, inflated using the CPI.

**Table 6: Households at risk to food insecurity through high expenditure on food and low incomes, by Local Government Area, Tasmania, 2011 and 2016**

	Low income households <sup>87</sup>			Pensioners			Unemployed			Single parents - medium family		
	No. of H/H's	2011 %	2016 %	No. of H/H's	2011 %	2016 %	No. of H/H's	2011 %	2016 %	No. of H/H's	2011 %	2016 %
Break O' Day	942	32.8	31.3	1006	35.0	38.7	273	9.5	8.5	106	3.7	5.6
Brighton	1370	22.7	21.4	1241	20.6	21.6	480	8.0	6.3	457	7.6	7.3
Burnie	2160	26.4	25.6	2043	24.9	26.4	643	7.8	9.2	430	5.2	5.0
Central Coast	2484	28.5	29.9	2498	28.7	32.0	620	7.1	7.7	327	3.8	3.2
Central Highlands	273	28.8	27.5	278	29.3	31.9	59	6.2	5.9	21	2.2	2.8
Devonport	3032	29.0	28.4	2953	28.3	29.8	785	7.5	8.8	507	4.9	4.6
George Town	762	28.2	28.1	708	26.2	29.9	270	10.0	11.3	127	4.7	5.2
Glamorgan/Spring Bay	522	25.4	25.3	646	31.5	36.1	133	6.5	4.3	65	3.2	2.3
Kentish	634	26.4	26.3	575	23.9	27.4	199	8.3	9.5	91	3.8	3.3
Launceston	7249	25.7	24.7	6991	24.8	26.0	1939	6.9	8.1	1429	5.1	4.9
Tasman	277	27.5	34.5	307	30.5	37.4	87	8.6	9.9	15	1.5	1.2

NATSEM research conducted for the Social Inclusion Unit, DPAC.

<sup>87</sup> The households of workers with income support, middle to high incomes and renters are excluded due to lack of data.



## Appendix Three - Food Security Measures

### Measures currently in place – Food Security prevalence and impact

Measures and research	Collector	Frequency
In the last 12 months, were there any times that you ran out of food and you couldn't afford to buy more? (asked of adults > 18 years).	ABS (National Health/Nutrition Survey) DHHS Population Health Survey	Estimated 3 to 5 years
In the last 12 months did your household run out of food and could not afford to buy more? (asked of parents and carers)	DHHS – Child, Health and Wellbeing Survey	Every 3 years (TBC)
Qualitative research (to assess impacts of food security on disadvantaged Tasmanians)	Social Action Research Centre (SARC) Tasmanian Council of Social Services (TasCOSS)	Estimated every 2 years
Malnutrition screening tool for initial referrals to delivered meals services	Delivered Meal Services (analysed by Pop Health, DHHS)	Every 2 years
% adults meeting daily recommendations for vegetable and fruit intake.	Population Health Survey DHHS	Every 3-5 years
Survey of recipient agencies that receive food from Second Bite "Have you seen an increase in the need for your food related services over the last 12 months?"	SecondBite	Yearly
Emergency Food relief data	FaHCSIA	Every 2 years
% of Tasmanian adults unable to raise \$2000 in an emergency (a key indicator of financial security)	Population Health Survey	Every 2 years
Obesity rates per household income	National Health Survey ABS	Every 2-5 years
Question to teachers regarding children in first year of schooling "Since the start of the year, has the child sometimes (more than once) arrived hungry?"	Australian Early Development Index	Every 3 years

## Measures currently in place – Food Security progress indicators

Measure	Collector	Frequency
<b>Food quality and affordability</b>		
Proportion of income spent on essential items for welfare dependent families and couples	SARC	Yearly
Households (type and age) spending on food and non-alcoholic beverages (% change in amount of food purchased)	ABS	Every 5 years
Reasons for not having the type of food wanted, Tasmanian adults	Population Health Survey	Every 3-5 years
<b>Planning, local government actions</b>		
Percentage of LGAs assessing food security (eg using TFARC Tools*)	DPAC, Local Government Division	Every 2 years
Percentage of LGAs addressing food security in their strategic plans	As above	As above
<b>Community action on food security</b>		
Number and proportion of schools connecting with local food using a whole school approach (eg Move Well Eat Well)	DHHS (Pop Health)	Yearly
Number of schools in disadvantaged areas (that is ENI 70 and above) that have a school breakfast program	Department of Education (drawn from school breakfast funding) Supplemented by Pop Health	Yearly
Number of Community and School Gardens	Sustainable Living Tasmania (community garden network); Royal Tasmanian Botanical Gardens (community garden guild membership)	Every 2 years
Number and location of Eating with Friends (EWF) groups	Tasmanian Association of Community Houses	Yearly

\* TFARC tools include: A market basket survey (Health Food Basket) which includes a list of 44 food items representing what a typical household would eat over a 2 week period; Food outlet audit tool which identifies categories of the various food outlets; Community focus group questions; Household Food Security Survey

## A vision for a comprehensive monitoring and surveillance framework for food security

To get a complete picture of what is happening with respect to food security in Tasmania it will be important to have reliable indicators.

Category*	What we have in place	What we need in the future
Profile of community socioeconomic and demographic characteristics	ABS census data, survey of income and housing etc.	Reliable local level data as well as state-wide data.
Assessment of household food security	Qualitative data on impact of food security in Tasmania  Population Health Survey single item question  ABS National Health/ Nutrition Survey single item question	Compare with 6 item or 18 item questionnaire, to determine degree of underestimate. If this is a reliable underestimate then the single measure can continue to be used as an indicator (that is, we will know it is consistently an underestimate.
Profile of community food resources	Regular survey from SecondBite to their recipients  FaHCSIA data on usage of EFR.	Opportunity to collect same data from other food rescue organisations.
Assessment of food resource accessibility	Pilot program data in two LGAs (2012)	State-wide mapping of food outlets with respect to access. (food outlet audit tool, walkability tool) and mapping of "food deserts".
Assessment of food availability and affordability	Pilot program data in two LGAs (2012)  ABS Household Expenditure Survey  Relative Price Index  Proportion of income spent on essential items for welfare dependent families and couples (SARC)	State-wide market basket survey (every 1-2 years)
Assessment of community food production resources	Feasibility study by UTAS, Institute of Regional Development.	State-wide mapping of community food production.  Agricultural census data – changes in peri-urban agriculture for core food groups.

### \*Definition of types of data that could be collected.

- Profile of community socioeconomic and demographic characteristics: This profile will provide an overview of the level of disadvantage within a population and other relevant demographics.
- Assessment of household food security: identifies prevalence of food insecurity in households, complemented by qualitative data to identify impacts and coping actions to obtain food.
- Profile of community food resources: provides an insight into what resources are available to a community including assistance programs, emergency relief, retail outlets and also community participation in programs or relief.

- Assessment of food resource accessibility: This assessment is using information obtained from the community food resources profile and ensuring that they are located near disadvantaged neighbourhoods, or there is adequate public transport and the existence of other barriers to accessing them.
- Assessment of food availability and affordability: looks specifically at the variety of foods available to a community and their affordability.
- Assessment of community food production resources: Local agricultural and food production resources can play an important role in community food security. This assessment looks at the presence of food production and or processing facilities, community or school gardens or any other production activities.



