



FOOD SECURITY IN TASMANIA

This report includes: a review of the Tasmanian Food Relief to Food Resilience Strategy; an evaluation of the Strategy Action Plan; an overview of food security and its determinants; a scan of the policy and program context across government; and considerations for the new Strategy, such as frameworks, priorities, models and approaches. It was completed for the Department of Premier and Cabinet of the Tasmanian Government. (February 2025)

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Out of scope, s.36



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Review and Analysis of the Tasmanian Food Relief and Food Resilience Environment

Executive Summary.

As part of the *Supporting Stronger Communities* 2024 election policy, the Tasmanian Government has undertaken to develop a whole-of-government strategy (new Strategy) to continue the significant shift from food relief to food resilience in Tasmania to support community level food security.

As a first phase of the commitment, the Government has funded a project that will deliver:

- A review and evaluation of the *Food Relief to Food Resilience: Tasmanian Food Security Strategy 2021-2024* (Food Relief to Food Resilience Strategy) and the *Food Relief to Food Resilience Action Plan 2023-2025* (Food Relief to Food Resilience Action Plan).
- A rapid scan and summary of the food security program, policy, research, and investment landscape in Tasmania, taking a whole of government and food systems approach.
- Research and summary of effective policy, frameworks, and investments in other jurisdictions, with a focus on Australia, which may be adapted in Tasmania.
- A report to the Department of Premier and Cabinet that will inform the broader community consultation process in early 2025 for the development of the new Strategy.

Please note, this phase is contained to engaging at an agency and organisation, rather than community or lived experience level. Community will be invited to participate in the next phase.

The timelines for this review and analysis project was November/December 2024.

Food security defined



Food Resilience refers to the ability of food systems to maintain sufficient food access, quality, and supply for communities and households, particularly in response to shocks such as climate, economic, and/or social challenges.

Section 1: Evaluating the Food Relief to Food Resilience Strategy

This section assesses Tasmania's current Food Relief to Food Resilience Strategy, benchmarking it against evidence-based approaches and frameworks across Australia.

Findings:

- Historically food strategies in Tasmania have emphasised food availability (emergency food relief) with limited progress toward holistic solutions addressing affordability, stability, sustainability, and agency.

- Best practices include principles from South Australia’s Food Relief Charter and WA’s Food Relief Framework, which prioritise dignity, nutrition, sustainability, and community-led emergency food relief and food security program solutions.
- Tasmania’s future strategy can focus on a sustainable food system approach aligned with the UN Sustainable Development Goals (SDGs) to ensure health, equity, and resilience.

Recommendations:

1. Consider all of the food security dimensions, elements of food systems, social determinants and resilience factors of food security in developing the new strategy, moving away from a food relief/availability predominance which has not succeeded in reducing household food insecurity prevalence.
2. Integrate social justice principles, such as the right to food, to empower priority groups and communities and ensure inclusive policymaking.
3. Adopt holistic frameworks addressing root causes of food insecurity, including affordability, utilisation, and sustainability.
4. Require nutrition standards within emergency food relief programs and program investments.
5. Support community-driven, place-based food resilience initiatives beyond food relief.
6. Strengthen governance mechanisms for transparency, accountability and cross-sector collaboration.

Section 2: Evaluation of the Food Relief to Food Resilience Action Plan

This section evaluates the implementation of Tasmania’s *Food Relief to Resilience Action Plan*, identifying successes, challenges, and future opportunities.

Findings

- Through the delivery of the Actions there is clear demonstration of collaborative and connected leadership and innovation, support for community resilience solutions and data and information sharing to increase understanding of food relief and food resilience.
- Actions delivered under the plan demonstrated strong partnerships but faced challenges due to inconsistent governance structures and departmental staff turnover.
- Innovations like the FindHelpTAS platform and Neighbourhood House grants strengthened local food relief infrastructure and connection to support.
- Community organisations, such as Neighbourhood Houses play a critical role in addressing food insecurity but face resource constraints, volunteer fatigue and a tension with their community development approach as a way of working versus the constant crisis of providing food relief.
- Loaves and Fishes Tasmania’s emerging Social Food Wholesaler Model and innovative partnership with OzHarvest showcase scalable solutions for procurement and distribution through partnerships.
- Food Secure Tasmania increased data and information sharing amongst its members and led collective planning for place-based interventions and advocacy to government.

Recommendations:

1. Create and facilitate governance through cross-sector and whole of government collaboration to avoid a siloed response and to capture the expertise needed to design and implement solutions
2. Create longer term funding models to reflect the chronic nature of food insecurity and build community resilience to the impacts of climate change.

3. Embed health, sustainability and agency outcomes into food relief grants and programs.
4. Map and monitor food insecurity geographically to target interventions and build knowledge of the environment for community agencies
5. Invest in evaluating future programs and partnerships to measure their outcomes and impact to inform future decisions and actions.
6. Strengthen community *agency* and people with the lived experiences' participation in decision-making and implementation processes.
7. Tap into the significant expertise in the PHS food security and food system resilience workforce.

Section 3: Tasmanian Food Security and Food System Environmental Scan

This section emphasises the importance of community food resilience, identifying key themes, frameworks, and the critical role of cross-government and cross-sector collaboration in creating healthy, equitable and sustainable food systems which support food security and good nutrition.

Key Insights:

- Resilient food systems must incorporate ecological sustainability, community self-reliance, democratic leadership, food justice, and economic resilience.
- **Cross-government collaboration** is essential to address food security across multiple policy domains, including health, social, education, agriculture, and climate action. A whole-of-government approach ensures policies are aligned and integrated for maximum impact.
- **Working across the food system** involves engaging all stakeholders, including farmers, producers, distributors, community organisations, and policymakers, to build a cohesive and resilient food system that prioritises equity, health, and sustainability.
- Programs such that skill build can increase local food access, skills, and social connections while leveraging partnerships with community services.
- A shift from food relief to a food resilience focus requires integrating sustainable food systems thinking into policy, supported by multi-sector governance and shared accountability.

Recommendations:

1. Establish a cross-government governance mechanism to coordinate food security and food systems efforts across sectors, ensuring alignment with public health, education, agriculture, and social outcomes goals. This discourages siloed responses and inadvertent impacts and acknowledges all of the points of intersection with the food system and multiple departments of government.
2. Invest in scaling up community-driven programs with integrated support from knowledge experts, state and local governments.
3. Prioritise social justice by empowering priority groups and incorporating their voices into food system governance.
4. Invest in workforce capacity and training programs to enhance food system resilience at all levels.
5. Foster cross-sector planning and collaboration by building networks/alliances between government departments, community organisations, agricultural peak bodies and private-sector partners to strengthen food systems planning and promote healthy, equitable and sustainable outcomes at a community and/or regional level.

6. Align the new Strategy with others that are in development such as the 20 Year Preventive Health Strategy, others relating to the social determinants of health and emergency management to increase planning, action and shared accountability.

Section 4: The way forward – leverage points, approaches, and models for supporting food security in Tasmania

This section proposes optimal actions to transition toward a healthy, equitable, and sustainable food system.

Key Priorities:

- **Sustainable Food Systems:** Shift food relief strategies to align with a broader sustainable food systems approach.
- **Right to Food Framework:** Legislate food as a basic human right to address systemic inequities in food access.
- **Community Engagement:** Incorporate lived experiences of food insecurity into policy development.
- **Policy Coherence:** Integrate food security strategies with health, social, economic and climate change policies.

Recommendations:

1. Establish a whole-of-government Food Systems Governance structure to oversee and align cross-sector and across government efforts. This could include appointing a Minister for Food.
2. Acknowledge and build on the goodwill of key stakeholders such as *Food Secure Tasmania*, resourcing their strategic planning, membership expansion and coordinating role
3. Support and facilitate a transition to food relief practices that prioritise fresh, healthy, and sustainably sourced food and less reliant on volunteers and community agencies' operational funding.
4. Deliver community level models that combine interventions such as skills-building programs with improved access to affordable, nutritious food. For example, social supermarket model, which connects community organisations with wholesale food at reduced costs (generating a modest income stream) and includes local education initiatives on cooking and nutrition.
5. Scale models of social and sustainable procurement that expand access to fresh, local produce/products in a variety of community and institutional settings (including school lunch program, hospitality, social supermarket, social wholesaler and institutions) while fostering economic and food system resilience.
6. Align funding timelines and investments with evidence-based strategies for building long-term food resilience.
7. Foster and resource partnerships/alliances at a place-based and/or regional scale with the private sector, local producers, hospitality, local government and community organisations to create economic and social benefits through mapping planning and collaboration making data driven decisions.
8. Monitor and evaluate progress through robust data collection and performance measures to ensure interventions are delivering measurable improvements in food security and community food resilience.

Conclusion

Tasmania's future Strategy must prioritise:

- Nutrition, health, and sustainability as central outcomes.

- Equitable, inclusive, and community-driven solutions.
- Integration of sustainable food systems thinking and cross-government engagement and collaboration to address root causes of food insecurity and reduce systems vulnerability from climate impacts.

By embedding resilience, social justice, and sustainability into policy frameworks, Tasmania can lead in creating a food system that is equitable, ready for the climate challenges ahead and responsive to community needs.

Section 1 – Evaluating the Food Relief to Food Resilience Strategy

This section benchmarks the current Food Relief to Food Resilience Strategy comparing it with evidence-based practices:

- A summary table for implementation, outcomes and recommendations for the future Strategy
- The history of food security strategies in Tasmania
- Principles for food relief and food security strategies
- Frameworks for guiding strategies
- Community Food System Resilience

Several considerations for the future strategy are proposed including nutrition and food quality of emergency food relief, broader frameworks that acknowledge determinants food security and all of its dimensions, rights and the food system. Expanded principles and governance mechanisms are also included.

This section examines Tasmania's *Food Relief to Food Resilience Strategy*, focusing on the Tasmanian policy history, principles, priorities, and benchmarks against evidence-based practices in Australia and elsewhere. The current strategy emphasises addressing food security through community-driven solutions, collaboration across sectors, and data-informed responses. Analysis of historical Tasmanian policies reveals a long-standing focus on food availability (via food relief) with limited progress towards a holistic approach addressing affordability, utilisation, sustainability, and agency. A shift towards community-led, inclusive policymaking is recommended, integrating social justice and empowering vulnerable groups agency for sustainable food security solutions.

This section highlights frameworks such as South Australia's Food Relief Charter and the WA Food Relief Framework, which advocate for systemic changes beyond emergency food relief (EFR), but also on improving EFR. This includes embedding nutrition and sustainability principles and empowering communities to influence policies. A sustainable food systems approach is proposed, aligning with the United Nations' Sustainable Development Goals and emphasising resilience, health, equity, and local economic outcomes.

Following is Table 1. which captures a high-level summary and examples of the implementation and effectiveness of the Strategy. Please refer to Section 2 which outlines detailed results for the Strategy Action Plan. The Action Plan guided the implementation of the Strategy.

For the future Strategy, adopting a framework (see 1.3 to 1.7) which acknowledges the broader determinants can inform a new more holistic goal and principles for both EFR delivery and more systemic approaches to addressing food insecurity and building food resilience. Similarly, the history of developing Strategies for food security in Tasmania (see 1.2) provides useful lessons to ensure all the dimensions of food security are integrated into a future Strategy. Future strategies should transition towards holistic frameworks to address root causes of food insecurity, integrating place-based and participatory (food systems stakeholders, agencies and community) solutions to ensure food access and community food resilience. All six dimensions of food security need to be considered (See Section 4).

Food Relief to Food Resilience Strategy component	Implementation/ outcomes/ effectiveness	Considerations for the future Strategy
Goal		
An integrated food relief sector that supports Tasmanians in need to access sufficient safe, nutritious, quality food, and access services that support long-term food resilience	During the term of the Strategy food insecurity rates in Tasmania, as measured by UTas, remain very high. The implementation of the Strategy via the Action Plan has not impacted community level food insecurity rates. Agencies that distribute food and the community facing agencies who support food insecure Tasmanians both report increasing demand which cannot be met. (see Section 2 and 3)	Adopting actions and service delivery via emergency food relief (EFR) sector only to support Tasmanians who are food insecure severely limits the impact and also does not contribute to long term community food resilience in a way that matches the scale of the issues and/or determinants. EFR alone will never be able to provide sufficient food to meet the needs of Tasmanians requiring support. This is because of the volume of food required and also EFR is not accessed and/or acceptable to community members (see Section 3). Consider setting targets for reducing food insecurity rates and monitor rates through the 3 yearly Tasmanian Population Health Survey.
Principles		
Supporting Tasmanians in need – food relief provides a critical opportunity to connect Tasmanian in need to services that address the determinants of food insecurity	Food insecure Tasmanians were the beneficiaries of the sector delivery and program investments. However, EFR and program investments did not address all six of the dimensions of food insecurity. (See Section 2 and 3)	The future Strategy should consider how to address the known determinants of food security in Tasmania, using a food systems lens, (see Section 3) and expand the government response beyond EFR. Working across the Tasmanian government will allow the touch points of various departments to contribute to food security and system solutions.
Community driven – local communities are best places to understand local need. They must be informed connected and empowered to develop locally based solutions	This was partially achieved. The Strategy Action Plan funded projects however prescribed the community approaches rather than allowing for communities to decide what was best for their communities. Responses included delivering more EFR, which are unfortunately insufficient to meet the growing demand. Empowering actions included creating skill building opportunities to grow more food or cook healthy food, but again these were prescribed rather than allowing for community led responses and had limited reach.	The community reach and investment for community level action as an approach to supporting community level food security is well supported by the evidence from the frameworks (see 1.3-1.7) and best practice models (see Section 4).

Food Relief to Food Resilience Strategy component	Implementation/ outcomes/ effectiveness	Considerations for the future Strategy
	(See Section 2 for Action Plan evaluation)	
Working together – collaboration across all levels of government, the food relief sector and community sector is critical to successful local solutions that meet the demand for food relief and drive food resilience	In the food security space, there are examples of collaboration across local government and state government. This has been facilitated through the Public Health Services <i>Healthy Tasmania Five Year Strategy</i> Grants which used the <i>Food Relief to Food Resilience</i> Strategy as a guiding document for submissions (Healthy Focus or Lift Local Grants; see Section 3).	This principle is supported by the evidence and frameworks presented in Section 4. It is recommended on the proviso that the approach is expanded beyond EFR and adopts a healthy, sustainable and equitable food systems frame. Local Governments new role in supporting community health and wellbeing arising from the review of Local Government projects creates an environment for strengthening across levels of government provided resourcing is adequate.
Informed and responsive to future need – data gathering and information sharing across the food relief sector is required to ensure solutions meet the needs of individual communities and can respond to future demand	While the FindHelp platform was well used by community members (in the south of Tasmania), the information was not complete so only approximately 30% of service providers were listed. The proposed Place-based projects offered the best opportunity for data sharing and creating participatory responses at a community level, however, have not been implemented	Monitoring of community food security using the six-question approach developed and tested four times since 2020 is recommended. The research can identify vulnerable groups and locations to inform future program investments. DPAC could advocate for the questions to be included in the Tasmanian Population Health Survey later in 2025.
Priorities		
Integrated support – collaborative and connected leadership and innovation	There are several examples/findings of collaborative and connected leadership as part of the Strategy implementation. These included the planning and advocacy undertaken by Food Secure Tasmania and the innovation in food distribution through partnerships (See Section 2). It was noted by stakeholders, DPAC not consulting on the penultimate version of the Action Plan demonstrated the weakness of the collaboration between government and external stakeholders.	Mechanisms to enhance collective and connected leadership through alliances/networks/ Coalitions are proposed in Section 4. This will strengthen governance to include food system stakeholders and should ideally operate at a place-based, regional and state level. (See Section 4)
Place-based – support for community food resilience solutions	Food Secure Tasmania (formerly the Tasmanian Food Security Coalition) members led several	Resourcing this approach is extremely worthy, provided there is good leadership and

Food Relief to Food Resilience Strategy component	Implementation/ outcomes/ effectiveness	Considerations for the future Strategy
	sessions to plan for the delivery of this priority. Their proposals (including innovative models, criteria, data) were presented to DPAC, however the funds were not distributed/allocated.	support/expertise for planning, implementation and evaluation for community action. Time is required for the collaborative planning and long-term action (5-8 years; see Section 4)
Data and information – understanding Tasmanian food relief and food resilience through improved data sharing	Research that explored food insecurity prevalence, the lived experience, service/program provision, triggers for seeking EFR, and demand was delivered during the Strategy timeline. The research was conducted by Public Health Services, Neighbourhood Houses Tasmania, Menzies (School Lunch Program) and Loaves and Fishes were shared with DPAC in submissions, meetings and the place-based proposal and across the Food Secure Tasmania network. The data are aggregated in Section 3.	Stakeholders would like to see evidence of how the data informs the future Strategy and implementation. It will demonstrate a more participatory approach to policy making, supported by the frameworks and approaches proposed in Section 4.

Table 1. High-level summary and examples of the implementation and effectiveness of the Strategy

1.1 Benchmarking the Strategy

Guidance for future Strategy is drawn by considering the evidence of other practices, frameworks and principles for creating equitable, healthy and sustainable food systems for communities experiencing food insecurity, beyond those included in the current Strategy. In this section for comparison examples are drawn from to demonstrate the breadth of evidence-based approaches available. The focus in this section is drawing upon examples from across Australia that may be transferable.

Please note, the evaluation of the implementation and impact of the Action Plan is in Section 2 and the optimal actions, are presented in Section 4 of this report. A whole of food system lens has been applied to this benchmarking.

The current Tasmanian Food Relief to Food Resilience Strategy has four guiding principles and three broad priorities.

Principles

- **Supporting Tasmanians in need** – Food relief provides a critical opportunities to connect Tasmanian in need to services that address the determinants of food security.
- **Community driven** – local communities are best placed to understand the local need. They must be informed, connected and empowered to develop locally based solutions.
- **Working together** – Collaboration across all levels of government, the food relief sector and the community sector is critical to successful solutions that meet the demand for food relief and drive food resilience.
- **Informed and responsive to future need** – Data gathering and information sharing across the food relief sector is required to ensure solutions meet the needs of individual communities and can respond to future demand.

Priorities

Activity to support food resilience will address three Priority Areas. The priority areas are:

- **Integrated support** – Collaborative and connected leadership and innovation
- **Place-based** – Support for community food resilience solutions
- **Data and information** – Understanding Tasmanian food relief and food resilience through improved data and information sharing.

1.2 The History of Tasmanian Food and Nutrition and Food Security Strategies

This historical analysis is offered to inform any future community consultation process. Many Tasmanians that may actively engage in the consultation for the new Strategy have a memory of policy past and may refer to it. Tasmania has been a leader in this policy space, and it is a point of pride for some long-standing community and policy makers.

Analysis of Tasmania's food and nutrition and food security policies was undertaken in 2023.¹ The research investigated the evolution of discourses and practices in Tasmanian food and nutrition policies from 1994 to 2023. Four foundational documents were analysed using qualitative document analysis revealing persistent food insecurity issues over three decades of the policies. The research was undertaken as part of the PhD by Sandra Murray at UTas. The policies analysed were:

1. Tasmanian Food and Nutrition Policy 1994
2. Tasmanian Food and Nutrition Policy 2004
3. Tasmanian Food for All Food Security Strategy 2012 (See Appendices in Section 4)
4. Tasmanian Food Relief to Food Resilience Strategy 2021

The research concludes that:

- Approaches to community and household food security have primarily focused on food availability (food relief) for 25 years.
- Moving towards a more contemporary and holistic approach to food security, including all of the food security dimensions of utilisation, stability, sustainability, and agency, has not progressed significantly.
- There have been limitations to the analysis in capturing the practical, on-the-ground impacts of the policies, as it primarily focuses on policy language without exploring the implementation or effectiveness of the policies and strategies.
- The past 30 years, show a persistent dominance of agricultural *productivism* aimed at increasing food availability, with other dimensions of food security playing secondary roles or being absent altogether.
- In 2004 additional dimensions of access, utilisation and the environment started to appear.
- In 2012 *agency* inched in with a more consultative approach to policy development, and then a lack of progress in the integration of 'agency' by 2021 with institutional representatives from the community the only consultation contributors, i.e. not those with the lived experience.

The way forward

To enhance food security and the resilience of food systems, enhancing agency in policy and decision making is important, empowering all actors within the food system, especially people at risk or experiencing food insecurity. In Tasmania, the integration of agency into food security interventions are limited. Public policy and

¹ Murray S, Gale F, Adams D and Dalton L, 2024 Evolution of Food and Nutrition Policy: A Tasmanian Case Study from 1994 to 2023 <https://www.mdpi.com/2072-6643/16/7/918>

governance structures that enhance agency can distribute power more equitably within food systems, allowing for greater participation and more authentic representation, particularly for at risk groups.

The inclusion of social justice, which is intrinsically linked to the concept of agency, ensures fair and equitable treatment for all community members. In Tasmania, social justice principles have remained underdeveloped in food and nutrition policies over the past three decades. This could be improved in future policy development to create opportunities for at risk communities and/or groups, so they can actively participate in the policymaking process. This should lead to community led solutions being genuinely incorporated into these policies.

Future policy development should transition away from its primary focus on food availability towards a dynamic, comprehensive approach that equally emphasises access, affordability, utilisation, agency, and sustainability. Adopting this approach represents an opportunity to develop policies that respond to addressing the food systems nature of food security.

1.3 Evidence informed principles for Food security Strategies – Australian examples

The 2023 rapid review undertaken for the South Australian Government, *Food Secure Communities in South Australia: an evidence summary to support food security across food and social systems*², explored optimal principles and frameworks for government food security strategies. The review was led by academic experts in the field of community food insecurity from Deakin and Flinders Universities.

Distilled from a variety of evidence sources, the review found there are cross-cutting principles for inclusion in strategies to support community food security. The review found that considering beyond food relief to support community food security is critical. The principles are:

- Consult with community
- Plan strategically and implement for an appropriate duration
- Support dignity of food insecure people
- Mix universal and targeted measures
- Reflect the local context
- **Food programs are nutritious and promote reciprocity and social connection, trauma informed and offer choice**
- **Food programs support sustainable food systems and diets**
- Design for collective impact
- Move beyond the philanthropic and charitable food sector
- **Tackle the root causes of food insecurity.**³

There are a variety of other charters and guidelines at a state and federal level that guide the delivery of and funding for emergency food relief in Australia. They include:

- [ACOSS](#)
- [WA Food Relief Framework](#)
- [Salvation Army Doorways Handbook](#)

² Lindberg, R, Ribeiro de Melo P, Pettman T and Bogomolova S, 2023, Food Secure Communities in South Australia: An evidence summary to support food security across food and social systems. https://dro.deakin.edu.au/articles/report/Food_Secure_Communities_in_South_Australia_An_evidence_summary_to_support_food_security_across_food_and_social_systems/26778076?file=48641983

³ Ibid

Case study - South Australian Food Relief Charter ⁴

The SA Food Relief Charter developed in 2019 was the result of a codesign process⁵ with the ER sector, health, government and community organisations. The resulting principles are captured in the Table 2 below.

Principles	Desired and/or Intended Outcome
1. Collaboration to build an effective and integrated food relief system	Improved service coordination in the food relief 'system' to improve impact, reducing the number of people reliant on food relief.
2. Focusing on nutrition and health	Maximise availability of healthy and appropriate foods, minimising provision of unhealthy food and drinks.
3. Delivering a service built on fairness and equity	Service based on values including choice, safety, dignity, respect, compassion, transparency, privacy, cultural sensitivity, empowerment, and independence, with a focus on action to assist people to move out of food insecurity.
4. Connecting people, building skills, and confidence	Accessing food relief provides an opportunity to access other services and may facilitate a pathway out of food insecurity.
5. Monitoring and evaluating to measure collective impact	Data collection to quantify and assess the quality of outputs and outcomes, with a view to develop a set of shared outcomes in the future.

Table 2 – SA Food Relief Charter principles and intent⁶

While the Charter alone is insufficient to create an optimal food relief system the delivery of the principles do help to create an enabling culture within the food relief sector and an opportunity for the sector to have a unified voice to advocate for wider efforts to address community food insecurity. The Charter established goals for improvement in food quality, practice standards, client outcomes and workforce capacity/skills.

The subsequent *Nutrition Guidelines for Food Relief* (Nutrition Guidelines)⁷ were also developed in 2019 to support the South Australian Food Relief Charter. They aim to increase the provision and proportion of healthy foods in the emergency food relief sector and reduce the provision of unhealthy or discretionary foods. The Guidelines are food based and also go beyond food standards to:

- provide advice on creating a health-promoting food environment, such as using prominent placement, competitive pricing, and increased promotion of 'green' and 'amber' classified foods.
- integrate sustainability principles; for instance, they advocate supporting local growers and producers to reduce handling and transport costs and related GHGs and accepting/rescuing second grade produce with slight physical imperfections to minimise wastage of food that is otherwise safe to eat. (The Nutrition Guidelines were an outcome of the Food Security Project - a joint initiative of the Department for Healthy and Well-being and the Department of Human Services – See Section 4).⁸

⁴ https://dhs.sa.gov.au/_data/assets/pdf_file/0003/154695/2023-2024-Grants-SA-Addressing-Food-Security-Funding-Guidelines-For-PDF.pdf

⁵ Pettman T et al, 2022, **A Food Relief Charter for South Australia—Towards a Shared Vision for Pathways Out of Food Insecurity** <https://www.mdpi.com/1660-4601/19/12/7080>

⁶ Ibid.

⁷ Ibid.

⁸ Ibid.

1.4 Frameworks - Right to Food Framework

Food is human right. Adequate food and to be free from hunger are included in the Universal Declaration of Human Rights.⁹ Like every human right there are obligations to :

- Respect – not interfere with one’s ability to acquire food
- Protect – make sure that others do not interfere with access to food
- Fulfill – facilitate or create social and economic environments that foster human development and provide food in an emergency or in circumstances of self-provisioning is beyond their control, and strengthen people access to and utilization of resources and means to ensure their livelihood, including food security.
- Fulfill – provide - whenever an individual or group is unable to enjoy the right to adequate food, States have an obligation to fulfill this and take whatever steps are necessary to ensure that everyone is free from hunger and as soon as possible can enjoy the right to adequate food.

In August of 2024, a timely academic paper¹⁰ was published capturing perspectives, via interviews, of 30 Australian key informants (food security experts), to develop a roadmap using a rights-based framework to address food security in Australia. Human rights - this language, its international recognition and as a “way of working”, offers an alternative to the dominant responses to food insecurity, which are unfortunately not working. The Australian experts proposed action, processes, values and who the key actors could be when adopting the right to food approach. Table 3. below summarises the proposed roadmap.

	Actions, processes, values and key actors
Policy Leadership	• Relevant policies (poverty, social development, food security) at all levels of government, embedded in law, to holistically address hunger and poverty to ensure people can feed themselves and their family in freedom and dignity • Specific institution established to coordinate/implement right to food policy • Commercial interests in food systems are kept in check to ensure they are not privileged over health, sustainability and equity <i>Actors: Governments at all levels</i>
Empowerment	• Include community members with lived experience of food insecurity in decision making and program/policy development • Policy-making processes to include key stakeholders; national human rights institutions, civil society and private sector <i>Actors: Government at all levels, not-for-profit sector and community</i>
Resourcing	• Resourcing of the physical, human and financial resources to enable food security policies and programs • Increased transparency with state budgets • Adequate social welfare stipends and living wage • Removal of barriers to employment/economic participation • Resources for monitoring efforts & regular household <i>Actors: Governments at all levels, philanthropy</i>
Accountability and monitoring	• Transparent measures for tracking progress against reduction targets & regular reporting of the prevalence and severity of food insecurity • Accountability of governments, and others, for taking action to address reduction targets • Disaggregated analysis of nutrition behaviours of different groups • Coordinated timelines for progress and responsibilities • Regular right to food impact assessments for domestic policy interventions and decisions • Monitoring of food prices against minimum wage levels & welfare <i>Actors: Governments at all levels, universities and research institutes</i>
Advocate and enact	• Increase awareness of human right to food amongst society and stakeholder institutions

⁹ <https://www.ohchr.org/en/special-procedures/sr-food/about-right-food-and-human-rights>

¹⁰ Lindberg R, Yii V, Millen E, Godrich S, 2024 Revising a right to food road map—perspectives of Australian key informants <https://www.sciencedirect.com/science/article/pii/S1326020024000657>

	• Civil society and not for profit role is in advocating for rights-based interventions, rather than to provide sub-optimal food relief programs that in no way alter the power dynamics that perpetuate food insecurity and mask the states responsibility • When charitable emergency food relief is required, it should be nutritious, safe, culturally appropriate, dignified and include community participation/leadership <i>Actors: Not-for-profit sector</i>
Equitable, healthy and sustainable food systems	• Secure access and sustainable utilization of land, water, forests, fisheries and livestock for farmers, with special emphasis on Aboriginal and Torres Strait Islander people • Promotion of environmental research and development and viability of small and medium scale farming • Systematic shifts to ensure access to equitable, nutritious and resilient sustainable food supply amongst the general population, with tailored attention for people 'at risk' of food insecurity • Population wide efforts to ensure dietary diversity and healthy eating for the general population, complemented with targeted programs for populations experiencing food insecurity <i>Actors: All</i>

Table 3 – A road map using a right to food framework for addressing food insecurity

A rights-based approach to food relief in action - WA Food Relief Framework

The WA Council of Social Services led WA Food Relief Framework, completed in 2019, is one of the most detailed reviews of the food relief landscape in any state of Australia.¹¹ The basic premise of the Framework - **Secure the basic right for every person in Western Australia to be food secure, with support from all sectors of the community.** The working group for the Framework project had stakeholders from across government, charities/not for profits, the health service and the project funder Lottery West.

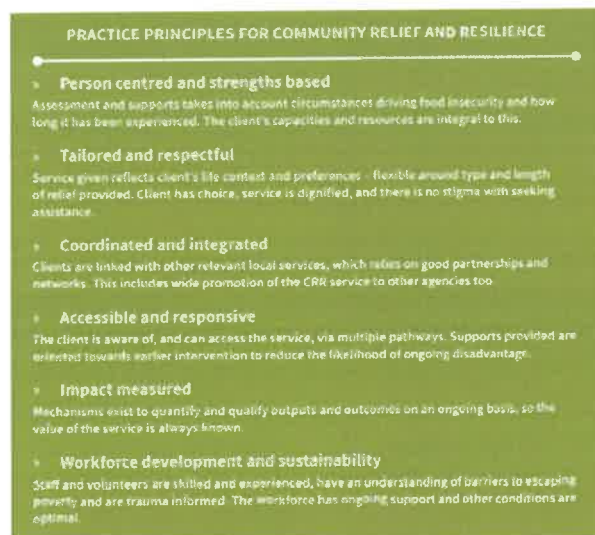
The process to develop the framework captured the views of people with the lived experience, service/support agencies providing direct and indirect services (e.g. Foodbank), logistics providers, and food donors. The project resulted in an innovation in estimating risk of food insecurity geographically, by developing a *food stress index*. Food stress occurs when a person, couple or family have to spend more than 25% of their disposable weekly income on food to eat well. The Food Stress Index is a single number that is derived by combining multiple socioeconomic indicators of advantage or disadvantage that are known to be associated with food insecurity and food affordability measured through supermarket basket surveys (which calculate the cost to purchase food for a healthy meal plan).¹² The Food Stress Index first conducted in 2018 was updated in 2023.¹³

A key component of the Framework is the practice principles for community relief and resilience, outlined below.

¹¹ <https://wacoss.org.au/wp-content/uploads/2019/10/Food-Relief-Framework-report-sml.pdf>

¹² The last comprehensive measure of food cost via a basket survey in Tasmania was in 2016

¹³ <https://www.wacoss.org.au/wp-content/uploads/2023/10/F.-Food-Stress-Index-Update.pdf>



Box 1 – Practice principles for EFR and resilience

The resulting recommendations from the mapping and consultation, beyond the principles, were to

- **map and monitor** food insecurity
- enhance coordination, quality and diversify **supply** (produce frozen meals) and explore tax incentives
- **support** outcomes-oriented services, with adequate resourcing, workforce skills building, place-based pilots, data collection, codes of practice and adoption of the principles into practice
- **improve food consumption** by embedding the lived experience in service delivery, explore and evaluate new models of delivery, design instore vouchers systems and provide widespread adoption of Consumer and Provider Charter for food relief
- **proactive leadership from government** through policies such as nutrition focused food relief, sustained funding, strengthening the role of local government and align the Framework with other government reforms and priorities.

Emergency food relief is considered a *lifeline* for those severely food insecure. However, when used alone, does not eliminate the heightened food insecurity of emergency food relief recipients. Research suggest efforts to improve the nutritional quality of food through food relief could improve both the experience and diet-related outcomes of those requiring food relief.¹⁴

1.5 Frameworks for guiding a sustainable food systems approach to food security

Food systems (FS) encompass the entire range of actors, and their interlinked value-adding activities involved in the production, aggregation, processing, distribution, consumption and disposal of food products that originate from agriculture, forestry or fisheries, and parts of the broader economic, societal and natural environments in which they are embedded. The food system is composed of sub-systems (e.g. farming system, waste management system, input supply system, etc.) and interacts with other key systems (e.g. energy system, trade system, health system, etc.). Therefore, a structural change in the food system might originate from a change in another system; for example, a policy promoting more biofuel in the energy system will have a significant impact on the food system.

A sustainable food system (SFS) is a food system that delivers food security and nutrition for all in such a way that the economic, social and environmental fundamentals to generate food security and nutrition for future generations are not compromised. This means that: – It is profitable throughout (economic

¹⁴ Olroyd L, Eskandari F, Pratt C, Lake A 2022 The nutritional quality of food parcels provided by food banks and the effectiveness of food banks at reducing food insecurity in developed countries: a mixed-method systematic review DOI: 10.1111/jhn.12994

sustainability); – It has broad-based benefits for society (social sustainability); and – It has a positive or neutral impact on the natural environment (environmental sustainability).¹⁵

A sustainable food system is at the centre of the United Nations' Sustainable Development Goals (SDGs). Adopted in 2015, the SDGs call for major transformations in agriculture and food systems in order to end hunger, achieve food security and improve nutrition by 2030.¹⁶

Included in the 2023 *Food Secure Communities in South Australia: An evidence summary to support food security across food and social systems*¹⁷ was a proposed framework for leveraging **healthy, equitable and sustainable food systems to alleviate food insecurity**. Informed by the *Victorian Food Systems Working Group Consensus Statement*,¹⁷ the purpose was to prioritise long term food security for Victoria, post the initial COVID 19 emergency response (Table 4). The policy leverage points were across Governance and Actions. The proposed actions will be described in Section 4.

Policy Leverage points		
Governance	Right to Food Law	Create and enabling policy environment to transform the state food system by legislating the right to food and embedding it into all relevant State and Local Government policies, budgeting processes and activities.
	Food Systems Governance	Strengthen food systems governance capacity by establishing whole of government mechanisms to oversee the codesign and implementation of a State Food System Strategy and investment plan
	Food systems monitoring	Advance better food systems strategy and policy design through a comprehensive performance measurement and monitoring framework in the State of the Environment Report.
	Community Food Systems Strategies	Require, empower and resource local governments to lead codesigned community level strategies (this could be legislated for through the Public Health Act)
	Community Food Systems Planning	Prioritise and promote healthy community food systems through planning legislation to explicitly state the promotion of health, alongside economic, environmental and social wellbeing considerations.

Table 4. Governance Leverage Points for Healthy, Equitable and Sustainable Food Systems for Food Security.¹⁸

The *Consensus Statement* made particular note of the role of food relief in adopting this framework. They noted increasing demand for food relief however, the models of food provision often heavily rely on donated surplus food from food manufacturers.¹⁹ They observed that as a result, non-perishable, ultra-processed unhealthy foods are abundant in food relief, and there is an insufficient healthy foods such as fresh vegetables and fruits. This poor-quality food can exacerbate health issues in vulnerable groups.

The food relief sector could become a leverage point for food system change if the standards and models (the quality and sourcing of the food that is provided) are adjusted, as far as is practicable, in line with the guiding principles for systems change.²⁰ This means preferencing fresh and healthy minimally processed and sustainably grown food that is sourced locally or regionally where possible (contract grown under subsidy or

¹⁵ <https://openknowledge.fao.org/server/api/core/bitstreams/b620989c-407b-4caf-a152-f790f55fec71/content>

¹⁶ Ibid.

¹⁷ <https://ipan.deakin.edu.au/2022/06/consensus-statement-towards-a-healthy-regenerative-and-equitable-food-system-in-victoria/>

¹⁸ Ibid.

¹⁹ Bazerghi, C., McKay, F.H. and Dunn, D., The Role of Food Banks in Addressing Food Insecurity: A Systematic Review. *J Community Health*, 2016. 41(4): p. 732-40

²⁰ Hebinck, A., et al., Capturing Change in European Food Assistance Practices: A Transformative Social Innovation Perspective. *Local Environment*, 2018. 23(4): p. 398-413

charitably funded, if needed and appropriate)—a shift which tax incentives could bolster.²¹ Ensuring that Federal and State funding for food relief flows equitably beyond metropolitan to regional and rural food relief agencies could support work on this leverage point.

Tasmanian Case Study – University of Tasmania – Healthy, equitable and sustainable food strategic plan – 2023-2028

This Healthy, Sustainable, and Equitable Food Strategic Plan²² (the Plan) is regarded as an important contribution to achieving the UTAS Strategic Framework for Sustainability, including working to achieve the UN Sustainable Development Goals (SDGs)⁶. This Plan when implemented will deliver on :

- SDG 2 – Zero Hunger,
- SDG 3 – Good Health and Wellbeing,
- SDG 11 – Sustainable Cities and Communities,
- SDG 12 – Responsible Consumption and Production, and
- SDG 17 – Partnerships for the Goals.

The Plan is a first for UTas and was informed by responses to the 2020 and 2022 Sustainability Survey food-related questions ,campus food environment audits conducted in 2020 and 2022 , a Participatory Action Research (PAR) process in 2021 facilitated by Sandra Murray, (PhD Candidate, School of Health Science), and stakeholder engagement with staff, students, and community members.

The Plan focuses on a broad understanding of food systems, including procurement, preparation, provision, and food waste management, which are common to many tertiary strategies. It considers aspects of socio-cultural sustainability to ensure our students, staff and community flourish today and into the future. The aim of this plan is to provide a framework that promotes:

- Development of a healthy food system that supports the health of our people and enhances the biodiversity of the natural environment
- A sustainable food system that strengthens our regional economies and builds the capacity and resilience of our communities
- An equitable food system that celebrates a rights-based approach to adequate food and that makes nutritious and culturally appropriate food accessible and affordable to everyone across our campuses including the people who are preparing our food
- Respect and acknowledgement for Aboriginal food cultures and practices, and
- Celebration of traditional food practices of Tasmania's diverse communities.

The nine priorities for the Plan are:

- | | |
|--|--|
| 1. Food security and social justice | 6. Facilities and services |
| 2. Food systems knowledge and skills | 7. Community engagement, support, and partnerships |
| 3. Embedding Aboriginal and Torres Strait Islander knowledges | 8. Data, information, and knowledge translators |
| 4. Urban agriculture and edible campuses | 9. Leadership, participation, and change-makers |
| 5. Sustainable food procurement, commercial and social enterprises | |

²¹ https://vicfoodsystem.org.au/wp-content/uploads/2022/09/Food-Systems-Consensus-Statement_Web-20220324_.pdf

²² https://www.utas.edu.au/_data/assets/pdf_file/0008/1688111/Healthy,-Sustainable,-and-Equitable-Food-Strategic-Plan-2023-2028.pdf

The Action for implementation includes, activities, success measures, who is responsible for delivery of the actions and the status for each action. While a comprehensive Plan, currently resourcing for delivery provided by the University is very limited.

1.6 Healthy and Equitable Eating Policy Framework

The determinants of health can be social, environmental, commercial, economic, cultural and digital and many of them intersect with and influence household and community food security. The diagram 1 below illustrates the broad determinants of health, as adopted by the healthy Tasmania Five Year Strategic Plan.

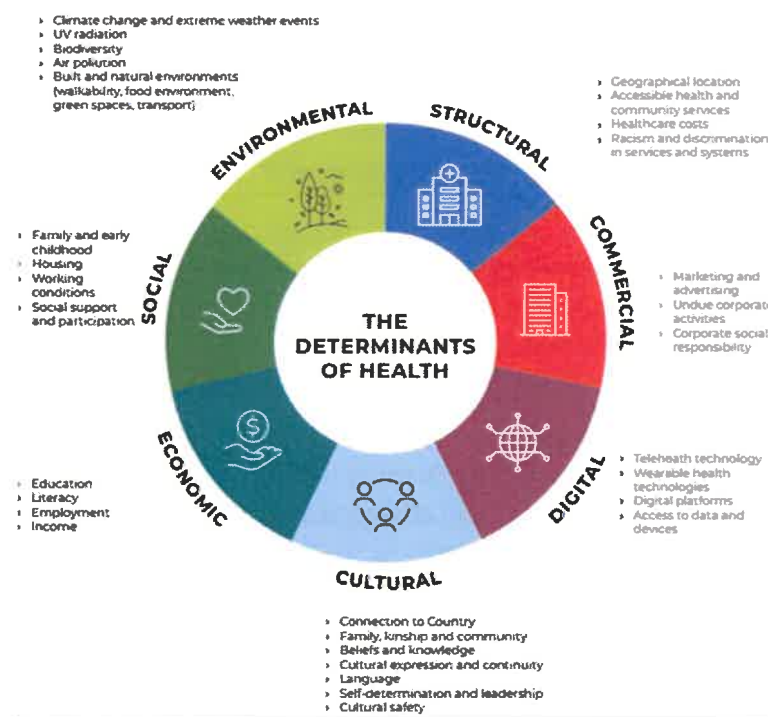


Diagram 1 – The determinants of health²³

A healthy and equitable eating policy framework ('HE2 framework')²⁴, which considers the social determinants of health, was formally conceptualised in workshops of Australian government, non-government and academic Australian expert stakeholders. This framework emphasises the important of working across government as it captures housing, social protection, employment, education, transport, planning, and the food system and environment all as possible determinants of household food security. It encourages a whole of government response, so considering beyond community/social services and agriculture. The following Table 5 includes the important policy domains and demonstrates how policy across the domains can be used to influence food security at a household and community level.

²³ Jose K, Doherty B, Galvin L, and McGrath G. Healthy Tasmania Five-Year Strategic Plan Research and Evaluation Report 1 Baseline. Menzies Institute for Medical Research, University of Tasmania. Hobart, Australia (2022). https://www.health.tas.gov.au/sites/default/files/2023-06/UTAS_Menzies_HealthyTas_Baseline%20Report_ACCESS_V3%20%5Baccessible%5D%200623.pdf

²⁴ Pescud M, Friel S, Lee A, Sacks G, Meertens E, Carter R, et al. Extending the paradigm: a policy framework for healthy and equitable eating (HE2). Public Health Nutrition. 2018; 21:3477-81.

Policy domain	Overarching policy statements
Housing	Establish minimum standards and pricing structures for public housing and best practice principles for housing outside the public realm (i.e. new developments of houses/flats; institutions) to ensure that housing that promotes healthy food environments is affordable
Social protection	Establish and implement policies to improve the conditions that perpetuate poor nutrition among disadvantaged groups, ensuring that financial needs are met with respect to food shopping and consumption and that guidelines exist that promote healthy food provision within the emergency food sector
Employment	Create policies to ensure access to employment/income, coupled with comprehensive and flexible workplace policies designed to ensure that employees and the general public are supported to make healthy food choices both within the workplace and outside
Education	Ensure nutrition literacy needs are met for children and families and that support and resources are provided to equip children to stay in the education system for as long as possible
Transport	Ensure transport policies support accessibility needs of all citizens, subsidise travel fares for those on low incomes or with disabilities, and encompass freight subsidies for fresh produce
Planning	Implement planning policies to support the availability and accessibility of healthy foods and limit the availability of unhealthy foods in communities
Food systems and environment	Implement policies across the food system and environment to ensure coherence with respect to nutrition-focused equity goals across sectors, to improve levels of availability, accessibility, affordability and acceptability of healthy foods

Table 5. The HE2 Framework and policy statements for addressing food insecurity

In action - A social determinants of health framework was adopted for *Healthy Food Access Tasmania*, a project to address food insecurity in Tasmania (2014-2016). A focus of the project was to define the role of local government in supporting food insecure residents. To support decision making one of the project key outputs was local government level profiles which brought together data from a variety of sources including the Census, Tasmanian Population Health Survey, ABS and a Tasmanian basket survey – a summary of the social determinants of health which helped to identify which community groups and locations were vulnerable to food insecurity. The project was federally funded through the SDoH program, auspiced by Tasmania Medicare Local.

1.7 Community Food Resilience

Food system resilience is the ability of a food system to provide enough food to people in a timely and appropriate manner, even when faced with shocks and stressors. These shocks can include climate change, economic shocks, industrialisation, and social shocks.²⁵ Resilience is distinct from sustainability and stability, as illustrated in the Diagram 2 below (using vegetable growing as an example), but all are needed to support community level food resilience, an aspiration of the *Food Relief to Food Resilience Strategy*.

²⁵ <https://www.sciencedirect.com/science/article/abs/pii/S2211912415300031?via%3Dihub>

	SUSTAINABILITY	STABILITY	RESILIENCE
DEFINITION	"The ability to meet the needs of the present without compromising the ability of future generations to meet their own needs" ¹³	"The ability to return to an equilibrium state after a temporary disturbance" ¹⁴	"The capacity to deal with change and continue to develop" ⁹
GOALS	Balancing present and future needs, preventing and mitigating resource or capacity loss, & preventing future disruptions	Maintaining equilibrium, minimizing disruption, & robustness	Learning, adapting, transforming, & persisting despite challenges
EXAMPLE	Some vegetable growers have switched from conventional to organic practices to improve soil health and improve the ability of the land to keep producing food for generations to come.	A farmer who uses greenhouses for growing vegetables can keep temperatures inside the greenhouse stable and production at the same level, even in the case of electrical outages because they have a backup generator.	When COVID-19 containment measures closed restaurants, a farmer who had supplied food to restaurants adapted to distribute food to community members through community-supported agriculture (CSA). Because of the new business generated through the CSA, the farmer was able to expand their operations post-pandemic.

Diagram 2 The distinction between sustainability, stability and resilience (Source: John Hopkins²⁶)

In the last 15 years there is an increasing awareness that community food policies and programs can address issues of equity, sustainability, profitability, and resilience in food systems. Internationally, community coalitions, policy councils and all levels of government and other food systems stakeholders are seeking to improve community food systems through policy and programs. However, often there is a lack of clarity about the types of policy or program models exist to help achieve their resilience goals.

Research conducted in 2022²⁷, identified through expert consensus, a framework and developed an audit tool. The framework for community food system resilience has three domains: (1) values that should guide adopting and implementing policies and programs to facilitate community food systems resilience, (2) benefits of adopting policies and programs that support community food systems resilience, and (3) policies, programs, and initiatives that are indicators of resilience.

This framework for community food system resilience, emphasises indicators and strategies for strengthening food security at the community level. The research identifies seven core themes that underpin resilient food systems:

1. Agricultural and Ecological Sustainability: Policies should support resource conservation and ecological balance, ensuring that agricultural practices do not deplete natural resources, thus contributing to long-term food production sustainability.

²⁶ Food System Resilience – A planning guide for local government <https://clf.jhsph.edu/sites/default/files/2022-12/module1-gettingstarted.pdf>

²⁷ Campbell C, Papanek A, DeLong A, Diaz J and Gusto C, 2022 Community food systems resilience: Values, benefits, and indicators <https://doi.org/10.5304/jafscd.2022.114.006>

2. **Community Health:** Community health benefits through access to affordable, nutritious, and culturally appropriate foods are fundamental. Policies may include support for local food retail and nutrition education, enhancing both physical health and resilience.
3. **Community Self-Reliance:** This involves localised food production and distribution that lessens reliance on external food supply chains. Policies can include land protection for farming, food production zoning, and access to resources for local food initiatives.
4. **Distributive and Democratic Leadership:** Democratic leadership ensures that all community stakeholders, including historically marginalised groups, have a voice in food systems decisions, promoting equity and shared ownership.
5. **Focus on Farmers and Food Makers:** Investment in local farmers and food businesses is crucial. Policies should support farm viability and market access, recognising the central role farmers play in food resilience.
6. **Food Justice:** Ensuring access to nutritious food as a human right and addressing systemic inequalities that impact food access for different segments of the population are key to food justice.
7. **Place-Based Economics:** Economic resilience is fostered by localised control of food system resources, supporting local jobs, and infrastructure that benefits the community's food security.

These themes are operationalised through various indicators that communities can assess via the audit tool. The research emphasises that government policies can play a supporting role through the framework that enable local stakeholders—farmers, community groups, and local businesses—to collaborate towards shared food resilience goals. The audit tool includes measurable indicators to help communities identify priority areas and implement supportive policies, thereby fostering long-term resilience in local food systems. The indicators provide a comprehensive framework for communities to assess their current food system resilience. The resulting audit can guide policies that enhance sustainability, health, equity, and local economic stability.

Considerations for the new Strategy

1. **Embed health/nutrition outcomes as an outcome for food relief is consistent with many jurisdictions in Australia and evidence based.**
2. **Adopt a participatory approach to engage with people with the lived experience of food insecurity to ensure they have agency in the policy making process. Not-for-profits, service providers, front line agencies and Public Health Service also have considerable expertise to contribute**
3. **Consider all of the dimensions, food system, social determinants and resilience factors of food security in developing the new strategy, moving away from a food relief/availability predominance which has not worked to reduce household food insecurity prevalence.**
4. **Frameworks which consider food systems, equity, nutrition, sustainability and resilience should assist to determine the principles and priorities for maximising impact and moving the future policy further into the food resilience space.**

Section 2 – Evaluation of the Food Relief to Food Resilience Action Plan.

In Section 2 data, program and activity summaries and information for the evaluation is collated for the implementation and impact of the Action Plan.

The Action Plan listed actions under three categories – sustainable relief, growing systems and building resilience. The Plan signalled the expectation of delivery of the three priority areas through the Actions – integrated support, place-based and/or data and information.

Stakeholders were interviewed either virtually or in person and agencies/stakeholders kindly provided additional reports to enrich the stories of their outcomes and impacts. Data, via reporting, was also provide by DPAC.

On a continuum, some actions have been delivered as planned, some are ongoing, and others have not been delivered – non-delivery has been attributed to the infrequent governance and collaboration opportunities and the perceived churn of staff within DPAC making engagement and partnership work challenging.

Through the delivery of the Actions there is clear demonstration of collaborative and connected leadership and innovation, support for community resilience solutions and data and information sharing to increase understanding of food relief and food resilience. Recommendations are made for future actions with the Action summaries.

There are good connections between the actors and actions within the Action Plan, as captured in the Diagram 3 below, through partnerships, program and service delivery, leadership and planning. *Food Secure Tasmania* (formerly the Tasmanian Food Security Coalition) is a key connector, as is Neighbourhood Houses Tasmania and its members, plus Loaves and Fishes Tasmania and Foodbank Tasmania.

Food Relief to Food Resilience Strategy and Action Plan Map

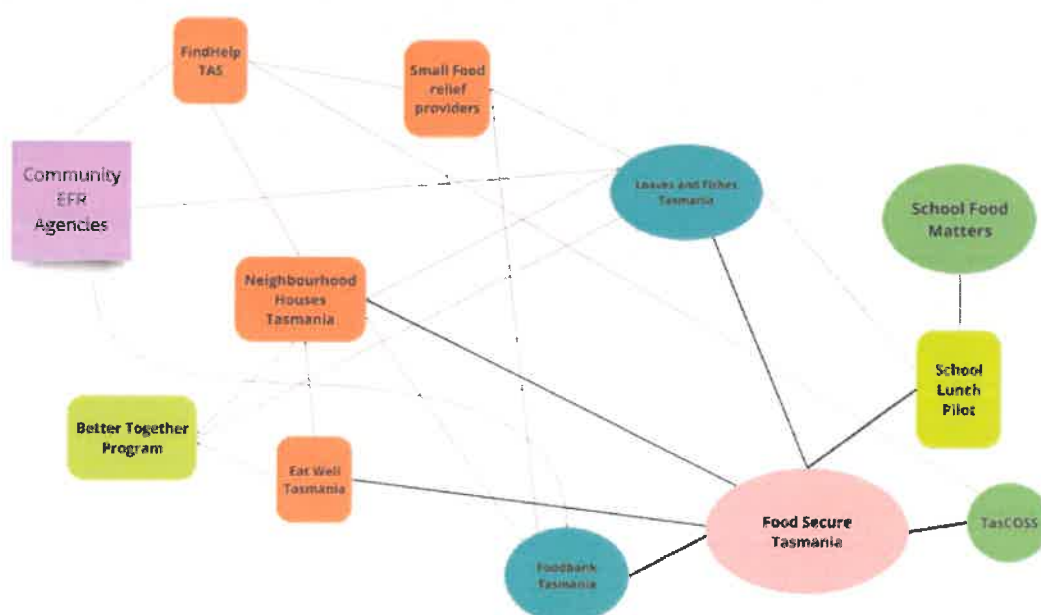


Diagram 3 Food Relief to Food Resilience Strategy and Action Map

An overview of the Action Plan is shared in Table 6 below. It captures the dimensions of food security that the actions and investments contribute to and demonstrates that there are gaps in delivery against the dimensions

ACTION PLAN INVESTMENTS - BY FOOD SECURITY DIMENSION

Program	Availability	Access	Utilisation	Stability	Agency	Sustainability
Eat Well Tasmania - Better Together			Contributes to		Contributes to	Contributes to
Loaves and Fishes - emergency food relief distribution (rescued fruit and veg, prepared meals) to community agencies across Tasmania; includes community recovery support		Contributes to		Contributes to		Contributes to
Foodbank Tasmania - emergency food relief distribution of parcels to agencies across Tasmania; school breakfast program; includes community recovery support		Contributes to		Contributes to		
School Lunch program (led by School Food Matter; Meals and ingredients supplied by Loaves and Fishes Tasmania)		Contributes to				Contributes to
Neighbourhood Houses Community Garden Grants program	Contributes to	Contributes to			Contributes to	Contributes to
FindHelp TAS		Contributes to			Contributes to	
Community Food Relief Grants		Contributes to	Contributes to			

Table 6. Action plan program investments and the food security dimensions they contribute to.

2.1 – Sustainable Relief

These actions had a range of overarching objectives to deliver against the Strategy goal. In brief their objectives and outcomes were:

1. Creation of spatial mapping of service provision at a local government which would be useful for planning, identifying service gaps and inform future resource allocation. Unfortunately, this action was not delivered. Presenting food security data at a local government level will be useful as they increasingly step into their new mandatory role of supporting health and wellbeing of community members
2. Improving the Tasmanian community and support service work force access to information about place specific food relief service providers through an existing and widely used online platform . This action was only partially delivered, as some data was not provided by DPAC. The usage stats demonstrate that the platform is widely used, though predominantly by users in the Southern region of Tasmania. Seeking information about food relief is consistently amongst the top 3 searches by community users. Further investment to complete populating the data base would be valuable along with a campaign to promote it as a reliable source of service provider information.
3. Community Grants to increase the amount of emergency food relief in communities by providing small grants (Allocation total \$300,000) to service providers. While well intentioned, the scale of the investment and limitations to the number of agencies (35 of 260 across Tasmania), due to the grant pool size, who could access funding means it is a welcomed but short-term solution and does not achieve the Strategy priority of building place-based food resilience. The requirement for the food to meet the Australian Guide to Healthy Eating was an extremely positive inclusion and should be routinely adopted, supported to deliver with information (e.g. links to the Guide, a shopping list tool etc) and monitored in future grant rounds to ensure it is achieved and what community member think of the food.

2.01 Action - Food Relief and Resilience Geospatial Map including local government profiles.

This action was to develop a Food Relief Geospatial Map on *the List* to include local government profiles and details of food resilience projects across Tasmania. The local government profiles were to include a snapshot

of food relief providers in all local government areas. The maps' purpose was to consolidate existing knowledge of availability and location of food relief and include food resilience projects across the State, including community gardens and community level food projects. Consideration was to be given to how the map might capture data on community need and demand and forecast changes in food resilience.

The List is a Tasmanian Government funded land information system that includes maps of assets, characteristics and boundaries. The *List* Local Government Areas data set depicts gazetted Local Government Boundaries for the 29 Municipalities in the State of Tasmania. It does not include the location of emergency relief agencies or community food resilience projects. Further exploration of the complete list of the [open data sets](#) yielded no results. It appears this action has not been delivered.

There is significant merit in capturing food relief and community food programs along with other food systems data at a local government level. This was delivered through the [Healthy Food Access Tasmania](#) project in 2016. There are also examples from [Victoria](#) and New South Wales local government areas including a [database](#) of local government level food and nutrition, equitable food systems and food security strategies and policies. Data capture at this level assists partnerships within a local government area to make evidence informed decisions. Most recently the Tasmanian Clarence City Council working with the *Food Connections Clarence* community agencies developed a local government level [profile](#). The data is being used to inform future decisions making for models and approaches around supporting residents' food security.

2.02 Action – FindHelpTAS partnership

FindHelpTAS was established 10 years ago and funded by 10 of the key community service organisations so there was a single place of 'truth' for accessing information for community services. Currently only 8 of the agencies contribute to the cost of running the platform. The community service providers supporting the platform are Anglicare, Mission Australia, Relationships Australia, Baptcare, Catholic Care, Uniting and Hobart City Mission.

The platform is self-managed by service providers, who create their profiles and select which categories they wish to be found through users searching. Agencies receive regular prompts to update their profiles.

The FindHelpTAS Team, on request, kindly provided a data set for all searches and users and organisations for the period from the launch of the Action Plan in March 2023 to the end of November 2024. The highlights from the data set analysis are summarised below:

- There were 46114 sessions (searches; average 2195 per month) on the platform from 30916 individual users (average 1472 per month) looking for food support. This demonstrates both demand and use of the online resource.
- The vast majority of searches were from Hobart (79%) then Launceston (10%), Devonport (3%), Claremont (2%), Burnie (2%) and Kingston (1%).
- **The most common search was for vouchers (31% of sessions and 45% of active users).**
- Emergency food relief through various searches for pantry, free food, hampers, pantry, vans, trucks and outreach, food delivery or foodbanks etc makes up the remainder.
- **In 2024, the food category has been in the top 3 of 19 categories searched. It was ranked second in the first quarter, #1 in the second quarter and #3 in quarter 3 (after mental health and children and families). This consistent ranking during 2024 demonstrates food relief as a priority for the website users.**
- However, only 60 organisations are currently listed as providing food assistance/EFR, remembering they self-select to be included in the food category. This seems low when compared with the food distributors reporting they provide food to up to 270 agencies across Tasmania. The agencies that are listed under the food category include:
 - 17 of 34 Neighbourhood Houses
 - All of the DPAC funded food vans

- Organisations receiving Commonwealth funding for EFR are poorly or inconsistently represented. For example, Anglicare is listed for the east coast only despite being funded to deliver food related support across Tasmania. The Commonwealth funded providers make up only 10% of current listings. Notably -they are the providers most likely to provide vouchers, (though some provide food too) for which there appears to be significant demand and preference. Vouchers allow people to choose what they purchase to match their food preferences and needs.

The deed for funding to deliver the action required FindHelpTAS to:

1. Create a new food category with its own distinct URL and QR code for sharing which was delivered.
2. The food category was to have its own tile on the home page, which also occurred.
3. The category was to include emergency food relief providers and a separate subcategory for food programs (considered community food resilience responses). DPAC was to provide a list to FindHelp Tas so that agencies could be contacted and encouraged to self-populate the platform. Despite numerous email requests the list was not received, consequently this part of the project was not delivered. This is likely a contributor to the low number of food program/EFR listings which could be an action for future focus with adequate resourcing.

Ask Izzy

Ask Izzy is another website/app that connects people to community service providers in need of housing, food, money help, family violence support, counselling and much more. It is free and anonymous, with thousands of services listed across Australia. If you're on the Telstra or Vodafone mobile networks, you can access Ask Izzy on your phone even if you don't have credit or access to Wi-Fi. Ask Izzy is a program of Infoxchange and is funded by the Commonwealth Department of Social Services, the Victorian Government and 8 corporate sponsors. A quick search shows that the Tasmanian based Commonwealth funded agencies are listed on this platform. This means for Tasmanians this is an alternative source of EFR information, for some agencies.

2.03 Action – Deliver a Community Food Relief Grants Program

In response to community increased demand for food relief, reported by food relief providers, community organisations and community members, the government responded by creating a new grant fund the Tasmanian Community Food Relief Grants, with a pool of \$300,000. The aim of this grant program was to fund not-for-profit Tasmanian local community organisations that provide food relief directly to members of their local community to increase the provision of food relief.

The grant provided funding to local initiatives, organisations and small food relief providers to increase their service delivery, hence intending to increase support for food insecure Tasmanians. The funding was delivered via two rounds of \$150,000 and all funds were to be spent within 12 months.

Funding could be used for:

Food Hampers

For food hampers, meeting the following conditions:

- **the purchase of food staples such as fresh fruit and vegetables, pasta, rice, cereal, flour, butter, milk,** and including food for those with particular cultural, medical or dietary needs (excluding luxury items such as alcohol);
- the costs of delivery of food hampers;
- the purchase of additional storage items such as freezers or shelving to enable the organisation to provide food relief; and
- low-cost or free food hampers can be either served on-site or pre-packaged.

Ready to Eat Meals

For ready-to-eat meals funding could be provided for:

- the purchase of ingredients and packaging to prepare ready to eat meals;
- the costs of delivery of pre-packaged meals; and

- the purchase of additional storage items such as freezers or shelving to enable the organisation to provide food relief.
- **Ready-to-eat meals must be prepared in accordance with food safety standards and Australian Dietary guidelines.**
- Ready-to-eat meals can be either served on-site or pre-packaged.

Across the two tranches of funding 35 organisations were successful in receiving grants.

- 14 Neighbourhood Houses/Centres
- 12 Faith based organisations (churches and community service providers)
- 6 community associations
- 1 non-denominational service provider
- 2 grassroots community organisations

Websites or social media links have been embedded in the Table 7 summarising the grant recipients, below, where they could be identified.

North West (n=5)	North (n= 8)	South (n=22)
Zeehan Neighbourhood Centre \$10,000	Launceston City Mission Inc \$8,030	Geeveston Community Centre Inc \$7,671
Parish of Ulverstone \$9,538	St Helens Neighbourhood House Association Inc \$6,001	Kingborough Family Church (Acts Community Care Network Ltd) \$10,000
Parish of Sheffield \$8,488	Shekinah House Inc \$10,000	Risdon Vale Neighbourhood Centre Inc \$10,000
Parklands High School Association \$10,000	Launceston Benevolent Society \$10,000	Oatlands Community Association \$9,072
Burnie Community House Inc \$8,500	GroWaverley \$10,000	Derwent Valley Community House Inc \$10,000
	Deloraine House Inc \$9,500	Dover and South Action Group Inc \$7,310
	Starting Point Neighbourhood House Inc \$8,000	Clarendon Vale Neighbourhood Centre Inc \$10,000
	Strike It Out Inc \$8,500	Warrane Mornington Neighbourhood Centre Inc \$9,600
		Italian Australian Pensioners Welfare Association of Tasmania Inc \$9,900
		Rokeby Neighbourhood Centre Inc \$8,500
		Midway Point Neighbourhood Centre Inc \$4,250
		Brighton Community Food Hub Inc. \$8,500
		Bridgewater Neighbourhood House (Jordan River Service Inc) \$10,000
		Kingborough Helping Hands \$4,250
		Dunalley Tasman Neighbourhood House Inc \$5,040
		The Link Youth Health Service Inc \$8,500
		Copping Christian Fellowship (Acts Community Care Network Ltd) \$10,000
		Uniting (Victoria & Tasmania) Limited \$8,100
		Tasmanian University Student Association (TUSA) \$10,000
		Kingston Community Missions \$4,250
		Gateway Life Solutions Ltd \$8,500
		St Vincent de Paul Society (Tasmania) Inc. \$10,000

Table 7. Organisation and Grant Amounts by region

*****The inclusion of the list of acceptable foods and requirements to provide food that meets the Australian Dietary Guidelines in the Grant Guidelines are a positive development as program requirements. This is consistent with recommended practice for food relief, as mentioned in Section 1. Building capacity on how to achieve these program goals through including links and resources in future guidelines and capacity building sessions, may be valuable to consider. Links could also be made to the Better Together resources (See section 2.3).**

Project reporting needed to describe how the grant funds were used and a financial acquittal. Information gathered from the reports, by DPAC, was used to evaluate the Grants Program and satisfy the Department of Premier and Cabinet's reporting requirements.

As the new Social Wholesaler Model (SWM) emerges (see Loaves and Fishes in Section 2.2), resources to increase food provision at a community level could be directed to the SWM to maximise the value and amount of food procured and distributed, through its buying power.

2.2 – Growing Systems

These three actions had a range of overarching objectives to deliver against the Strategy goal and priorities. In brief their objectives and outcomes were:

Increasing the capacity of Tasmania's food relief sector by providing additional funding to the two food distribution agencies – Loaves and Fishes Tasmania (LFT) and Foodbank Tasmania to support their existing operations, in acknowledgement of the increasing demand. For example, exploring collaborations and processes for reporting, data gathering and governance.

LFT has begun a transition of their organisation to a financial resilience model by increasing their food service operations and create a social wholesaler model (to supply fresh food to community organisations) to generate an income stream and decrease reliance on government funding in the long term. Their food service social enterprise produces the school meals and also has other clients, increasing in number each month, in the residential care setting. They have prioritised Tasmanian sourcing to contribute to food system resilience, improve food freshness and shorten supply chains.

LFT have signed a collaboration agreement with OzHarvest. LFT provides food to OzHarvest who then manage the local agency distribution in Launceston. This innovation is intended to expand over time.

LFT is a leader in the Food Secure Tasmania group and has driven, along with Eat Well Tasmania, the planning and advocacy agenda for the group.

FoodBank Tasmania has new and very experienced leadership that is looking to increase engagement with industry partners and the agriculture sector with a view to improve their food offering (moving towards meeting the healthy eating guidelines) and decrease reliance on government fundings for their operations. The new CEO has expressed an interest in joining Food Secure Tasmania now that her initial few months focussed on operational issues are completed.

Both food distributors are in transitioning their capacity and models however will need support during the transition period. Their progress and plans should be supported to develop more resilient business models over the longer term.

Community Garden Grants facilitated through a partnership with Neighbourhood Houses Tasmania (NHT)- 21 Houses received grants from the very modest \$100,000 pool. The grants allowed for essential community garden equipment, supplies and infrastructure to be purchased to increase food production with a view to increase community healthy food access and improve community level food security through the gardens. The quantity of food produced and number of community members that the grants supported is not known, so consequently the impact is unknown. However, this would be valuable to measure through future grant rounds

so the size of the impact is understood and calculations about the return on investment can be made. Community Gardens are popular policy inclusions but their true value as tool to improve food security is disputed. As the grant prescribed how funding could be spent it appears to be inconsistent with the principles of community driven decision making.

About food security, Houses feel EFR provision and new reporting requirements are not consistent with the community development approach they use, and they feel burdened and under pressure to meet the community need. They have a three-point plan to improve outcomes which could be included in the new Strategy - Mapping and Understanding Community Needs, Flexible Funding Models and adopting a set of Guiding Principles for Food Security and Food Relief support – this is consistent with the existing priorities and also best practice frameworks proposed for adoption in the new Strategy.

Developing a strategic vision and approach to deliver nutritious and sustainable food relief. There was significant interest for collaboration between Public Health Services and the members of Food Secure Tasmania to work with DPAC to deliver a vision and approach. Stakeholders were somewhat discouraged and felt this was not achieved due to the staff churn within the department in part attributed to the need to respond to the important Commission of Inquiry. Developing and implementing the new Strategy is a terrific reset opportunity and following recent meetings there is genuine goodwill to achieve this.

There is extensive experience in program planning and evaluation and policy making in the Public Health Services workforce which should be utilised in development of the new Strategy and included in future across government governance mechanisms.

2.21 Action - Increasing the capacity of Tasmania's food relief sector

Both Foodbank Tasmania and Loaves and Fishes were interviewed in person to explore the implementation and impact of this Action.

Foodbank Tasmania

As the organisation leadership is relatively new at Foodbank Tasmania, it is not known the extent of direct support, beyond the additional financial resources, provided to them since the March 2023. However, since the new CEO was employed the model and operations have been internally reviewed and change is underway. What was immediately evident from the in-person meeting with the new CEO, who was previously the WA Foodbank CEO, is she has been employed in Tasmania to be a *change maker*. She is positive, forward looking and has vast experience which bodes well for the sector. She has been in the position of CEO since August 2024.

Current Model for Delivery:

The Foodbank Tasmania approach involves sourcing food donations from retailers, farmers, and manufacturers while procuring food to address shortfalls. Procurement is managed both locally and across the national network. Most ambient food is brought in from the mainland. The warehouse is in Hobart with 83% of agency customers currently in the south and the remainder in the north region. They deliver to agencies in the north fortnightly, many southern agency collect from their Derwent Park warehouse. There is a minimum order quantity for agencies outside of these areas – anecdotally this is not achievable for agencies without having considerable storage.

Future Plans:

Looking ahead, Foodbank Tasmania's current plans include:

- A new strategic plan is in draft.
- There is a change in the Board membership underway with some members resigning and the board getting a 'refresh' using a skills matrix to ascertain what skills are needed.
- Expanding the breakfast programs to more schools.

- Increasingly Foodbank Tas is looking to transition and reducing reliance on government funding, emphasising donations and self-sustaining mechanisms like handling fees to cover operations and affordable product pricing.
- With sector partners exploring the merit of the social supermarket model in Tasmania.
- Strengthening nutrition targets aligned with the Australian Guide to Healthy Eating, to increase 'green' foods (An evidence-based guide is provided as an Appendix in Section 4).
- Increasing donations from Tasmanian farmers to address gaps in the availability of protein and fresh produce (fruit and vegetables). Foodbank Tasmania intends to deepen collaboration with Tasmanian farmers to secure consistent food donations, particularly of staple vegetables and fruit – they want to have at least three varieties of each at all times.
- Enhancing and expanding partnerships with corporate donors. New initiatives will focus on securing diverse funding streams from corporate partnerships and leveraging Environmental, Social, and Governance (ESG) goals.
- Continuing advocacy, at a federal level, after the recent failure of the Bill, for policy incentives, such as tax deductions for healthy food donations, is also a priority.

Nutrition and quality of food - Nationally Foodbank Australia uses the [Australian Guide to Healthy Eating](#) and a traffic light coding system (red, amber, green) to classify and monitor food quality, although no reference of this can be found on their national website food donations [page](#). Foodbank Tasmania uses the traffic light approach to *nudge* donors to provide more healthy foods, aligned with nutritional goals and to improve the quality of EFR offerings. Foodbank Tasmania acknowledges that currently there are more amber and red foods than are desirable in their offering and this is a priority for change.

Increasing food donations - Plans include hosting roundtables with stakeholders to identify logistical and resource challenges, addressing issues like labour shortages for harvesting vegetables (on farm losses – see Section 3 for quantity estimates)²⁸ and transport/logistics costs. Conversations are underway with OzHarvest and SecondBite (who are Commonwealth funded to deliver services in Tasmania) for future collaboration.

Partnerships:

The new CEO is prioritising creating collaborations with government departments, local farmers, corporate partners, and other food relief organisations such as OzHarvest and Second Bite.

Comment – The CEO is yet to meet with Loaves and Fishes or other *Food Secure Tasmania* members, but is now in a position to, having had a few months to work on internal operational issues. She is now focusing on external relationships. This should be nurtured in the near term to avoid any confusion for farmers who are possible donors and to develop a cooperative environment for managing donations. Prior to the arrival of the new CEO, Foodbank's participation in the *Food Secure Tasmania* has been infrequent in the last couple of years. Please note, the CEO willingly contributed to this evaluation process and is looking forward to working with the sector more broadly.

Raised in the meeting - there seems to be some history around the warehouse in Devonport which Loaves and Fishes now own, after the Commonwealth Government provided a grant for LFT to purchase it in the last 12 months.

Volunteers - Corporate volunteers play a critical role in Foodbank, with over 1,000 contributing annually to the operations in the Hobart warehouse. Programs include supplying food for school breakfast programs but also tapping into their expertise to improve internal operations, for example warehousing practices.

2.22 Loaves and Fishes Tasmania (LFT)

In the last 12 months and in part since receiving funding from DPAC to explore new business options, LFT has committed to a new strategic direction. They believe that simply providing rescued food to those in need is not

a long-term sustainable solution, nor is the continuous supply of free food. While LFT remain committed to supporting communities and Tasmanians experiencing food insecurity during their organisational transition, they are now delivering across three strategic areas for social impact. They are focused on Relief to Resilience and to underscore their commitment to the purpose of the Specific Purpose Funding 2022-2025. The grant *Progress on the Approved Purpose's, Specific Purpose Funding 2022-2025* required LFT to:

1. Improved Access to Food Relief for Tasmanians in need through food Rescue and distribution
2. Strengthen collaboration across the food relief sector to improve distribution to Tasmanians in need
3. Improve Long-Term Business Sustainability
4. Business Practices Aligned with Relevant Legislation, Policies, and Procedures

The three work areas and the key activities and outcomes are:

Emergency Food Relief

- Nutritious fresh produce and meals for food insecure Tasmanians.
- Free support via food and meal distribution to Tasmania's place-based community food programs.
- Innovative distribution partnership with OzHarvest.

Progress and outcomes:

In the 2023/24 financial year LFT had targets for fresh food distribution of 75% Fruit and Vegetables and 95% of all food to be aligned with the Australian Guide to Health Eating. For the 2023 - 2024 FY the distribution of fruit and vegetables was 73.8% of their total. The remainder is bread (23%) and less than 1% is discretionary food. LFT:

- Produced and distributed through community agencies 125,000 nutritious ready-to-eat meals.
- Distributed 850,000 kg of fruit and vegetables.
- Distributed 1.7 million x 500-gram serves of fresh food.
- Enhanced local food resilience through actively facilitates direct partnerships between farmers/producers and community food programs. This approach means that some volumes are not included in the overall data. It is a crucial initiative that LFT is supporting.

LFT has supported more than 270 community food programs across Tasmania located in the majority of towns and cities across Tasmania. They estimate this supports 16,000 Tasmanians each week. The collection of food that would otherwise be wasted also contributes to reducing climate emissions. Please see Appendix 1 for the results from a recent UTas student research project which estimated the emissions savings from 2018-2023.

Food Procurement and Social Food Wholesaler Model

- Social procurement and wholesaler of fresh produce and food supplies.
- A sustainable and equitable food supplier to support Tasmanian institutions and place-based community initiatives, and procuring as much as possible from Tasmanian growers, producers and processors.

Outcomes:

In early 2024, with resources provided by DPAC, LFT developed a *Food Procurement Action Plan* which prioritises sourcing of food (fresh and frozen) from within Tasmania from producers, farmers, and processors. Integrating Tasmanian sourcing principles into procurement, allows LFT to implement robust local food procurement practices that create shared benefits to Tasmanian regional economies, enhances food quality and freshness, and contributes to a more sustainable/resilient food system. The Plan will help reach the up to 75% fresh ingredients target for the School Lunch program and also procure food for the social wholesaler model (outlined below).

As part of the LFT commitment to moving from relief to resilience, LFT is progressing well with its strategic development of a Social Food Wholesaler and Food Procurement service. This approach works in alignment with the EFR service LFT provide by positively supporting the Tasmanian food system.

LFT have twice surveyed (2022 and 2023) and consulted with agencies across Tasmania who are supporting Tasmanians facing food insecurity. The findings suggested the need to address issues around improving the variety of food available and best use of scarce financial resources. This led LFT to continue working on suitable social wholesaler model as a solution.

The community agency survey found that:

- 36% of community agencies across Tasmania are spending \$100 or more each week to top up their EFR food supply, and 16% were spending more than \$250 per week.
- A suitable community wholesaler model would:
 - Supply fresh seasonal fruit and vegetables (89%)
 - Benchmark pricing at 20% below the supermarket prices (87%)
 - Create local jobs (82%)
 - Create training opportunities (77%)
 - Source from Tasmanian farmers and businesses locally (70%)
 - Have a weekly delivery service (70%)
 - Provide online ordering (60%)
 - Be able to supply in bulk (55%)

This work is inspired by the FoodReach model in Canada. The LFT model will enable community organisations to access fresh Tasmanian produce, meat, dairy and ready to eat meals at wholesale prices.

Through the LFT Food Procurement and Social Wholesaler Tasmanian EFR providers and community food programs will be supported:

- leveraging of combined purchasing power,
- procurement good fresh food at lower cost,
- bulk purchase, delivered to the door, and
- focus on supporting local and seasonal produce benefiting Tasmanian farmers and minimising waste.

This approach will build food systems and community food resilience. It enables LFT to address the issue of not being able to provide ingredients for full, complete and nutritious meals for Tasmanians who are food insecure. Profits generated through the Social Wholesaler Model will be directed to the provision of free food and produce for Tasmanian community EFR programs.

Innovation in EFR - a distribution partnership between OzHarvest and Loaves and Fishes Tasmania.

OzHarvest is a national organisation which receives Commonwealth funding to distribute EFR in Tasmania. In 2024 they employed a Tasmanian Manager. The initial focus of OZHarvest was on community engagement through their education programs:

- Feast - a curriculum aligned primary and secondary food sustainability program being delivered in 62 schools in Tasmania
- NEST - a nutrition education and skills program for charity agencies which has been independently evaluated²⁹. This program will be funded by corporate donors, however it is not being delivered yet.
- Nourish - a program for disengaged young people creating pathways into employment through hospitality.

After scoping the need in Launceston and consultation with LFT, a negotiated agreement was entered into with Loaves and Fishes Tasmania, creating a new model for EFR distribution.

²⁹ Participation in OzHarvest's NEST programme results in short-term improvements in food security levels and dietary behaviours. Over the longer term, these changes were sustained but to a lesser degree, indicating that systemic changes are required to address underlying socio-economic disadvantages. <https://onlinelibrary.wiley.com/doi/10.1111/jhn.13264>

- Loaves and Fishes provides fresh produce donated by farmers to OZHarvest, Foodbank provide ambient food, and food is rescued from supermarkets.
- The delivery vehicle is housed at Island Fresh a fresh produce wholesaler for the IGA stores, and they also make donations to OZHarvest (OH).
- A cool store facility is temporarily provided by PFD a national food wholesaler.

Highlights so far

Key Statistics:

- **Food Rescued and Redistributed:** 17,434 kgs of food

Collection from five Woolworths stores has commenced, the final two in December, which is anticipated will lead to a sharp increase in food rescued.

- **Meals Delivered:** 34,868 meals
- **Food Donors:** 16 donors
- **Charity Organisations Supported:** 20+ organisations

Hubs: 3 hubs that distribute OH donations to up to 8 associated agencies each.

Agency Feedback:

- Three large agencies report significant reductions in their food procurement bills, in some cases by over 50%.
- Two small youth-at-risk shelters have noted that deliveries on their meal-planning days have:
 - Reduced their food expenses significantly.
 - Introduced new types of food, leading to greater diversity in meal offerings and food experiences.
 - Agencies consistently highlight the positive impact of food diversity. The combination of Loaves and Fishes donations (base vegetables like onions and potatoes) and OzHarvest donations enables full meal production and hampers that are well-received.

Additional Insights:

Impact on Supermarket Operations and Mindset:

- Increased connection to food and awareness of waste among supermarket staff.
- Common feedback includes:

"It is so great that we don't have to throw this food out anymore."

"The consistency of having someone collect every day has made a huge difference in how we operate and think about unsellable food."

"We have so much bread! Thank goodness it's now going to the community and not just to pig farmers."

Looking forward - Beyond the distribution, OZHarvest is looking to co-locate with Loaves and Fishes Tasmania in their new Hobart warehouse and potentially invest in a kitchen for delivery of the NEST program. Corporate sponsors will be targeted to fund this.

Some observations about community agencies receiving donated food –

- few have adequate infrastructure to store food properly to avoid waste
- burn out of volunteers is a risk to the EFR sector
- a shift to approaches that build community resilience through empowerment and education are desirable.

OzHarvest is looking forward to joining *Food Secure Tasmania* because the positive relationships developed with Loaves and Fishes demonstrate the potential for a cross-organisation leadership and collaboration.

Social Wholesaler Model demonstration:

Following agency research in 2023, LFT collaborated with Clarendon Vale Neighbourhood Centre (CVNC) in a pilot to provide fresh fruits and vegetables at a wholesale price from suppliers. This helps CVNC to sell very competitively priced fresh food, ensuring access to affordable and seasonal produce for the community shoppers.

1. **Clarence Plains Food Hub:** this innovation by CVNC sells the food via their community food hub program. This Hub aims to provide essential food items to the community of Clarence Plains at discounted prices, improving access to healthy food.

2. **Collaboration with Eat Well Tasmania:** CVNC has partnered with Eat Well Tasmania. This program focuses on teaching cooking skills that emphasise nutritious and budget-friendly meals using seasonal fresh fruits and vegetables sold in the Hub.

3. **Addressing Barriers:** Affordability is the key barriers, however the program also acknowledges that a lack of cooking skills can also prevent people from utilising fresh ingredients regularly. Through a combination, low-cost food and skill building, there is an increased opportunity to reduce food insecurity at a household level.

4. **Community Impact:** By integrating these efforts, the project aims to maximise its impact on the community of Clarence Plains. It not only provides affordable food but also empowers residents with the knowledge and skills needed to make healthy food choices increasing their agency.

Overall, this collaborative approach between LFT, CVNC, and Eat Well Tasmania demonstrates an integrated strategy to improve food security and promote healthier eating habits within the community.

LFT also has a partnership with SRT Logistics with over 20 pallets of product transported weekly between our Hobart and Devonport warehouse and kitchen. This partnership with a key logistics provider, in-kind support, is valued at around \$100,000 per year.

Food Service Social Enterprise

This enterprise:

- Produces meals with an economic impact through purchasing from Tasmanian growers, producers and processors.
- Is a for-profit food service that creates a social impact through providing employment, training, and skill development for disadvantaged and long-term unemployed Tasmanians, and
- The profits of the enterprise will be used to create further social impacts including supporting food insecure Tasmanians.

Outcomes:

The food service operations are a growing revenue stream for LFT, and they directly support reducing food insecurity in some of Tasmania's most vulnerable communities and expands LFT's reach. The customers and the community members consuming the nutritious meals are outlined in the Table 6 below.

Program/Institution	Total number of meals per week	Number of people	Total per year	Total weeks
School Food Matters – school children. The majority of current schools are located in areas of identified disadvantage (SEIFA)	6400	4492	243200	38
Private schools	124	88	14880	40
Burnie Lodge – all residents have severe mental health issues and homeless	420	30	21840	52
Bethlehem House – all residents are homeless men and/or newly released offenders	840	70	43680	52
Bilton Lodge – most residents have severe mental health issues and homeless	240	30	12480	52
Safe Spaces – crisis accommodation for 'rough sleepers'	200	n/a	10400	52
TOTAL	8224		346480	

Table 8. – Food service meals made by the LFT social enterprise in the 2023-2024 (Source LFT).

School Lunch Pilot – LFT has been a key partner in the School Food Matters school lunch pilot since inception in 2022 and continues to be the food service meals provider as the program expands into an additional 15 schools in 2025. The program not only improves food access for young Tasmanians it also provides strong education around the importance of local and seasonal food, and social interaction through eating together. The meals and other benefits contribute to food resilience in those communities and families.

Over the past 2 years LFT has made significant investment into the program and its development because of belief in its value and the significant social impact it has. While this program is a key customer of the social enterprise, LFT are mindful to diversify their customer base. This growth is gaining traction, with a new state wide food service customer was secured in late November. The capital investment and kitchen infrastructure development is now underway with the scale of this program in mind. The new infrastructure will greatly improve the capability of the enterprise.

Employment - For the 2023-2024 financial year, LFT provided 37 full-time jobs, including 13 new trainees, contributing to the future hospitality workforce. Over 90% of these employees come from vulnerable backgrounds or have faced long-term unemployment. Having employment itself reduces the risk of becoming food insecure. LFT has current partnerships with Vinnies Tas and Anglicare, where LFT has exclusive use of their food production facilities. These facilities are used for both in-house food services and additional food relief meal production for the organisations. Each of the LFT three production kitchens provides fully funded employment for Tasmanians, including skilled workers and the trainees from vulnerable backgrounds or long-term unemployment.

LFT aligns its business practices with relevant legislation, policies, and procedures to ensure compliance and enhance operational effectiveness:

Government Collaboration:

LFT collaborates with several key government departments, including the Department of Premier and Cabinet (DPAC), the Department of Education, Children and Young People (DECYP), the Department of Health (HEALTH), and the Department of Natural Resources and Environment (NRE). These partnerships ensure that LFT's programs meet regulatory requirements and align with state policies. The School Lunch Project, in particular, adheres to state government requirements, ensuring that it provides nutritious meals while supporting broader Tasmanian food system resilience.

Compliance with Environmental Standards:

By adopting the Australian Greenhouse Account Factors and using tools like the ReFED Impact Calculator (USA), LFT is measuring its environmental practices in line with national and international standards. This compliance not only reinforces LFT's commitment to reducing food waste and greenhouse gas emissions but also positions the organisation as a leader in sustainable practices within the food relief sector.

Ethical and Transparent Operations:

LFT's approach to social procurement and wholesale operations reflects its commitment to ethical business practices. By prioritising purchasing from Tasmanian businesses and reinvesting profits into community support, LFT maintains transparency and ethical standards in its operations.

The emphasis on reducing stigma and improving access to food relief services through innovative approaches highlights LFT's dedication to social justice and equity, ensuring that its operations are inclusive and respectful.

These efforts in improving business sustainability and aligning with relevant legislation and policies ensure that LFT continues to effectively meet the needs of the Tasmanian community while contributing to long-term resilience and sustainability.

2.23 Additional EFR funding context - Commonwealth Government Agency Funding

When reviewing the Commonwealth funding for providing or distributing emergency food relief it appears there may be a potential duplication of resourcing community agencies. There are 76 community facing agencies (offices of 10 organisations) funded by the Commonwealth in Tasmania to deliver EFR. **These agencies are receiving food from food distribution agencies that are funded by the Tasmanian Government. Anecdotally³⁰ they also regularly refer community members to other agencies for support, such as Neighbourhood Houses, which shifts the responsibility to already stretched organisations.**

Food distribution

There are three agencies that are Commonwealth funded to distribute food to community food agencies – Foodbank Tasmania, OzHarvest and SecondBite. According to the Department of Social Services³¹ they are funded to distribute food across each region of Tasmania to community agencies. Currently OZHarvest are operating agency distribution through their partnership with LFT in the Northern Region (See above). The activities of SecondBite beyond coordinating the relationship between community agencies for collection of rescued food from several Coles supermarkets is unknown. They were contacted for this review process, but did not respond. SecondBite previously had a distribution presence and community education programs in Tasmania. LFT took over their distribution 5 years ago when they decided to withdraw from Tasmania citing operational costs as the reason.

Community Food Agencies

Ten agencies are funded through the Commonwealth to provide community facing services for EFR. All of these agencies also receive food from the Loaves and Fishes Tasmania (not funded by the Commonwealth as they are not a national organisation and provide food free of charge) and Foodbank Tasmania. The 76 Commonwealth funded agencies and number of community facing sites are:

- | | |
|-------------------------------------|-------------------------------|
| • Catholic Care = 14 | • Hobart City Mission = 9 |
| • Launceston Benevolent Society = 3 | • Launceston City Mission = 6 |
| • St Vincents De Paul = 15 | • The Salvation Army = 14 |
| • Helping Hand Incorporated = 3 | • Uniting Victoria = 6 |

³⁰ Personal communication from NHT and LFT.

³¹ <https://serviceproviders.dss.gov.au/>

- Wyndarra Centre = 3

There is a good spread of these agencies across the regions North = 18, North West = 11, South = 41 and West Coast = 6.³²

2.24 Action - Partner with NHT and provide Community Garden Grants to build individual and community resilience skills and sustainable solutions to food relief

The interview with Neighbourhood Houses Tasmania explored the implementation, partnerships, lessons learned, and reporting challenges associated with food security activities delivered via Neighbourhood Centres/Houses and through the Action Plan. It highlighted key actions, barriers, and feedback from Neighbourhood Centres/Houses engaged in food security and resilience efforts. During the interview we explored the Community Garden program, but also the recent Storm Resilience and Recovery program (see Action – Place-based pilots) and the emerging discourse amongst the Neighbourhood Centres and their role in providing EFR.



Photo: Risdon Vale Neighbourhood Centre Community Garden (Source: Author)

Through the Action Plan community gardens are seen as critical to providing Tasmanians with access to free and/or low-cost fresh, nutritious food, specifically fruit and vegetables. Community gardens create social connections through an opportunity for people to come together and participate in community life, connect with the environment, and build food growing skills. Neighbourhood Houses are community run organisations that offer a wide range of programs and activities for community members. The governments' perspective is that Neighbourhood Centres/Houses form the largest community development infrastructure in Tasmania. In the Centres/Houses community gardens are common place. As they are most often run by community volunteers the levels of food production in the gardens can ebb and flow across the seasons and years.

Through the Action Plan a *Neighbourhood Houses Community Garden Grant Program* was funded to *support community food resilience and strengthen food systems*. Houses could apply for up to \$5000 from a pool of \$100,000. The grants allowed for essential community garden equipment, supplies and infrastructure to be purchased to increase food production with a view to increase community healthy food access and improve community level food security through the gardens.

³² Ibid.

Due to staff changes within NHT since the implementation of the program, internal knowledge of the program implementation is scant. What is known is that NHT supported the promotion of the grant to neighbourhood centres. The grant program call for applications was in January 2023 and successful centres/houses were advised by 31 March 2023. All projects were to be completed by June 2024 with reporting to go directly to DPAC.

For approximately a year, through the leadership of NHT, quarterly meetings were held for the neighbourhood centres/houses who received the grants as a way to share stories, successes and expertise building capacity in coordinators to build resilience.

Recipient neighbourhood centres/houses by region are listed in the Table 9 below.

North West (n=1)	North (n=4)	South (n=16)
Phoenix (King Island) \$4918	Beaconsfield \$4989	Bucaan Community House \$5000
	Deloraine \$5000	Clarendon Vale NH \$4820
	George Town \$4740	Derwent Valley \$4397
	Northern Suburbs \$ 4986	Dunalley \$3894
		Geeveston \$ 2875
		Goodwood \$4765
		Jordan River (Bridgewater) \$5000
		Jordan River (Gagebrook) \$5000
		Kingston \$658
		Midway Point \$5000
		Okines \$5000
		Risdon Vale \$5000
		Rokeby \$5000
		St Helens \$994
		Warrane Mornington \$4820
		West Moonah \$4150

Table 9. Neighbourhood Centres/Houses Community Garden Grant Recipients by Region. (Please note the **bold** recipients also received grants through the Community Food Relief Grants Program.)

The Houses used the grant funds to deliver a variety of outcomes to respond to the needs of their communities.

A summary of the outcomes and impacts is captured in Table 10 on the next page. Increasing community skills, increased community engagement and increasing the food available are all impacts that improve community food resilience. It is worth noting that in some cases, impacts were not included in the grant reporting but are likely to have actually occurred.

The quantity of food produced and number of community members that the grants supported is not known. However, this would be valuable to measure through future grant rounds so the size of the impact is understood and calculations about the return on investment can be made. Measurement may also need to be taken at a later time point depending on the seasons and Houses ability to have gardens productive all year.

Neighbourhood Houses Community Gardens Grants Outcomes/Impacts summary							
Grant recipients (N.B. two Houses have had the grant period extended and have not reported yet)	Created new infrastructure for food growing	Infrastructure for storage of equipment	Purchased new equipment for food production	Partnerships with local agencies, groups and/or businesses	Increased community skills in food growing, cooeking and/or building infrastructure	Increased groups, organisations and/or community members using and/or volunteering in the community garden	Increased food available for community programs and/or EFR
Beaconsfield House							
Bucaan Community House							
Clarendon Vale Neighbourhood Centre							
Deloraine House							
Derwent Valley Community House							
Dunalley Tasman Neighbourhood House							
Geeveston Community Centre							
George Town Neighbourhood House							
Jordan River Service Inc (Bridgewater)							
Jordan River Service Inc (Gagebrook)							
Kingston Neighbourhood House							
Midway Point Neighbourhood House							
Northern Suburbs Community Centre							
OKines Community House							
Phoenix Community House							
Risdon Vale Neighbourhood Centre							
Rokeby Neighbourhood Centre							
Warrane Mornington Neighbourhood Centre							
West Moonah Neighbourhood House							

Table 10. Summary of outcomes and impacts from the Community Garden Grants

Data and information sharing – NHT feedback on new food security priority reporting requirements:

In the recent financial year Neighbourhood Centres/Houses were required to report on their food security related activities as a *priority area* for the first time. NHT received feedback from its members about the reporting.

- **Frustrations with increased reporting:** Members expressed concerns over time-consuming reporting processes introduced without consultation.
- **Misalignment of funding and reporting:** Stakeholders noted that reporting often emphasised activities they were not funded to perform, particularly food security support.
- Reporting did not adequately capture the breadth of work performed by neighbourhood centres/houses, leading to perceptions that the data was not used effectively or meaningfully.
- Some members pushed back against obligatory reporting requirements due to insufficient resources and the added administrative burden on already resource stretched organisations.

2.25 Summary of the 2024 NHT Manager Meeting on Food Security and Emergency Relief .

The 2024 Centre managers meeting on food security and emergency relief provided critical insights into challenges, strategies, and opportunities for enhancing food resilience within Tasmania and the role of Neighbourhood Centres/Houses. The discussion emphasised the need for community-based and responsive approaches and highlighted key next steps for improving service delivery and policy alignment.

Challenges Identified:

- Neighbourhood Centres feel food insecurity in their communities adds to the strain on Centre resources due to increasing demand for emergency food relief and social support services. They will never turn away community members in need. Increasingly other agencies (including those funded by the Commonwealth to provide EFR support) refer community members to Centres/Houses shifting the responsibility.
- There is limited funding and a lack of sustainable financial models to support long-term community initiatives.
- The disconnect between emergency food relief activities and core funding priorities of neighbourhood centres/houses, leads to tensions in balancing immediate relief with long-term resilience and community development work which are their core role.

Outcomes and Recommendations:

The managers meeting identified three primary areas for future focus to create resilience in how food insecure Tasmanians are supported at a community level:

1. Mapping and Understanding Community Needs:

- A comprehensive mapping exercise to capture existing community food support services across Tasmania, not only EFR.
- Analysis of the continuum from emergency food relief to long-term resilience-building activities.
- Identification of service gaps and alignment with community needs to inform decision making.

2. Flexible Funding Models:

- Development of adaptable and flexible funding mechanisms to allow neighbourhood houses to respond to diverse and changing community needs.
- Integration of data sharing to enable informed decision-making and demonstrate the return on investment for food resilience programs.

3. Guiding Principles for Food Security and Food Relief support:

- Establish shared definitions and guiding principles for emergency food relief and food resilience work.
- A unified vision to support place-based, community-driven approaches tailored to local contexts.
- Development of an empowering collective strategy to prioritise long-term resilience while also addressing immediate relief needs.

This interview reinforced the importance of collaborative planning with government, sustainable flexible ongoing funding, and a re-balancing between immediate crisis management and future-focused resilience building. The interview highlights the need for improved alignment between policy intent, operational capacity, and resource allocation to support the transition from food relief to food resilience.

Please refer to Section 3 for a summary of food security research undertaken by NHT with the Neighbourhood Centres/Houses in 2023.

2.26 Action - Develop Strategic Vision working with PHS, DPAC and community sector to deliver nutritious and sustainable food relief.

There were three stakeholders listed as contributing to the delivery of achieving the Strategic Vision – DPAC, Public Health Services (PHS) and the community sector. For the purpose of this evaluation the members of *Food Secure Tasmania* (formerly known as Tasmanian Food Security Coalition) and PHS staff members were interviewed to evaluate the implementation and impact of this Action.

Public Health Services (PHS)

Currently PHS commits 3.5 days per week to a community nutrition position that has a primary focus on community food security in Tasmania. The rationale for this is that for the Community Nutrition Unit (CNU) food security is regarded as a priority area due to the high rates of food insecurity, particularly during the post COVID *stay home and save lives phase* and current cost of living challenges. The CNU employs a community dietitian with over 10 years' experience working in the food security space. She is supported by two other colleagues who also have significant experience – they work in the areas of food and nutrition policy making and supporting local government. The group of colleagues were interviewed for the evaluation and reflect the experience of the period in which the strategy was developed and also the development and implementation of the Action Plan.

Summary of the Interview on the Tasmanian Food Relief to Food Resilience Action Plan

The discussion provided a detailed examination of the implementation, governance, and challenges of the *Tasmanian Food Relief to Food Resilience Action Plan*. It reflects on past efforts, current strategies, and future opportunities to collaboratively improve food security in Tasmania.

Key Points Discussed

Strategic Vision and Context:

- The Action Plan aligns with broader government strategies, such as the Healthy Tasmania Strategy and it is important for there to be policy coherence with the 20-Year Preventive Health Strategy which is open for consultation with the final strategy due for launch in October 2025.
- Integration across policies is seen as critical to enhance effectiveness.
- It is agreed that DPAC's oversight of food relief is logical due to its centralised role in managing emergency and recovery responses, although a response beyond food relief is required to support community and household food security in the future Strategy.

Governance and Collaboration:

- Governance structures for collaboration were initially strong but weakened over time. This is attributable to DPAC staff turnover and machinery of government/departmental restructuring.
- PHS stakeholders expressed the need for multi-sector governance that includes members across government, non-government organisations, and community groups, such as through a Food Policy Coalition/Alliances to strengthen collaboration (See Section 4).
- There is a perception that previous strategies to implement governance and collaboration approaches have lacked continuity and failed to adequately integrate expert recommendations from the PHS, with the exception of the investment in FindHelp TAS which was a positive outcome. Notable exemptions were the need to ensure that government investment in food relief should consistently ensure that the food meets the nutritional needs of food insecure Tasmanians. This is in line with other jurisdictions (South Australia and WA) and has emerged as recommendation in both the NSW and Victorian Inquiries into Food Security.

- There is unfortunately a perception of a missed opportunity for facilitating collaboration and leadership across the EFR sector to ensure the food provided meets the nutritional needs of EFR recipients.

Applied Research and Data Utilisation:

Numerous applied research projects have been conducted by PHS, including mapping, lived experiences of food insecurity, and sector needs by the PHS Team members. This has included regular student projects. In the last 12 months, the research has been recognised nationally at the May 2024 Public Health Association of Australia conference for its practical nature and how it could be readily applied at a policy and program level. All research was shared with the DPAC Team and its practical application explained for ease of adoption. The research projects included

1. Student project March 2024 – infant food security - the project investigated what happens when families with babies need food relief. The Flinders University students interviewed Child and Family Learning Centre (CFLC) leaders, Neighbourhood House leaders, an Aboriginal Child Health Nurse and managers from a Food Relief Organisation. Findings – there is a need to gather more information about where infant-specific foods are available in the food relief system, explore the rules around the donation and distribution of infant formula (which play an important role in protecting breastfeeding) and make sure that organisations are aware of these; share project findings with the funders of food relief to help inform decisions about funding; research, policies and programs, and work with other parts of the health care system to explore how food insecurity is identified and supported in antenatal, maternity and child health settings.
2. Food security work area review May 2024 – a review of the food security work, primarily done to guide their internal work plan for 2024-2025.
3. Student project October 2023 – Understanding the need of food relief agencies - food security needs assessment. Findings were used to inform the Eat Well Tasmania ‘Better Together’ project (see Section 2C).
4. Lived Experience Research - The project provided an opportunity to understand the response to the COVID-19 social and economic support packages rolled out at the start of the pandemic by all levels of government. The research engaged across government, the community sector and people with the lived experience of food insecurity. Key findings - Food Relief options provide an important safety net, but food security initiatives need to look more broadly to support local community food systems. Particularly as food insecurity is becoming less an emergency and more a long-term/chronic and, in some cases, intergenerational, issue. Community food programs go beyond meeting nutrition needs, they are valuable for social connection, enterprise and learning. Community based food programs create opportunities for mutual benefit when people can safely engage (See Section 3 where this research was used in program work).

PHS noted a gap in translating the applied research into actionable policy decisions by DPAC. However, inside the health department, the practical learnings from the research has influenced decisions. For example, the infant food security research has informed the development of resources for programs to increase the capacity of health care and child and family centre workers (funded by DECYP) to understand food insecurity and deliver services and support with dignity and mindful of the nutritional needs of food insecure Tasmanians (please Section 3).

Leadership and Sector Engagement:

- PHS has collaborated with Loaves and Fishes and supported the delivery of the school meal programs (led by School Food Matters), including through menu assessment/development, providing technical advice around food safety and allergy management.
- Place-based and statewide initiatives that are funded through the various Healthy Tasmania Grants program (see Section 3 current program investments) have provided critical resources for communities to have agency in designing and delivering solutions. Unfortunately, the funding is for a maximum of two years and currently lack sustainable ongoing funding mechanisms through government resourcing. Each of the food security related place-based projects have been supported by Community Nutrition Team.

Challenges and Recommendations:

- Existing strategies are fragmented, with emergency food relief viewed as a separate, though interlinked, component of the broader food system.
- Stakeholders emphasised the importance of a comprehensive food system strategy to prevent policy neglect under future budget constraints.
- Enhanced governance, consistent funding, and a focus on upstream solutions were recommended to strengthen the future Strategy and Action Plan's impact.

Recommendations for Action

- Establish a robust, multi-sector governance framework to guide the delivery of the future strategy.
- Develop a unified food system strategy that incorporates resilience and emergency relief under a cohesive policy umbrella. The future Strategy should be coherent and intersect with other key health and wellbeing and sustainability strategies particularly the 20-year Preventive Health Strategy.
- Ensure applied research from field experts and via community input are actively integrated into policymaking.
- Secure sustainable funding for community initiatives to enhance long-term food security.
- Use a mechanism, such as Charter or KPI in contracts, to ensure EFR meets the nutritional needs of food insecure Tasmanians, consistent with good practice (as cited in Section 1 and Section 4).
- Consider seconding an 'expert' PHS Team member into DPAC to build capacity as has previously occurred for the Health in All Policies project.

This summary highlights the complexity and potential of the Action Plan, stressing the importance of governance, integration of data and research, and sustainability for meaningful progress.

Food Secure Tasmania (formerly known as the Tasmanian Food Security Coalition)

Six organisation members of *Food Secure Tasmania* participated in an online interview for the evaluation of the Action Plan. Food Secure Tasmania has a core membership including Neighbourhood Houses Tasmania, Loaves and Fishes Tasmania, Eat Well Tasmania, School Food Matters, TasCOSS, Sprout Tasmania, University of Tasmania and less frequent attendees Foodbank Tasmania, 24 Carrot and Local Government Association of Tasmania. The Coalition was initially formed as an advocacy group to influence and/or inform policy and program decisions relating to community level food security. Over the last three years the Coalition has provide leadership through :

- Participating in the planning for the *Food Relief to Food Resilience Strategy* – both for the in-person consultation sessions and through written submissions. Many other service providers participated in the Strategy, as acknowledged in the foreword.
- Making submissions to government as part of budget and election processes.
- Meeting with DPAC staff and Ministers Street and Jaensch.
- Meeting on several occasions to internally workshop models and approaches and develop submissions to DPAC for the place-based pilots. Initiated several meetings with DPAC to outline the models and clarify next steps.

Beyond the initial Strategy planning the Coalition believes they have had to initiate most occasions to engage with DPAC and to explore and/or propose the way forward. This was assessed to be as a result of staffing churn within DPAC, the additional pressures created within the Department through the Commission of Inquiry response and an initial lack of engagement with the Coalition in developing the Action Plan. They feel they were encouraged and *given licence* to provide advice and ideas to DPAC, but this was not integrated into action or adopted.

The Action Plan for the Strategy was shared with the Coalition as *fait accompli* 3 days prior (Friday afternoon) to the launch of the Plan (Monday). There was not an opportunity to make suggestions or refinements, and the actions were a surprise for some organisations. A couple of months earlier UTas had released research demonstrating that food insecurity rates in Tasmania were continuing to grow. This gained significant media attention. There is a perception among some members that the Plan was a short-term reaction to the research data. Ministerial staff disputed the validity of the research and on one occasion directed a Coalition member to not talk publicly about the UTas research.

Regrettably the Coalition do not feel that a strategic vision has emerged for delivering nutritious and sustainable food relief as there have been few authentic opportunities to engage in this manner with DPAC, PHS and the Coalition members all participating. The Coalition acknowledge that they too need to do more strategic planning, so their goals and future role are clear for government.

The key data sharing across the Coalition has been the UTas food insecurity prevalence research, the Neighbourhood House food security member survey and the Loaves and Fishes Tasmania agency surveys. All of this is captured in Section 3. This data informed subsequent proposals for the place-based pilots, submissions to government and program decisions within member agencies, such as target cohorts.

Despite the challenges the Coalition members bring significant good will to the next Strategy process. They noted that in the last 8 weeks or so there seemed to be greater stability in the relationship with DPAC and a clearer understanding around the roles and responsibilities. In the most recent meeting (held during the Action Plan evaluation period) it was reassuring for members to hear the government is committed to the future Strategy and understanding the history and opportunities for the future. The Coalition members described it as constructive and hopeful meeting. They reflected on how quickly the landscape has changed and now it feels like the window of opportunity has opened.

Looking forward the Coalition members proposed, unsolicited, the following considerations for the new Strategy consultation process and ways of working:

- There is a need to take a broader food systems approach to the future Strategy and to think beyond food relief, particularly if true community food resilience, which is desirable, is the goal.
- There is an important need for cross-departmental collaboration – health, DPAC, agriculture, state growth, climate office, education with community agencies and experts for participatory governance and driving the delivery of actions for a future Strategy etc. This includes embedding accountability measures through an evaluation plan.
- The Strategy should clearly articulate what the government’s commitment is to the issue and Tasmanians who are food insecure.
- The new Strategy should link with others in government – such as the social determinants of health (housing, education transport, gambling, family violence), the new Preventive Health Strategy, agriculture, climate change, small business etc.
- The consultation process, adopting a community development approach, needs to capture the lived experience of food insecurity and similarly interventions must strengthen agency of food insecure Tasmanians and the community organisations that support them.
- It is important to celebrate case studies and examples of community-led initiatives to inspire others and share successes.
- The need to measure food insecurity regularly using the 6-question method as used by UTas will track how the community is going over time. This could be included in the Tasmanian Population Health Survey which is conducted every three years and is due again in 2025.
- The Coalition encourage the government to create a space through collaboration to try new things and draw on the external and PHS expertise.
- Funding future programs and projects needs to be time appropriate to ensure community engagement and empowerment and agency in decision making to allow the ‘magic to happen’.

- We need to create solutions with all scales of agriculture and *wipe away the concept that Tasmanian food is too special for Tasmanians* and think beyond exporting and trade of food only.

2.3 – Building Resilience

These three actions are intended to deliver on the ground, in community impacts to support community food security. The aim to deliver the Strategy goal and following objectives:

School Lunch Pilot – this program is evaluated by Menzies. The top up funding was to meet a resourcing short fall for the delivery of the program in the 2022/2023 financial year. The program does improve the place-based food security of students in the 30 schools, in areas of elevated food insecurity risk, that are funded for the program by providing nutritious and tasty lunches. The project governance membership delivers against the integrated support priority and the data and information collected through the evaluation is valuable to inform policy making relating to this now program. The program is expanding into a further 15 school in 2025 and 2026. While an Australian innovation, support for the program from the school staff and parents is high and its delivery is consistent with food security initiatives in most OECD countries.

Place-based pilots – this action was not delivered. Food Secure Tasmania undertook planning with their members and presented several options to DPAC, but they were not funded or implemented. This is partly attributed to the staff turnover within the Department and disruption to the policy cycle due to the state election.

Nutritional programs – Eat Well Tasmania in partnership with Neighbourhood Houses, LFT and a residential care facility have been developing and testing a program to teach cooking of affordable seasonal meals. Participant response is very positive. To be effective this programs needs to be resourced to be delivered via a peer learning models to disseminate the knowledge and tools widely. It delivers against the utilisation dimension of food security and ideally, so the skills can be adopted long term, needs to be coupled with community models that improve food affordability too. The project has been collaborative, place based and seeks to disseminate useful information to community agency staff and participants – consistent with the Strategy priorities

Evaluation – the future Strategy should embed and resource ongoing program evaluation using the framework, food security dimensions and food resilience factors to assess the effectiveness and impact. Simple tools can assist to collect the data consistently and share the findings.

2.31 Action - School Food Matters – School Lunch Pilot

The content in this section draws heavily from the formal independent evaluation and report³³ produced by Menzies Institute, University of Tasmania, with supplementary information provided by School Food Matters and Loaves and Fishes Tasmania.

In 2021, the Tasmanian State Government initially committed \$1.87 million to provide cooked school lunches to students at 30 government schools over two years (15 commencing in 2022 and an additional 15 commencing during 2023). The School Lunch Project is led by School Food Matters, a Tasmanian non-government organisation supporting school communities to promote and provide nutritious food.

Addressing Food security

While addressing food insecurity by improving access to nutritious food was only one of the aims of the School

³³ Jose K, Smith KJ, Sutton L, Masila N, Fraser B, Proudfoot F, Cleland V (2024). School Lunch Project Evaluation: Final Report 2024. Final evaluation findings from the 2022–23 School Lunch Project. Menzies Institute for Medical Research, University of Tasmania. Hobart, Australia.

Lunch Project (along with improving health and education outcomes and supporting the local economy) food security was described as a main motivator for principals when expressing interest in the project. The limited amount of food provided for lunch and/or the low nutritional quality of the food they were seeing in lunchboxes was a motivator for participating in the project. Principals believed that the students who needed the meals the most were participating in the project, particularly in schools where the whole school was being provided with meals. Principals reported seeing some students known to be experiencing more disadvantage taking part in the project as they became accustomed to the meals. Leftovers, due to absenteeism, were cleverly used in a variety of ways, with some schools identifying families that were in need and providing leftovers to take home. Principals remarked:

“One of the things that I was noticing and one of the reasons that we put in for it is that some of the school lunch boxes, it wasn’t that they were unhealthy as though they’re pretty minimal...I think it is really a factor in our community that some people can’t actually afford their lunch.”

“So, I guess the biggest one was around where our school sits in terms of our demographic of socioeconomic [status] – we have 75% of our families in the lower range, and about 40% of those are in the very, very low range. To be able to support them, especially with cost of living, so it’s helping the families but also helping the kids.”

“We very much need to have food security in our school for our families, and children, on the days that the lunch program doesn’t operate, seek out lunch from us. And that’s a critical part of well-being for our whole-school community.”

And the program manager:

“The principals tell us that there are parents calling into school and telling the school they can’t send Harry to school today because they have nothing to put in their lunchbox. That’s a common reason for non-attendance.”

“At each school there are children that attend on lunch days and less often on others. The lunch program is getting kids to school”

Food systems resilience.

A focus on Tasmanian sourcing of fresh ingredients for the school lunches contributes to Tasmanian food system resilience. The Menzies evaluation found this occurred through:

1. Increased availability of a diverse range of fresh, seasonal food options for use in the School Lunch Project.
2. Enhanced environmental sustainability and costs effectiveness by reducing *food miles* (the distance food travels from where it is grown to where it is consumed. Shorter supply chains reduce transport emissions).
3. High quality fresh Tasmanian produce can be enjoyed by Tasmanians.
4. Strengthened partnerships and relationships established between School Food Matters, Loaves and Fishes Tasmania and schools with local growers and producers.
5. Reducing food wastage by using second grade produce, which could end up in landfill.
6. Sourcing from diverse range of local producers, both small scale and mid-sized producers builds resilience in regional food systems.

Governance and partnerships

The program engaged across government and across the food system through the governance mechanisms for the program, see Table 11 a reflection of both the support and the emerging resilience and leadership of the

program.

GOVERNANCE GROUPS FOR THE SCHOOL LUNCH PILOT			
School Lunch Pilot Advisory Group	Menu Working Group	Sustainability Group	Allergen Management Group
School Food Matters (Chair)	School Food Matters (Chair)	School Food Matters (Chair)	School Food Matters
Public Health Services,	Public Health Services	Public Health Services	Public Health Services
DECYP	Loaves and Fishes Tasmania	Menzies Institute	Loaves and Fishes
Loaves and Fishes Tasmania		DPAC	
Menzies Institute		Food Systems Consultant	
Tasmanian Association of State School Organisations		DECYP	
Tasmanian Farmers & Graziers Association		Loaves and Fishes Tasmania	
Slow Food Hobart and Taste of Summer			
Oral Health			
Foodbank Tas			
Food Systems Consultant			
Department of Communities			

Table 11. Governance groups for the School Lunch Pilot

Evaluation methodology

The Menzies Institute for Medical Research (Menzies) was commissioned to undertake an evaluation of the School Lunch Project during its initiation and developmental phase (end of 2023). As a developmental evaluation the purpose is to determine if the project has achieved its intended outcomes and to contribute to the project's ongoing development and refinement.

Schools could choose to prepare the meals from scratch using supplied recipes and ingredients or have meals prepared by a central kitchen (run by Loaves and Fishes Tasmania, a not-for-profit Tasmanian emergency food relief provider) and delivered to the schools. Two thirds of schools chose the centralised model. Lunches were served one to four days per week. The number of students receiving meals ranged from one class to the whole school. Twelve of the 30 schools participated in a detailed evaluation (seven primary schools, two secondary school, three district schools) in 2022–23.

Data was collected

- via surveys,
- interviews and discussion groups from parents,
- students,
- teachers and other school staff,
- principals and
- key stakeholders from School Food Matters, Loaves and Fishes Tasmania, the Tasmanian Department of Health (DoH), and the School Lunch Project advisory group.

The 18 schools not selected for detailed evaluation were invited to provide basic information through a principal survey and/or interviews.

To assess the impact of providing cooked school lunches on student attendance and wellbeing, all 30 School Lunch Project schools were matched with 30 comparison schools and invited to provide consent for the Department for Education, Children and Young People to provide daily attendance data (2018–23) and Student Wellbeing and Engagement Survey data (2019–23). Seventeen School Lunch Project schools and 11 comparison schools provided consent.

Key evaluation findings that are relevant to the Action Plan are shared below

The evaluation found the School Lunch Project was well received by the schools with all those involved in the delivery of the project having a shared vision, and commitment to feeding students well at school. **All stakeholders demonstrated flexibility and adapted to changing circumstances which proved to be critical for successful implementation and to build resilience in the project. The adoption of a centralised model of lunch preparation and delivery strengthened the collaboration between School Food Matters and Loaves and Fishes Tasmania with a detailed partnership agreement, clearly outlining roles and responsibilities, signed in late 2022. This partnership was an is essential to delivery of the program.**

The highlights for the program are captured in the Diagram 4 below, taken from the Menzies evaluation report.



Diagram 4 – School Lunch Pilot program highlights

Meals numbers are the same for the school year in 2024. Next year they will increase as an additional 15 schools join the program and another 15 in 2026. By the end of the 2026 the program will be making in excess of 500,000 meals per year.

Challenges for implementation

- The short-term commitment and inadequate funding for the project worked against planning and operational efficiencies.
- An accurate estimate of the proportion of ingredients produced in Tasmania was not possible due to lack of detail in invoicing from food wholesalers.

Benefits for the school, families and communities

- **The principal and staff reported benefits of the School Lunch Project were students having access to a healthy lunch, promotion of healthy food, and the provision of opportunities for students to try new foods.**
- Some staff reported enhanced social connection and positive behavioural change such as 'calmer' classrooms.
- Parents and staff witnessed a more positive attitude to food. Two-thirds of parents reported their child was more willing to try new foods. Some parents indicated this had a flow on effect at home and a willingness to sit down as a family for meals.
- **There was limited food waste with schools demonstrating initiative in using uneaten meals to address food insecurity in their local community. School staff have knowledge of families that are food insecure. The leftover food from the SLP is provided to families at the end of the day - in a**

discreet manner or the meals go the Child Health and Family Centres and/or Community/Neighbourhood House. Schools also package up extra meals and have them in the freezer for students who come to school without lunch on other days.

- Some schools linked the project to curriculum initiatives such as hospitality training and leadership. This was most apparent in secondary schools and district schools.

Challenges for the schools

Challenges identified by principals and school staff included encouraging some students to try new foods, allocating sufficient time for students to eat the meals, providing students with the right amount of food, and catering to food allergies.

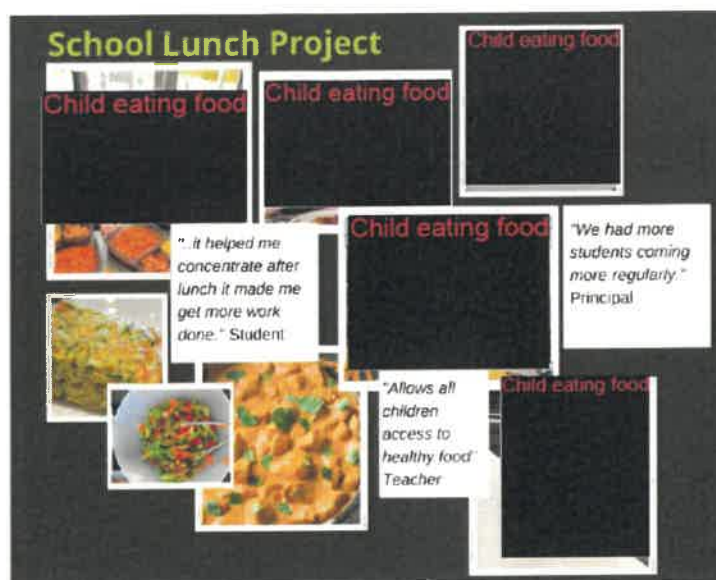
- Resource challenges identified by principals and school staff included reallocating school resource package funding to support the project, finding suitable staff to support implementation of the project, increased workload for other staff, and finding a suitable space for students to eat meals.
- Menu options were limited due to budget restraints and the many schools offering lunches once or twice per week. Some students and staff felt the menu could have more variety. Parents considered the menu variety and serve sizes were right.
- Students requested more choice, a voice in the meal offerings provided each day and more involvement in the project.

Recommendations for Program Partners

- Develop a governance structure that includes all key stakeholders, including a mechanism for incorporating school staff, students and parents/caregivers to bring together different perspectives, experiences, and knowledge and enhance agency.
- Develop a system of capturing the source of food by wholesalers so that local food procurement can be accurately measured.
- Strengthen curriculum links and education to improve food literacy (i.e., the skills and knowledge required to make appropriate decisions about food) for students.

Policy makers

- Consider introduction of a parent co-payment, with discounts for families with multiple school-aged children and subsidisation for families in need, to support project sustainability and enable the meals to be delivered by schools more days per week.
- **Build organisational capacity (School Food Matters, Loaves and Fishes Tasmania, Department of Health, Department for Education, Children and Young People, schools) to support ongoing delivery and expansion of the School Lunch Project so that cooked meals can become a normal part of the school day.**
- Invest in evaluation to measure the effect of greater project 'dose' (e.g., meals every day for all children in the 30 schools) and longer-term outcomes such as the impact on student learning, local food procurement, social connectiveness/mental health of students and staff, employment opportunities, and food literacy.



(Infographic kindly provided by School Lunch Project Team)

2.32 Action - Place-based pilots

Please refer to Section 2.2 prior in the *Food Secure Tasmania* summary for information about the 3 place-based pilots. While the pilots have not been delivered, the 2024 storm event provided valuable experience and information for managing issues relating food security in a crisis situation, using place as the level at which a key part of the response was delivered and ultimately communities' resilience.

Place – based responses through the flood and storm recovery in 2024

In response to the severe storms and flooding that affected Tasmania between late August and early September 2024, the Tasmanian Government through its Resilience and Recovery Team (DPAC), in collaboration with the Australian Government, implemented a recovery plan to support affected communities, including financial support. Key initiatives included:

Financial Assistance Programs relating to household food security:

- **Emergency Assistance Grants:** Provided immediate financial support to individuals and households impacted by the disaster.
- **Emergency Food Relief Grants:** Offered \$350 payments to households that experienced power outages exceeding 72 hours, assisting with the replacement of spoiled food.
- **Temporary Living Support Grants:** Allocated \$2,000 per household for those whose primary residences were uninhabitable or without power for more than seven days. This grant was available for each subsequent seven-day period under such conditions.

In response to the severe storms and flooding in Tasmania during late August and early September 2024, the Resilience and Recovery Tasmania allocated emergency funding to key community organizations to support relief efforts:

- **Neighbourhood Houses Tasmania:** Received a grant of \$255,000 to support its 34 houses across the state.
- **Loaves and Fishes Tasmania:** Allocated \$50,000 to assist in providing food relief to affected communities. LFT contacted Neighbourhood Houses to explore opportunities for collaboration. Their

own discrete funding meant they decided it was not required and assessed that it was better for communities to act independently. LFT worked with more remote locations and agencies and communities where Neighbourhood Houses are not present, at first ascertaining their infrastructure to support EFR dissemination and then the community needs. A mixture of fresh produce for meal preparation including meat, dairy and vegetables, plus ready to heat and eat meals were provided and delivered into communities.

- Foodbank Tasmania: Also received \$50,000 to support its food distribution efforts during the recovery period.

These funds were part of a broader emergency relief package aimed at assisting Tasmanian households and community service organisations in the aftermath of the storm damage and resulting infrastructure losses. It was also the first time this approach had been used and in direct response to the scale and period of time it was estimated take to restore services.

The Tasmanian Government's collaboration with neighbourhood centres during the 2024 storm recovery was highlighted by both opportunities and challenges. The neighbourhood centres played a critical role as community anchors, with their involvement being a direct response to their established trust and accessibility within affected areas, although not all impacted areas have Neighbourhood Centres.

Neighbourhood Centres Role in Emergency Response:

- Neighbourhood centres acted as front-line responders during the crisis, providing food, water, and charging stations for affected community members.
- The Centres with Community Connector Workers in place were able to respond very quickly as their previous work had created significant social and bridging capital in community.
- Centres facilitated applications for community grants for food relief purposes.
- They acted as hubs for social connection, supporting community member with mental health and isolation issues.
- The government acknowledged the centres' ability to meet local needs effectively, leveraging their established relationships and community trust.
- The Resilience and Recovery Team in DPAC in part chose to work with centres/ houses because they understood that connecting community members with an agency that could provide ongoing support and links to other service providers beyond the crisis response, would be a good outcome for social connection.

Challenges in Expectations and Resources:

- Limited and short-term funding created tension, as centres struggled to balance immediate crisis response with their long-term goals of building resilience, community development and fostering social connection.
- Many community members faced hurdles in accessing digital platforms like Smarty Grants, which were required for grant applications, making hands-on support essential for successful submissions.
- This support for the application process recognised the challenges of digital literacy, particularly for elderly (who may not even have an email address for example) and remote individuals.
- The challenge of using an online system was also acknowledged by the Resilience and Recovery Team in DPAC. They too also supported people via phone to make applications for food relief, similarly it was permissible to use a family members email address to be able to create an account on Smart Grants. It was considered the best approach because of the scale of the impact.

Partnerships and flexible funding:

- Strong pre-existing relationships between neighbourhood centres/houses and government departments, such as Resilience and Recovery Tasmania, enabled quick mobilisation of resources. For example, NHT facilitated, simplified and streamlined the grants process for the Centres/Houses allocation to reduce the burden and speed up the dissemination of the grant's funds.

- The Centres/Houses advocated for flexible funding models that would allow them to tailor their efforts to local needs while ensuring administrative and operational costs were covered.

Lessons from the Recovery Process:

- The **community's trust in neighbourhood houses** was central to effective disaster response and recovery.
- **Flexible funding mechanisms** enabled rapid responses but highlighted the need for long-term capacity building.
- Relationships and trust built over time between community organisations and government were key to mobilisation.
- Consistent funding to ensure community preparation for the future is important.

The additional reporting and increasing demand triggered the managers' forum (See Section 2B), hosted by NHT, to discuss food security in Tasmania and the role of centres/houses.

Differences between state and Commonwealth disaster funding arrangements- the state arrangements are more accessible and responsive to local community needs, while the Commonwealth arrangements provide broader reimbursement to the state government efforts for its recovery. Sometimes the recovery cost is fully born by the state as the reporting requirements are onerous or not aligned with empathetic service delivery during crisis. The state administers the Tasmanian relief and recovery while the Commonwealth arrangements are administered by the National Emergency Management Agency (NEMA). NEMA is an executive agency under the office of Home Affairs. NEMA was formed on 1 September 2022 from the merger of the two major disaster agencies, the National Recovery and Resilience Agency and Emergency Management Australia.

The [Tasmanian Disaster Resilience Strategy 2020-2025](#) is currently under review and there is an opportunity for emergency food relief issues to be considered.

2.33 Action - Nutritional Programs to be developed by Eat Well Tasmania with Neighbourhood Houses Tasmania

Food literacy is the knowledge, skills, and attitudes that enable people to make informed decisions about food and its impact on health. It includes the ability to plan, manage, select, prepare, and eat food to meet nutritional needs.³⁴ Recently expanded definitions have included the knowledge to understand the impact of food decisions on the environment and economy.³⁵

Eat Well Tasmania³⁶ is a not for profit that engages with food, agriculture and aligned industries to champion Tasmanian food and the people who produce, promote and enjoy this produce, every day. With their industry and community partners, they champion healthy eating and cultivate opportunities for Tasmanians to enjoy more seasonally grown and valued-added food. EWT's core operational funding is from the Department of Health and Human Services Tasmania. They aim to improve the nutritional well-being of Tasmanians and contribute to reducing diet-related health issues. Their key community focused campaigns, delivered via social media, newsletters and online downloadable resources (recipes, guides, videos), are *What's in Season* and *Too Good to Waste*. The State Manager of EWT is also the chair of the *Food Secure Tasmania*.

An interview with the State Manager of Eat Well Tasmania (EWT) explored the development, implementation, and outcomes of the *Better Together* Program development, a key action in the Action Plan. The discussion provided insights into partnerships, program delivery, challenges, and future opportunities to enhance food security and food resilience in Tasmania through the *Better Together* program. Of note, EWT were not advised or

³⁴ <https://nutritionaustralia.org/app/uploads/2020/11/NourishNurture-Food-Literacy-Program-Manual.pdf>

³⁵ <https://pmc.ncbi.nlm.nih.gov/articles/PMC10674981/#sec7-nutrients-15-04708>

³⁶ <https://www.eatwelltas.org.au/>

consulted on the program inclusion in the Action Plan until it was publicly released. They were surprised however, very glad to have the opportunity to develop the program.

Program Vision and Strategy:

- The Action Plan emphasises moving from emergency food relief to a sustainable food resilience model.
- The *Better Together* nutrition program endeavours to build food literacy³⁷ and subsequently resilience in individuals who participate in the program sessions in community settings. The objectives are to:
 - **Improve the capacity & capabilities of Tasmanian's experiencing food insecurity**
 - **Provide a suite of resources to improve the health & wellbeing of Tasmanians**
 - **Partnerships with likeminded organisations to engage & connect with targeted audiences**
 - **Define & communicate what a good meal looks like to assist Emergency Food Relief Agencies**
 - Consideration is being given to how a peer learning opportunities could embed the knowledge and practice from the program in communities to create an ongoing legacy and community resilience.

Leadership and Collaboration:

Key project partners include:

- **Neighbourhood Houses Tasmania:** Provided engagement and implementation support. Four Houses have been the location of program development and testing of the program resources
- **Local Organisations:** Entities such as City Mission and Benevolent Society participated in consultations and resource development.
- **Public Health Tasmania:** Facilitated research and community alignment through a student-led project and strategic inputs to inform the program content and future agency/participant needs.
- **Loaves and Fishes Tasmania:** Is a critical partner in testing the model at facilities such as Bethlehem House where they have the contract for inhouse food service.

Program development and implementation highlights:

- EWT engaged an experienced community dietitian who was already delivering a food literacy program, *Gather Cook Grow* in four Neighbourhood Houses (Midway Point, Warrane Mornington, Dunalley and Okines) – the program and resources have been adapted and refined from this existing program informed by desktop research, a site visit to another food literacy program in Melbourne, testing and stakeholder engagement.
- Flexible program delivery options allowed adaptation across diverse community settings, including neighbourhood houses, Risdon prison, and transitional housing facilities.
- Finalising the design of the open-source resources, including lesson plans, recipes (see Diagram 5), and the nutrition program frameworks, will ensure accessibility for all Tasmanian community organisations. These should be publicly available in the first quarter of 2025.
- Peer-led models and "Train the Trainer" frameworks are central to creating a sustainable legacy for the program and being tested.

Base recipe

- 1 large brown onion, sliced
- 3 tablespoons olive oil
- 1 teaspoon salt
- 1 teaspoon black pepper
- 2 tablespoons garlic cloves, minced
- 2 tablespoons lemon juice
- 2 cups chicken or vegetable stock

These are your essential ingredients!

Make it seasonal

We've come up with 4 custom recipes that make the most of the seasonal produce, but feel free to swap out the veg or legumes for what you already have in the kitchen!

SUMMER
Lentil & Lamb

SPRING
Broccoli Puttanesca

WINTER
Fennel & Cannellini Bean

FALL
Silverbeet & Sausage

Seasonal swaps

vegetables legumes fresh herbs meat & extra flavour!

Lentil & Lamb Casserole			
Celeriac Corn	Brown lentils	Marjoram or parsley	200 grams of diced lamb* 1 tablespoon of horseradish paste
Broccoli Puttanesca Casserole			
Broccoli 2 x time of chopped tomatoes in place of stock	Chickpeas	Tarragon or Parsley	Mixed dried herbs Chilli flakes A handful of roughly chopped capers or olives to serve
Fennel & Cannellini Bean Casserole			
Fennel Potato	Cannellini beans	Parsley and Thyme	Before serving, stir in 1/2 cup of grated parmesan or other cheese
Silverbeet & Sausage Casserole			
Silverbeet Cabbage	White beans	Beef or lamb	4 x sausages of choice Chilli flakes

How to serve your casserole

Serve it hot from the oven, or re-heat if making in advance, and spoon on a bed of rice, mashed potato, or polenta

Diagram 5 : Sample of a Better Together Recipe resource for session leaders (Source EWT)

Challenges and Learnings:

- Limited funding and resource constraints have hindered broader program expansion to a peer-based model.
- Lack of prior consultation in the planning stage by DPAC did create challenges in the early phases of the project as EWT did not readily have the internal expertise, nor had they undertaken any preparation to deliver the program.
- A need for structured evaluation frameworks was highlighted to measure long-term impacts.

Recommendations for Program Improvement:

- Continue to strengthen cross-sector partnerships and secure sustainable funding to ensure state-wide reach using a peer-to-peer education model. Ideally this model includes regional based capacity builders to support community organisations and peer learners.
- Demonstrate the flexibility of the program by supporting agencies to implement their own ideas, with existing capacity and through providing flexible resources.
- Establish robust evaluation mechanisms to track the program's impact on food literacy and community food resilience over time.
- Continue integrating community feedback and leveraging local expertise for program enhancement.

This program exemplifies a community-focused, adaptable approach to addressing the utilisation and sustainability dimensions of food security, countering a food relief only model with long-term community resilience goals.

Section 3 – Tasmanian Food Security and Food System Environmental Scan

Governments can act in three ways to support food security – on the ground (place- based), through policies or legislation. In this section a scan of data, policy and programs is provided to give an overview of the context and environment through which the food security of Tasmanians can be viewed and to inform the new Strategy consultation.

This section answers several questions

- What does food insecurity in Tasmania look like and which Tasmanians are most vulnerable?
- What are the likely drivers of food insecurity in Tasmania?
- What impact does experiencing food insecurity have on health outcomes, physical and mental health?
- What is the lived experience of food insecure Tasmanians?

An overview of the Tasmanian policy settings which intersects with food systems and contributes to Tasmanian food security is provided.

The Social Determinants of Health framework is used for collating social policies, many of which the Government has control over, beyond the food system, that deliver for priority groups. It demonstrates how these are determinants that are linked with an increased risk of food insecurity. The Tasmanian Food System is described along with the existing across government policy and program intersections, demonstrating how these actions contribute to food security and food resilience within Tasmania.

The investments made to support Tasmanians who are food insecure and/or to build community food resilience, beyond the *Food Relief to Food Resilience* investments are also summarised in Section 2.

3.1 What is food security?

The definition of food security was revised in 2020 to include agency and sustainability³⁸ as captured in the diagram below. The six-dimensional framework for food security, which includes availability, access, utilisation, stability, agency, and sustainability, has gained wide adoption in academic and policy circles.³⁹ The High-Level Panel of Experts on Food Security and Nutrition (HLPE) has advocated for its adoption to provide a more comprehensive understanding of food security. The two additional pillars of agency and sustainability acknowledge the complexity of modern food systems (see Diagram 6).

³⁸ HLPE. (2020). *Food security and nutrition: building a global narrative towards 2030*. A report by the High-Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.

³⁹ <https://www.sciencedirect.com/science/article/pii/S0306919221001445?via%3Dihub>



Diagram 6. What is food security?

The definitions for each dimension of food security are contained in Box 2. Food insecurity occurs when some or all of these dimensions and their determinants are not present or have broken down.⁴⁰ It is worth noting that how other critical food system actors discuss food security does not always take this broad view. Often Australia is described as food secure because we produce more food than we consume.⁴¹ But in this assessment only availability is considered. Unfortunately, food production at the aggregate level does not ensure equitable distribution, for example. Surpluses in one region might coexist with shortages in another due to inadequate retail offerings, trade practices, or affordability which varies across the regions.⁴² Measuring only calories or volumes of food produced by agriculture fails to account for the broader dimensions and risks oversimplifying complex issues, including the root causes of food insecurity. Ironically often communities closest to food production in regional and remote areas have the highest food costs and most complex supply chains, key barriers to food security.⁴³

⁴⁰ Lindberg R, Ribeiro P, Pettman T and Bogomolova S, 2023 Food Secure Communities in South Australia: An evidence summary to support food security across food and social systems.

⁴¹ <https://www.agriculture.gov.au/abares/products/insights/australian-food-security-and-COVID-19#australia-is-one-of-the-most-food-secure-nations-in-the-world-with-access-to-a-wide-variety-of-healthy-and-nutritious-foods>

⁴² <https://foodenvironmentdashboard.com.au/food-prices-and-affordability/>

⁴³ Lee, A., Patay, D., Herron, LM. *et al.* Affordability of current, and healthy, more equitable, sustainable diets by area of socioeconomic disadvantage and remoteness in Queensland: insights into food choice. *Int J Equity Health* **20**, 153 (2021). <https://doi.org/10.1186/s12939-021-01481-8>

THE SIX DIMENSIONS OF FOOD SECURITY

Availability	Having a quantity and quality of food sufficient to satisfy the dietary needs of individuals, free from adverse substances and acceptable within a given culture, supplied through domestic production or imports.
Access (economic, social and physical)	Having personal or household financial means to acquire food for an adequate diet at a level to ensure that satisfaction of other basic needs are not threatened or compromised; and that adequate food is accessible to everyone, including vulnerable individuals and groups.
Utilization	Having an adequate diet, clean water, sanitation and health care to reach a state of nutritional well-being where all physiological needs are met.
Stability	Having the ability to ensure food security in the event of sudden shocks (e.g. an economic, health, conflict or climatic crisis) or cyclical events (e.g. seasonal food insecurity).
Agency	Individuals or groups having the capacity to act independently to make choices about what they eat, the foods they produce, how that food is produced, processed, and distributed, and to engage in policy processes that shape food systems. The protection of agency requires socio-political systems that uphold governance structures that enable the achievement of FSN for all.
Sustainability	Food system practices that contribute to long-term regeneration of natural, social and economic systems, ensuring the food needs of the present generations are met without compromising the food needs of future generations.

Box 2 – the definitions for each of the dimensions of food security.⁴⁴

See Appendix 2 for the High-Level challenges and threats to the Food Security Dimensions.

First Nations definition of food security

“The land and the sea is our food security. It is our right. Food security has two parts: food security is when the food of our ancestors is protected and always there for us and our children. It is when we can easily access and afford the right non-traditional food for a collective health and active life. When we are food secure, we can provide, share and fulfil our responsibilities, we can choose good food knowing how to make choices and how to prepare and use it.” This definition highlights the importance of culture and traditional food sources in achieving food security for Aboriginal and Torres Strait Islander people.⁴⁵

3.2 People experience different levels of food security and food insecurity.

- Food secure – people have ready access to food.
- Marginal food insecurity – people experience anxiety about getting enough food.
- Low food insecurity – people are eating food which is of a lower quality, variety, and desirability.
- **Very low food insecurity – people have a reduced food intake and are regularly going without food.**⁴⁶

In 2020, at the start of the COVID *Stay Home Stay Safe* period, the Tasmanian Government commissioned the University of Tasmania (UTas) to deliver a research project, *The Tasmania Project*⁴⁷, to monitor how Tasmanians were doing. Since April 2020, food security has been measured on five occasions by UTas. The results for four are captured in the Table 12.

⁴⁴ HLPE. (2020). *Food security and nutrition: building a global narrative towards 2030*. A report by the High-Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.

⁴⁵ Menzies school of health research, 2016, Developing a good food system in your community, Information Sheet 1, Good food systems overview. https://www.naccho.org.au/app/uploads/2023/05/Food-Security-in-Australia_NACCHO-submission.pdf

⁴⁶ The new normal for food insecurity? A repeated cross-sectional survey over 1 year during the COVID-19 pandemic in Australia <https://ijbnpa.biomedcentral.com/articles/10.1186/s12966-022-01347-4>

⁴⁷ <https://www.utas.edu.au/community-and-partners/the-tasmania-project>

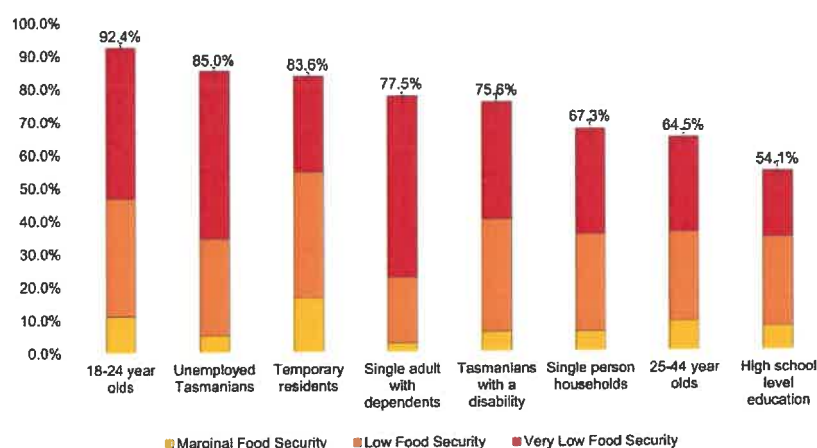
	May 2020 ⁴⁸	September 2020 ⁴⁹	May 2021 ⁵⁰	October 2022 ⁵¹
Marginal food insecurity	11.6%	6.9%	7.6%	7.4%
Moderate food insecurity	11.6%	8.3%	11.8%	23%
Severe food insecurity	4.5%	4.3%	7.5%	20.2%
Total food insecure	27.7%	20%	23%	50.6%

Table 12. Food insecurity in Tasmania May 2020 – October 2022

When food insecurity was measured in October 2022, one in two (51%) of Tasmanian households has experienced food insecurity over the previous month. This is nearly double the rate recorded in May 2021 (27%) - 7% experienced marginal food security (anxiety over a shortage of food in the house), similar to the levels reported in 2021; 23% have low food security (reduced quality and variety of food eaten), double the levels reported in 2021; 20% have very low food security (regularly skipping meals and going hungry), nearly triple the levels reported in 2021.⁵²

3.3 Which Tasmanians are most at risk for food insecurity in Tasmania?

The U Tas research identified particular groups in Tasmania which are vulnerable to food insecurity. They include younger people, unemployed Tasmanians, single parent households, Tasmanian with a disability and people with high school only educational attainment.⁵³ The level of risk and experience of the severity of food insecurity are captured in Graph 1.



Graph 1. Groups of Tasmanians that are at higher risk of food insecurity⁵⁴.

This compares with the Foodbank Hunger 2024 report findings for regional Tasmanians in Graph 2.

⁴⁸ Kent K, Murray S, Penrose B et al., The new normal for food insecurity? A repeated cross-sectional survey over 1 year during the COVID-19 pandemic in Australia <https://ijbnpa.biomedcentral.com/articles/10.1186/s12966-022-01347-4>

⁴⁹ Ibid

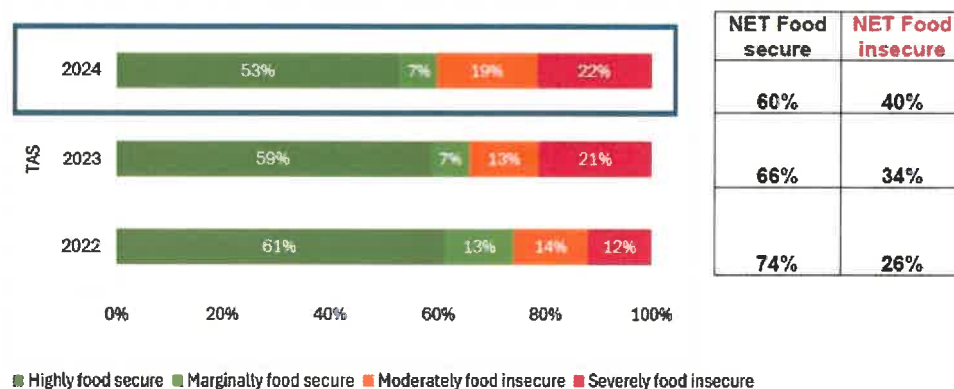
⁵⁰ Ibid

⁵¹ https://www.utas.edu.au/data/assets/pdf_file/0006/1630662/TTP8-Food-insecurity.pdf

⁵² https://www.utas.edu.au/data/assets/pdf_file/0006/1630662/TTP8-Food-insecurity.pdf

⁵³ https://www.utas.edu.au/data/assets/pdf_file/0006/1630662/TTP8-Food-insecurity.pdf

⁵⁴ Ibid



↑ ↓ Represents a significant change when comparing results from the previous year.
 USDA Food Security Summary from HFSSM 18 questions and S3 Where do you live? Please type in the postcode of the suburb you currently live in. (Base 2022 n=72; 2023 n=140; 2024 n=123. Sample size for 2022 is small, interpret with caution.)

Graph 2 - Food security segments in regional Tasmania 2024⁵⁵

Notably the number of Tasmanians experiencing severe food insecurity is increasing. The Foodbank Hunger Report (October 2024)⁵⁶ indicates that food insecurity in Australia is now impacting a broader demographic, with several groups experiencing it for the first time:

- **Employed Individuals:** A growing number of employed Australians are facing food insecurity, highlighting that employment does not necessarily shield against hunger.
- **Middle-Income Households:** Previously considered financially stable, many middle-income families are now struggling to afford sufficient food, reflecting the increasing cost of living.
- **Mortgage-Holding Families:** Even those with home loans are experiencing food insecurity, suggesting that housing costs are impacting their ability to purchase adequate food.

In 2024, over 7-in-10 (73%) Australian households experiencing food insecurity in the past 12 months reported having not been able to afford enough food for themselves for the first time this year.⁵⁷ These trends underscore the need for comprehensive policy interventions to address the root causes of food insecurity across all sectors of society.

Aboriginal Tasmanians and food

Food insecurity is a significant challenge for Aboriginal people amidst a wider growing crisis of hunger and food inequality in Australia, with generally higher rates of food insecurity experienced versus non-aboriginal populations.⁵⁸ Five core areas impacting on food security have been described as the causes of food insecurity:

- being trapped in financial disadvantage;
- gaps in the local food system particular in regional and remote areas;
- limitations of non-Aboriginal food relief services or culturally appropriate services;
- on-going impacts of colonization; and
- maintaining family, cultural and community commitments and responsibilities.⁵⁹

⁵⁵ https://reports.foodbank.org.au/wp-content/uploads/2024/10/2024_Foodbank_Hunger_Report_IPSOS-Report.pdf

⁵⁶ https://reports.foodbank.org.au/wp-content/uploads/2024/10/2024_Foodbank_Hunger_Report_IPSOS-Report.pdf

⁵⁷ Ibid.

⁵⁸ Sherriff, S., Kalucy, D., Tong, A. et al. *Murradambirra Dhangaang* (make food secure): Aboriginal community and stakeholder perspectives on food insecurity in urban and regional Australia. *BMC Public Health* **22**, 1066 (2022). <https://doi.org/10.1186/s12889-022-13202-z>

⁵⁹ Ibid.

Food is central to Aboriginal culture and life. Tasmanian palawa/Aboriginal people consume/d a diverse range of plants and animal species informed by a sophisticated knowledge of environments, seasons, sustainable harvesting practices, processing techniques and nutrition. It is connected to kinship, identity, ancestry, heritage, cultural practice and oral history.⁶⁰

Food has a strong cultural meaning “the best way I think to connect with culture is through food and storytelling behind what we are eating. Traditional food that people that been eating for thousands of years.... Traditional food is a big part of my family’s lifestyle, especially when it came to yula (mutton birds) and birding seasons.... Because of invasion we lost some of that connection with bush tucker, but there is a lot of knowledge out there. I’ve read about and researched Tasmanian edible plants, and I’ve learned from the community, on Country, with tips and tricks on how to eat and identify plants....The best part of my job is sitting around the fire with the community, having a yarn, eating wallaby and mutton bird with other bush tucker elements in the dishes. Incorporating new flavours from bush tucker gives a boost of new energy and pride into what we can do with our traditional foods. Cooking in the traditional way, in a sustainable way, talking about Palawa Kipli and our culture .”*Kitana Mansell, Palawa Kipli*⁶¹

The Tasmanian Government Aboriginal Partnerships Team are a valuable future resource for providing advice and support for the consultation in 2025 and how to engage with Tasmanian Aboriginal organisations and people. They described ongoing food and water security issues for the Cape Barren community, due to their isolation and reliance on the barges to deliver core foods.

The Team provided several recommendations for the 2025 Strategy consultation and supporting how the knowledge and expertise of Tasmanian Aboriginal Leadership can be drawn upon in developing solutions. The key is to position Aboriginal people and organisations as the experts and leaders to meet their unique needs and with government playing a supporting role. This aligns with the priority reforms under the National Agreement on Closing the Gap which has many intersections with food security though the social determinants of health – housing, education, transport, health and household income/employment. Their advice:

- Engage Aboriginal organisations early and often in the consultation process, providing them ample lead time and respecting their preferred communication protocols – this allows them to choose when and how to engage.
- Leverage the expertise of Aboriginal consultants and professionals who have established relationships with communities. They can provide valuable insights and perspectives
- Ensure cultural respect training is provided to any non-Aboriginal consultants working with communities to build their understanding and sensitivity
- Please see a stakeholder list in Appendix 9

3.4 What are the health, health system and nutrition consequences of food insecurity?

Good food and nutrition is vital for health. People experiencing food insecurity are much more likely to suffer from chronic physical and mental health problems – with poor outcomes also relevant throughout pregnancy, childhood and adulthood. These preventable health outcomes have profound influences on the health of Australians and the country’s health system. Food insecurity has serious consequences, such as:

⁶⁰ www.theorb.tas.gov.au/foods

⁶¹ <https://tasmanian.com.au/stories/kitana-mansell/#:~:text=%22The%20best%20way%20I%20think,culture%20is%20strong%2C%20thriving.%22>

- Food insecure children are more likely to experience poor health⁶² and cognitive, linguistic, social and emotional developmental challenges.⁶³ They can also have nutritional deficiencies and increased hospitalisations.⁶⁴
- Pregnant women who live in food insecure households have increased risks of weight gain, increased stress, disordered eating,⁶⁵ and pregnancy complications such as diabetes.⁶⁶
- Food insecure adults consume less vegetables, fruit, fish and dairy, fibre and vitamins, important healthy foods and nutrients, compared to food secure adults.⁶⁷
- Food insecurity increases the risk for diet-related chronic diseases such as diabetes, obesity, poor mental health issues, heart and kidney disease.⁶⁸ These chronic health conditions can be both the cause of reduced workforce participation and also the cause of food insecurity.⁶⁹
- Stigma, shame, mental health issues and social isolation are all associated with food insecurity. Food insecurity contributes to social isolation, as individuals and families withdraw from social activities due to financial constraints and the stigma associated with being unable to provide food.⁷⁰
- **Marginally, moderate and severely food insecure adults present more often for acute hospital admissions (26%, 41% and 69% higher odds), they have longer hospital stays and have higher health care costs versus food secure adults. Programs reducing food insecurity may lower health care use and costs.**⁷¹

⁶² <https://journals.sagepub.com/doi/10.1177/1367493511423854>

⁶³ <https://doi.org/10.1542/peds.2006-3717>

⁶⁴ <https://policycommons.net/artifacts/2145774/household-food-insecurity-is-a-risk-factor-for-iron-deficiency-anaemia-in-a-multi-ethnic-low-income-sample-of-infants-and-toddlers/2901280/>

⁶⁵ Laraia B, Vinikoor-Illmer L, Siega-Riz A, 2015 Food insecurity during pregnancy leads to stress, disordered eating and greater post-partum weight among overweight women *Obesity* <https://pubmed.ncbi.nlm.nih.gov/25959858/>

⁶⁶ <https://pubmed.ncbi.nlm.nih.gov/30508095/>

⁶⁷ Lindberg R, McNaughton S, Abbot G, Pollard C Yarooh A, Livingstone K The diet-quality of food-insecure Australian adults – A nationally representative cross-sectional analysis <https://pubmed.ncbi.nlm.nih.gov/36235785/>

⁶⁸ <https://pmc.ncbi.nlm.nih.gov/articles/PMC8255162/>

⁶⁹ <https://www.cambridge.org/core/journals/public-health-nutrition/article/food-insecurity-among-adults-residing-in-disadvantaged-urban-areas-potential-health-and-dietary-consequences/6B4361911F6FFAD173AE5A016200CC29>

⁷⁰ <https://www.parliament.vic.gov.au/4ae6b0/contentassets/a367373389984ce39dcee0c6f74af54/lclsic-60-04-inquiry-into-food-security-in-victoria.pdf>

⁷¹ <https://pubmed.ncbi.nlm.nih.gov/32744947/>

3.5 What are the structural drivers of food insecurity?

The 2024 Inquiry into Food Security in Victoria⁷² found through the evidence presented to the Inquiry that there are several factors that are driving rates of food insecurity – financial, environmental and economic. They are summarised in the Diagram 7 below.

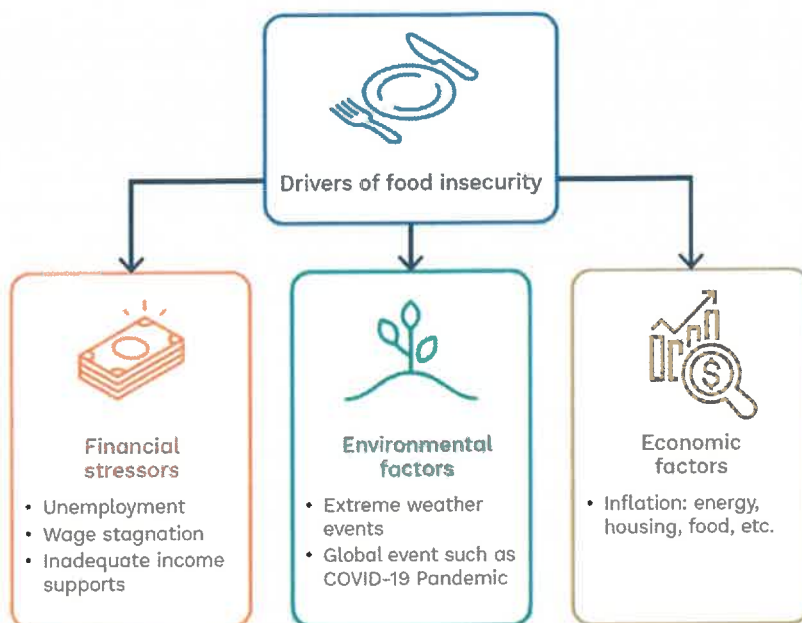


Diagram 7 – Drivers of Food insecurity⁷³

There are a range of factors which are increasing the risk of food insecurity in Tasmania – some of these are outside the sphere of direct influence by the state government, beyond advocacy to the Commonwealth to address them. In high-income and developed countries like Australia, economic hardship and housing insecurity are considered the biggest universal causes of food insecurity.⁷⁴

Cost of Living

The household food budget is often described as the most *elastic* part of the budget. Many other household costs are set and or increasing, meaning the amount of money available for food is being *limited*. Normally food stress occurs when eating well costs more than 25% of household income.⁷⁵ In a high inflation environment there are many pressures on household food budgets.

Tasmanians are certainly impacted by the rising cost of living. It is the number one issue of concern for them as they try to manage the squeeze on their household budgets, with little relief in sight. While everyone in Tasmania is affected by price increases, the impacts are not felt equally. Low-income households are experiencing the greatest cost of living pressure. Most of their income is spent on non-discretionary goods and services, so they feel it the hardest when prices rise at much higher rates than non-discretionary items. The

⁷² <https://www.parliament.vic.gov.au/4ae6b0/contentassets/a367373389984ce39dceea0c6f74af54/lclsic-60-04-inquiry-into-food-security-in-victoria.pdf>

⁷³ Ibid.

⁷⁴ Bowden M, Understanding food insecurity in Australia: Child Community Australia 2020 <https://aifs.gov.au/resources/policy-and-practice-papers/understanding-food-insecurity-australia>

⁷⁵ Ward PR, Verity F, Carter P, Tsourtos G, Coveney J, Wong KC. Food stress in Adelaide: the relationship between low income and the affordability of healthy food. J Environ Public Health. 2013;2013:968078.

rising costs of food, housing, electricity, fuel, and health care are forcing Tasmanian households to make choices between paying the rent, putting food on the table, turning on the heater or going to the doctor.⁷⁶

The 2023 Food Bank Australia National survey⁷⁷ found the cost of living is the most common reason for being food insecure at 79%, up from 64% in 2022. The cost of basic needs – food and shelter – is now the most common cause of food insecurity in Australia, with the cost of food and groceries reported as the chief contributor to food insecurity (69%), followed by energy costs (56%) and then housing costs (50%). Increasing rent (34%) is twice as likely to be cited as a factor compared to increasing mortgage repayments (18%). “Food insecurity impacts households across a wide variety of demographic and socioeconomic cohorts including previously less vulnerable groups. Looking at all food insecure households, 60% have someone in paid work, which makes it clear that a job does not necessarily insulate a household against going hungry. Also, a half of all renters and a third of all mortgage holders were food insecure in the last 12 months.”

Rising cost of food

Price is one of the key influences on what foods people choose to buy. Affordability of healthy food is critical to ensuring population health equity, and to addressing food security. The 2022 research by UTas found food insecure households reported being ‘very or extremely’ impacted by the rising cost of grocery staples, meat, and fresh produce. These households used many coping strategies to put food on the table, such as buying less meat and fresh produce, buying food on credit, and seeking food from their family, neighbours, and friends. Very few food insecure households seek support through emergency food relief from a food bank/ emergency relief providers (10%).⁷⁸ Food insecure people cope using a variety of strategies (see Diagram 4).

The national CPI food increases from June 2022-2023 were on average 7.5% versus 7.3% for Tasmania were the highest during the cost-of-living crisis. (The biggest increases were dairy (15.2%), bread and cereals (11.6%), and fruit and vegetables 1.6%).⁷⁹ Over the past year, all components of the CPI have increased, though the increase in CPI is now much lower, at around 3%. However, the largest increases continue to be recorded in food. Measured again in October 2024, food continues to be the highest CPI increase of all the categories, rising 3.3% in the month.⁸⁰

Housing Affordability

Housing is one of the five basic human needs along with food, water, clothing, and sleep. The quality, security and affordability of housing is fundamental to wellbeing and economic participation - an important determinant of physical and mental health.⁸¹

For renters, data consistently shows that Hobart remains the least affordable capital city. Since 2014, the median rental rate in Hobart, for example has grown by 60% and is only 10% lower than the Melbourne median rent. Rents in Tasmania are fortunately now stabilising but remain high.⁸²

Contrary to most capital cities, median rents in Greater Hobart have remained stable over the past year (increasing only 2.1 %), making Greater Hobart one of only two regions to see improved affordability in 2024 (the other being the ACT). While this is an encouraging sign, rents increased rapidly over the previous few years (21.5 per cent from June 2020 to 2022), which has only been partially offset by the improvement in affordability

⁷⁶ <https://tascoss.org.au/wp-content/uploads/2023/03/TasCOSS-2023-24-Budget-Priorities-Statement-%E2%80%94-Wellbeing-First-Summary.pdf>

⁷⁷ <https://reports.foodbank.org.au/foodbank-hunger-report-2023/?state=au>

⁷⁸ https://www.utas.edu.au/_data/assets/pdf_file/0006/1630662/TTP8-Food-insecurity.pdf

⁷⁹ <https://www.abs.gov.au/statistics/economy/price-indexes-and-inflation/consumer-price-index-australia/latest-release>

⁸⁰ [https://www.abs.gov.au/statistics/economy/price-indexes-and-inflation/monthly-consumer-price-index-indicator/latest-release#:~:text=The%20monthly%20CPI%20indicator%20rose,was%20Transport%20\(%2D2.8%25\).](https://www.abs.gov.au/statistics/economy/price-indexes-and-inflation/monthly-consumer-price-index-indicator/latest-release#:~:text=The%20monthly%20CPI%20indicator%20rose,was%20Transport%20(%2D2.8%25).)

⁸¹ https://sheltertas.org.au/wp-content/uploads/2022/11/Shelter-Tas-Budget-Submission-2023-24_WS.pdf

⁸² <https://sgsep.com.au/projects/rental-affordability-index>

in the years since. With a RAI score of 108, the average rental household still faces paying 28 per cent of their income if renting at the median rate, which is considered *Moderately Unaffordable*.⁸³

As with Hobart, rents in regional Tasmania have remained relatively stable (increasing only 2.6 %), resulting in improved affordability for the year ending June 2024. Regional Tasmania now has a Rental Affordability Index score of 111, an improvement on the historic low of 107 in 2023.⁸⁴ It is generally accepted that if housing costs exceed 30 per cent of a low-income household's (households with the lowest 40 per cent of income) gross income, then that household is experiencing housing stress (30/40 rule). In the RAI, households who are paying 30 per cent of income on rent have a score of 100, indicating that these households are at the critical threshold for housing stress. A score of 100 or less indicates that households would pay more than 30 per cent of income to access a rental dwelling, meaning they are at risk of experiencing housing stress.⁸⁵

The Anglicare Rental Affordability Snapshot in 2024 found that there were 0% of households suitable for people and families reliant on Centrelink payments (72,000 on age pension, 21,225 Jobseekers, 4580 Youth Allowance, 21805 Disability Allowance and 8385 single parent families).⁸⁶ For families reliant on the minimum wage with eligibility for family tax benefit the number of affordable house varied from 1- 28% with variability across the regions and household types (number of children). To manage the coping skills, include more people living in each dwelling or entering homelessness.⁸⁷

NB: A 2022 survey conducted by the Tasmania Project (UTas)⁸⁸ found food insecurity rates in Tasmanians 18-24 (92%) who are unemployed (85% food insecure), temporary residents (84%), single parents with dependents (78%), people living with a disability (76%), and Aboriginal and Torres Strait Islander identifying people (76%), demonstrated a link between the housing costs and food issues.

Income support

The latest Foodbank Report (October 2024) found 48% of low-income households (less than \$30,000 per year) are experiencing food insecurity This is the highest rate since the onset of the cost-of-living crisis and a 5% increase on 2022. **More than half** (59%) of all food insecure households are experiencing the most **severe level** of hardship, regularly skipping meals or going entire days without food. Single parent households are the hardest hit with 2/3 impacted.⁸⁹ Contrasted with research when Centrelink income support was boosted during COVID which found that that increases to income support payments resulted in a 56% decrease in meal skipping (compared to the original payments), with 93% of respondents also reporting being able to afford eating more fresh fruits and vegetables.⁹⁰ COVID-19 specific increases in income rendered healthy diets affordable for families receiving low incomes for the first time since monitoring through healthy food basket surveys started in Australia.⁹¹

Comprehensive monitoring of food environments, including assessment of diet costs and affordability, is essential to inform and support policy action to improve population diet and reduce the burden of non-communicable disease. Affordability of food has not been measured in Tasmania since 2014.⁹²

⁸³ Ibid.

⁸⁴ Ibid.

⁸⁵ <https://sgsep.com.au/projects/rental-affordability-index>

⁸⁶ <https://www.anglicare-tas.org.au/rental-affordability-snapshot/#>

⁸⁷ Ibid.

⁸⁸ ["Quality food is too expensive to afford": 1 in 2 Tasmanians are food insecure in 2022 due to the rising cost of living](#)

⁸⁹ <https://reports.foodbank.org.au/foodbank-hunger-report-2024/?state=au>

⁹⁰ <https://www.acoss.org.au/wp-content/uploads/2020/06/200624-I-Can-Finally-Eat-Fresh-Fruit-And-Vegetables-Results-Of-The-Coronaviru...pdf>

⁹¹ Lewis, M., & Lee, A. J. (2020). Affording health during the COVID-19 pandemic and associated economic downturn. *Australian and New Zealand Journal of Public Health*, n/a(n/a). 10.1111/1753-6405.13045

⁹² <https://www.healthyfoodaccesstasmania.org.au/healthy-food-access-basket-regional-data/>

3.6 Tasmanian Agency Food Security research

Agencies themselves have contributed to the evidence base through their own research into food insecurity exploring prevalence, triggers, and the community and support agency impacts.

Foodbank 2024 – Hunger Report⁹³

- Worrying about food affordability is a constant among Australian households experiencing *severe food insecurity*.
- Severely food insecure households 50% of adults have not eaten for a whole day because there wasn't enough money for food.
- Households continue to manage cost-of-living pressure by trying to save on everyday essentials such as food, groceries, and energy use, **eating foods past their *best before* and *use by* dates**, reduced purchasing of fresh produce and by planning meals ahead of time. Less than 1 in 5 food insecure households grew food to improve their food security.
- Fear of social stigma continues to be the main barrier for accessing formal food relief from a charity or community organisations, with nearly half (48%) of the households experiencing food insecurity saying feelings of embarrassment and shame is a barrier.⁹⁴

Loaves and Fishes State-wide Agency Research

For the last two years, Loaves and Fishes has conducted research with emergency food relief (EFR) agencies across Tasmania. The most recent research in July 2023, explored what the triggers were for community members seeking EFR. The cost of housing was the second highest reason for seeking support. The reasons are listed in the Table 13. In the survey responses, 74% of agencies said **demand for supporting food insecure Tasmanians had increased a lot in the last six months**.

What are the main reasons that trigger community members needing emergency food relief support?		
	2022 Survey	2023 Survey
Centrelink insufficient to cover household costs	85%	78%
Received a big bill such as utilities	61%	54%
Insufficient work hours	36%	43%
Wage is insufficient to cover household costs	58%	61%
Recently lost their job	32%	28%
Health issues (physical or mental)	72%	61%
The cost of housing (rent or mortgage has increased)	Not asked in 2022	71%

Table 13. Triggers for seeking EFR 2022 compared with 2023

Neighbourhood Houses Tasmania (NHT) Member Survey⁹⁵

NHT conducted a survey of their members in mid-2023, with the report released in January 2024. Twenty two of 34 Houses participated in the survey.

The survey was conducted to:

⁹³ Ipsos Public Affairs for Foodbank Australia, The Foodbank Hunger Report 2024
<https://reports.foodbank.org.au/foodbank-hunger-report-2024/>

⁹⁴ Ibid.

⁹⁵ Neighbourhood House Food Survey 2024

- better understand the amount and type of food and nutrition support provided by Neighbourhood Houses.
- understand where the Network focus is across the continuum from emergency food relief to building individual, household and community food and nutrition capacity.
- gain insight into where and how Neighbourhood Houses source food, distribute food, and create access to food.
- gain insight into broader community cost of living needs and observations of Neighbourhood Houses about areas where greater assistance and support is needed.

Key findings

- **The need for food, and general individual and household support has grown substantially including an increase in the frequency that individuals and households are seeking assistance and support.**
- **The needs are widespread, for example, there are new people seeking assistance who have not previously been to a Neighbourhood House.**
- **The needs and hardships being experienced by individuals and households are interconnected, for example cost of living, housing, mental health, hunger, loneliness, substance abuse, and family violence.**
- **There is a wide variety of creative responses such as food support, food co-ops, food and cooking programs, and capacity building initiatives, that have been developed and are being implemented by Neighbourhood Houses.**
- **There are a diverse range of other organisations and agencies contributing to the food supply preparation, distribution and access activities of Neighbourhood Houses.**
- **Neighbourhood Houses have developed a range of ‘value adding initiatives’ in their food access and distribution activities; for example, food support in the context of communal eating to address loneliness and isolation.**
- **The volume of food support being provided by the Neighbourhood House Network is significant. Neighbourhood Houses are investing a great deal of resource in food support**

Some highlights of note from the report:

Neighbourhood Houses are contributing a lot to supporting food insecure Tasmanians.

In a typical WEEK for the Tasmanian Neighbourhood House Network there are:

4373 
Visits to get food


1,011

meals served in 23 Houses


1,382

frozen and/or pre-made meals to take away in 25 Houses


418

food boxes in 20 Houses

5,117 kg
Of unprepared food
(e.g. bread, fruit, veg, pasta, rice, etc.) in 27 Houses

1,512 kg
Of unsold food
(e.g. from bakeries, supermarkets, etc.) in 15 Houses



Feeds children & young people by providing

555 x breakfast club meals in 27 Houses

106 x after school meals in 13 Houses

63 x school lunches in 3 Houses



500+ meals are supplied to other organisations

(e.g. for other Neighbourhood Houses, homeless shelters, etc.) by 7 Houses

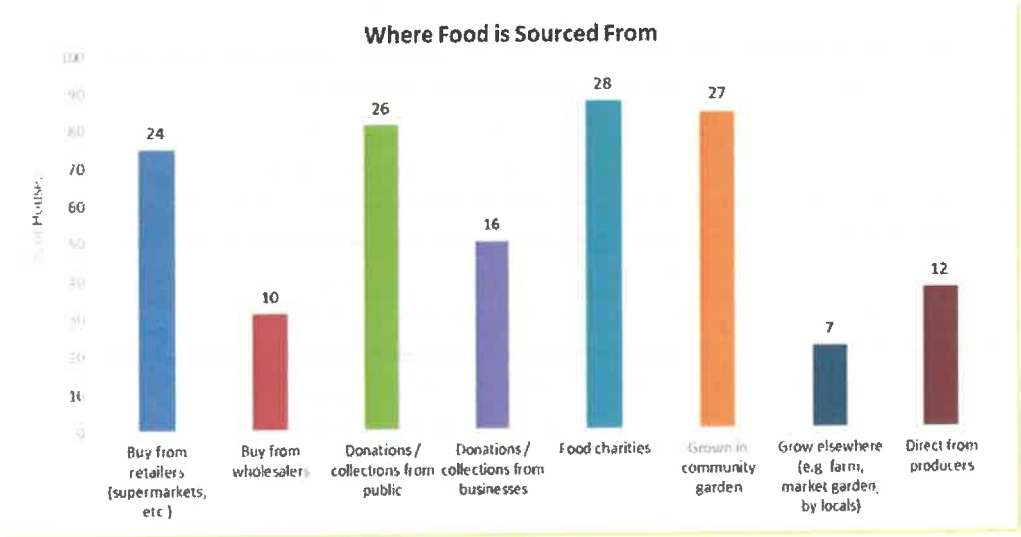


\$1,318 in food vouchers

on average by 7 Houses

Houses are using their own operational resources regularly to support community members.

Where does the House source food from?



It's expensive in terms of human capital for Houses.

Human Capital

In a typical week, the average time spent by each House on their food program is:

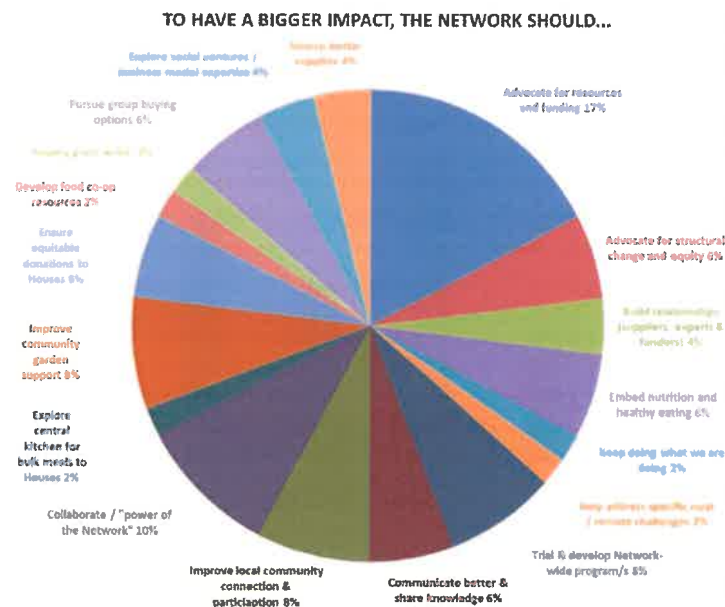
House Manager	Other Paid staff	Volunteers
49 hours	12.6 hours	29 hours

This means almost two thirds of the labour involved in delivering food programs in the Network is unpaid or contributed by volunteers. This includes paid staff who contribute additional unpaid hours.

Over the year, across the 33 Houses, this equals an estimated:

House Manager	Other Paid staff	Volunteers
7,704 hours	19,992 hours	45,888 hours
\$441,439.20*	\$740,303.76*	\$1,722,177 to \$1,985,574*

Neighbourhood Houses have considered solutions and ways to work to increase their impact.



To progress NHT's advocacy and work around food, it is recommended that:

- The findings of the research were shared with external and government stakeholders to inform and advocate for resourcing the Network's role in food support.
- A Food Summit was held to further examine the Network's potential roles within the food system (See section 2)
- NHT conduct a biennial survey and continue reporting on the Network's activity in the area of food.

3.7 The *lived experience* of food insecurity in Tasmania

While food insecurity rates are increasing – only a relatively small percentage of Tasmanians access emergency food relief - 10 %.⁹⁶ Findings from the Foodbank 2023⁹⁷ report provide some insights into this:

- 77% of those households experiencing food insecurity did so for the first time (the first timers are increasingly younger(81% aged <45), employed(83%) or with mid (80%)to higher (85%) incomes.
- At least 60% of food insecure households had someone in paid work.
- 56% of food insecure people don't seek help (from family, friends, or emergency relief) because they are ashamed (45%), perceive others to be in greater need (32%), 1 in 4 do not know about EFR services and/or prefer to ask family and friends for support (22%).
- 18% don't use EFR as they aren't able to travel where there its available; 17% say it is too difficult to apply for; 11% service does not open at a suitable time or food provided doesn't not suit their needs or preferences.
- Most households impacted by food insecurity typically struggled multiple times a month or more often, and for most, each struggle typically last within a week (although for a substantial third, the experience could last for several weeks or even longer).⁹⁸
- For food insecure household experience, it every few months (30%), monthly (35%) and for 20% it is most weeks or chronic.⁹⁹

⁹⁶ Ibid

⁹⁷ Foodbank Hunger Report 2023

⁹⁸ https://reports.foodbank.org.au/wp-content/uploads/2023/10/2023_Foodbank_Hunger_Report_IPSOS-Report.pdf

⁹⁹ Ibid

Recent UTas research also found less than half of Tasmanians who need emergency food relief access it. Common barriers included feeling that others needed help more, shame and fear of judgment, and lack of awareness of available services suggesting there is a need for improved awareness, reduced stigma in service delivery, and better access to food relief services.¹⁰⁰

Another research project¹⁰¹ deeply exploring the experience of food insecurity by Tasmanians was conducted by the Department of Health (Public Health Services) in 2022. The project summary report¹⁰² captures the lived experience of food insecurity and also the impacts of the interventions delivered during COVID by the State and Federal Governments. Diagram 8 illustrates the coping strategies Tasmanians adopt when food insecure.



Diagram 8. Coping strategies for Tasmanians experiencing food insecurity¹⁰³

Beyond an anonymous survey, in person focus groups and one-on-one interviews were conducted. In addition, sector leaders were brought together to help understand the data and stories. Several key themes emerged.¹⁰⁴

1. The most vulnerable Tasmanians are affected inequitably, particularly for people experiencing other intersecting issues such as housing, unemployment, mental health issues, poor access to health services and isolation. This often manifested in people having to make decisions about what they would prioritise – accessing food or attending appointments, because relying on EFR services which are often time limited was not an option.
2. The increase in income support as part of the COVID response allowed Tasmanians to buy more fruit and vegetables and consequently they were eating better. This counters the often-heard sentiment that people on low incomes do not want to eat healthy fresh foods. Food access in communities and

¹⁰⁰ Kent K, Seivwright A, Visentin D, Murray S, 2024 “There is no food bank I can access...”: Food Insecurity and Use of Emergency Food Relief in Tasmania. Tasmania Project Report

¹⁰¹ <https://www.health.tas.gov.au/publications/food-security-2020-and-beyond-tasmanian-experience>

¹⁰² https://www.health.tas.gov.au/sites/default/files/2022-07/food_security_in_2020_and_beyond_-_the_tasmanian_experience_research_summary_part_one_doh Tasmania2022.pdf

¹⁰³ Department of Health, Community Nutrition, Public Health Services 2023 Food Security Needs Assessment Food Security 2020 and Beyond Summary Document, 2023

¹⁰⁴ Department of Health, Community Nutrition, Public Health Services 2023 Food Security Needs Assessment Food Security 2020 and Beyond Summary Document, 2023

sourcing locally produced food were rated as important. Local settings such as Neighbourhood houses were key facilitators.

3. Tasmanians value local connection to access and food relief and for social connection - social connection helps prevent crisis and navigate the system of supports for people who are food insecure. How Tasmanians would like to help themselves or their community to improve food security is illustrated in Diagram 9.

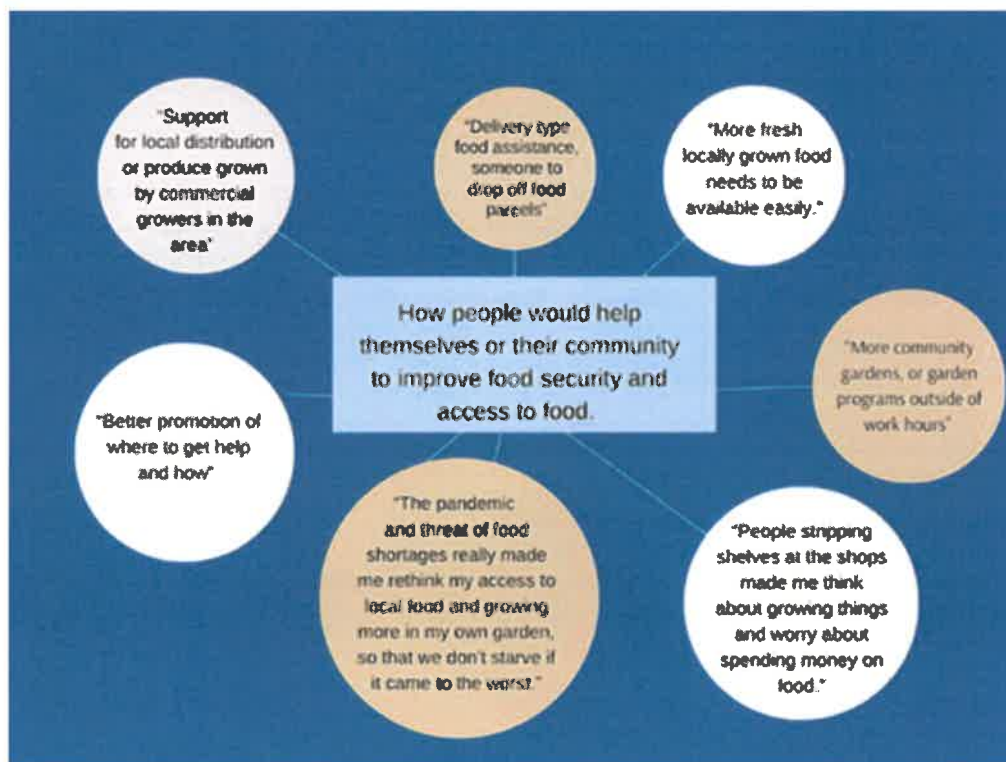


Diagram 9. Ways to support community to improve food security¹⁰⁵

Other key findings from the research¹⁰⁶ were :

- Income support and the food relief system are important safety nets.
- It's important to elevate the voices of Tasmanians who are food insecure to give them agency.
- Food relief needs to meet the nutritional, cultural and social needs of food insecure Tasmanians.

¹⁰⁵ Ibid.

¹⁰⁶ Department of Health, Community Nutrition, Public Health Services 2023 Food Security Needs Assessment Food Security 2020 and Beyond Summary Document, 2023

3.8 The Tasmanian Food Security and Food Systems Policy Context

Tasmanian Statement – Working Together for the Health and Wellbeing of Tasmanians¹⁰⁷

The *Tasmanian Statement*, signed by the Premier and Health Minister in January 2024, is a guiding document that signals to the Tasmanian community the Governments' commitment to supporting Tasmanians' Health and Wellbeing.

- The health and wellbeing of all Tasmanians is enhanced by our natural open spaces, **fresh food** and clean air and water.
- **Our economy, our culture and our communities are strong and diverse.** We can all reach our potential and have better health and wellbeing if we can participate fully in society.
- We have an opportunity as Tasmania grows, to **plan our communities** in a way that creates healthy, liveable and connected spaces.
- We need to continue to **take practical action on climate change** because it impacts the health and wellbeing of current and future generations of Tasmanians.
- Our **relationships are our strength.** We are already doing a lot, but we can achieve more by working together across government and with communities.
- **Health and wellbeing is the foundation of a successful and bright future for all Tasmanians.**

The Tasmania Statement, originally signed in 2019, is a commitment to collaboration on long term solutions to address the social and economic factors that influence health. The Health and Wellbeing Advisory Council is a governance group that initiated the development of the Statement and provides cross cutting and collaborative advice to the Premier and advisors to support Tasmanians' health and wellbeing.¹⁰⁸

3.9 Social Determinants of Health and Food Security

Addressing food insecurity among vulnerable groups requires comprehensive policy frameworks that consider the social determinants of health (SDOH), as well as the government policies/programs that intersect with the food system (discussed later in this section).

In Australia, the **Social Determinants of Health (SDOH)** are recognised as the conditions in which people are born, grow, live, work, and age, and they are shaped by the distribution of money, power, and resources. It has long been regarded as an important social policy framework when taking a holistic approach to social policy issues. These determinants significantly influence health outcomes and health inequities across populations.¹⁰⁹

Social Determinants of Health in Australia

1. **Income and Social Status:** Higher income and social status are associated with better health outcomes.
2. **Education:** Educational attainment impacts health literacy, employment opportunities, and lifestyle choices.
3. **Employment and Working Conditions:** Secure employment and safe working environments contribute to physical and mental health.

¹⁰⁷ https://www.dpac.tas.gov.au/_data/assets/pdf_file/0026/338822/Tasmania-Statement-signed-30-Jan-2024.PDF

¹⁰⁸ Ibid.

¹⁰⁹ Australian Institute of Health and Welfare (AIHW). (2023). **Social determinants of health.** Available at: [AIHW Social Determinants of Health](#)

4. **Access to Healthcare:** Availability, affordability, and quality of healthcare services are critical for maintaining health.
5. **Housing:** Stable, safe, and affordable housing is fundamental for good health.
6. **Social Support Networks:** Strong social connections and community networks promote resilience and well-being.
7. **Cultural and Social Inclusion:** Inclusion and respect for cultural diversity, including the needs of Aboriginal and Torres Strait Islander peoples, are vital for equitable health outcomes. Other key population groups include culturally and linguistically diverse groups such as new arrivals, asylum seekers and immigrants and LGBTQIA+.
8. **Physical Environment:** Safe and clean environments, including air and water quality, affect overall health.
9. **Gender and Early Childhood Development:** Gender inequities and early childhood experiences shape long-term health outcomes.
10. **Access to Food: Availability of nutritious, affordable, and culturally appropriate food is a crucial determinant of health.**¹¹⁰

Current SDOH related policies in Tasmania.

Healthy Tasmania Five-Year Strategy

The current Strategy that cuts across many of the SDOH and particularly priority groups is the *Healthy Tasmania Five-Year Strategic Plan*. The focus areas, outcomes and priority populations are outlined in the Diagram 10 below.

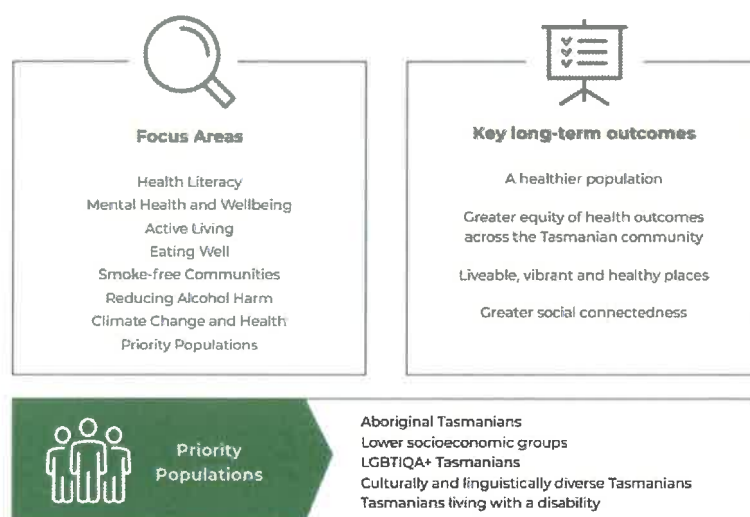


Diagram 10 Healthy Tasmania Five Year Strategic Plan focus areas and priority populations¹¹¹

The focus area of Eating Well, includes addressing food insecurity. Tasmanian adults and young people do not adequate fruit and vegetables and get 30% of their daily energy intake from junk foods (See Diagram 11). These poor dietary patterns are associated with food insecurity.

¹¹⁰ Ibid.

¹¹¹ Jose K, Doherty B, Galvin L, and McGrath G. 2022 Healthy Tasmania Five-Year Strategic Plan Research and Evaluation Report 1 Baseline. Menzies Institute for Medical Research, University of Tasmania

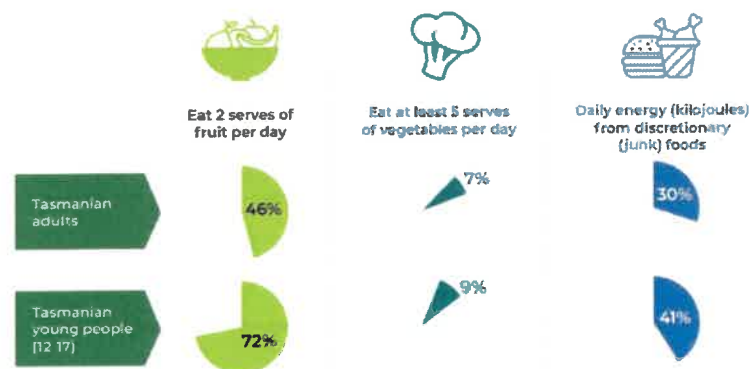


Diagram 11 Summary of dietary habits of adults and young people in Tasmania¹¹²

The Plan principles are equity, empowerment, and sustainability. Through the eating well focus area the strategy commits to:

- deliver the Food Relief Strategy to support an integrated food relief sector and actions for long-term food resilience,
- build on the Food Relief Strategy to form a Tasmanian food policy coalition, involving stakeholders from across the food system, including agriculture and hospitality, to help shift to a healthier food culture in Tasmania, and
- support community-based food programs.

Success for the Strategy equals > all Tasmanians having access to affordable nutritious food (are food secure).

20-Year Preventive Health Strategy – in development

Consultation is currently open for the development of the 20-Year Preventive Health Strategy. The process acknowledges the need to take the wider determinants of health into account, because there are influences beyond our behaviours and genetics, where we live grow, work and age shape the conditions of our lives and the determinants impact health inequities which cause differences in people and communities.

In developing the policy Public Health Services are taking a systems approach allowing them to look in depth at our communities, food systems, and workplaces, and to assess whether these environments are promoting good health. It will explore underlying structures, like policies, relationships, and resources. The discussion paper¹¹³ released for the consultation adopts a wide framework for understanding the determinants of health, included in the Box 3 below.

¹¹² Ibid.

¹¹³ <https://www.health.tas.gov.au/publications/discussion-paper-20-year-preventive-health-strategy>

Understanding the determinants of health



Biomedical

- Blood pressure
- Blood glucose levels
- Strength, fitness, bone density
- Nutritional status
- Age, gender
- Weight range
- Blood cholesterol
- Genetics and biology



Social

- Family situation
- Early childhood experiences
- Housing
- Social support and participation
- Working conditions
- Where you are born and where you live
- Access to secure housing and risk of homelessness
- Support and connection to community
- Education and finishing school
- Exposure to family violence
- Financial security



Structural

- Healthcare costs
- Accessible health and community services
- Systematic attitudes and practices
- Health literacy
- Geographic location



Environmental

- Climate change and extreme weather events
- UV radiation
- Air pollution
- Vector-borne diseases
- Urban design
- Transport
- Green, blue, and public open spaces



Cultural

- Connection to Country
- Family, Kin and Community
- Spirituality, beliefs and knowledge
- Cultural expression
- Cultural safety
- Language



Technological

- Access to internet
- Digital literacy
- Telehealth
- Wearable health technology
- Access to data
- Artificial intelligence
- Diagnostic and therapeutic tools including genomics



Economic

- Employment
- Access to minimum wage and government benefits
- Income security
- Food security



Commercial

- Marketing and advertising
- Corporate activities and influence
- Corporate social responsibility strategies
- Supply chains

Box 3 Understanding the determinants of health¹¹⁴

Adopting the forthcoming Preventive Health Strategy determinants framework the following policies of the Tasmanian government could be considered to intersect with food security as they address either the social determinants of health and/or support priority groups who are vulnerable to experiencing food insecurity. Over time reflecting food security as an issue and/or priority area in these policies would be a good outcome.

Housing and Homelessness – [Tasmanian Housing Strategy](#) DPAC

LGBTIQ+ - [LGBTIQ+ Action Plan](#) (Department of Health) . DPAC is developing a statewide Strategy which will be released in May 2025

CALD – [Tasmanians Multicultural Policy](#) (A new Policy is in development and is due for release in March 2025)
Justice DEI [State Growth DEI](#) [State Service](#)

Disability – several departments have internal disability action plans – [Health](#), [Justice](#), [State Growth](#), [Education](#), [NRE](#)

Prevention of Family and Sexual Violence - [Family and Sexual Violence Action Plan 2022-2027: Survivors at the Centre](#)

Digital Literacy - [Our Digital Future](#) [Digital Ready for Daily Life](#) 26Ten partnership

¹¹⁴ Ibid.

Employment pathways – [Jobs Tasmania Strategy](#) [Tasmania Youth Job Strategy](#) [Tasmanian Veterans Jobs Strategy](#)

Social cohesion and community connection/development – [Tasmania's Population Strategy and Action Plan](#)

Gambling – [Gambling Support Strategic Framework](#)

Women and Girls Strategy – [Tasmanian Women's Strategy](#)

Child and Youth Wellbeing - [It takes a village](#)

Older Tasmanians – a new Strategy and Action Plan will be released in 2025

Emerging Policies

Sustainability – [Tasmanian Positive](#)

Tasmanian Wellbeing Framework - [Progress report](#)

Volunteering Strategy – the first volunteering Strategy is currently in development.

Please note - Recent Strategy and policy reviews by DPAC have found that the cost of living is frequently raised in consultations, particularly during the Older Tasmanian, Carer and Multicultural Strategy reviews. Of note - for CALD communities culturally appropriate services and connections to services (such as provision of cultural foods through existing EFR or resourcing culturally groups to deliver services themselves) are required to better meet their needs and help them settle and feel supported in their community.

3.10 The Food System in Tasmania

"A food system encompasses all the stages of keeping us fed: growing, harvesting, packing, processing, transforming, marketing, consuming and disposing of food" - UN FAO definition

The Food and Agriculture Organisation of the United Nations states that *"a sustainable food system is a food system that delivers food security and nutrition for all in such a way that the economic, social, and environmental bases to generate food security and nutrition for future generations are not compromised. This means that: – It is profitable throughout (economic sustainability); – It has broad-based benefits for society (social sustainability); and – It has a positive or neutral impact on the natural environment (environmental sustainability)."*¹¹⁵ Diagram 12 capture the stages of a food system.

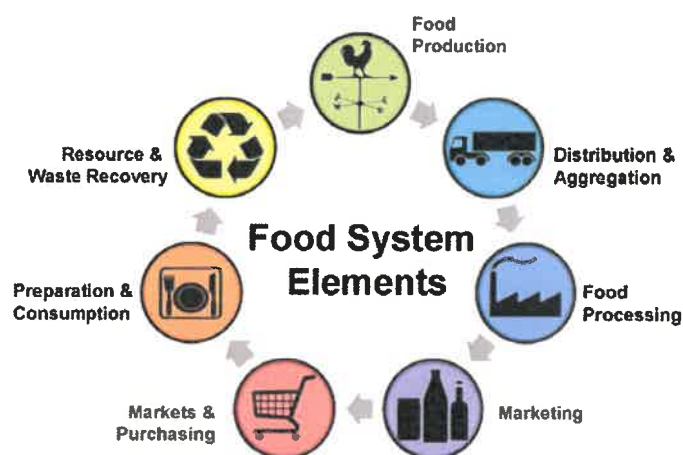


Diagram 12 – Simple diagram of the food system¹¹⁶In this section how the Tasmanian food system operates and examples of government program investments, policies and influences on our food system are described. During the 2023 election the Tasmanian Government announced it intended to shift the focus from emergency food relief to building long-term food resilience in Tasmania. The review of the Food Relief to Food Resilience Strategy is part of this shift. The government indicated a broad range of stakeholders would be potential partners in future solutions, so taking a food systems view is important to capture those stakeholders. The commitment to building food resilience included working with a range of food system actors/actions including agriculture, logistics and transport providers, broad food industry, strengthening food procurement, partnerships with hospitality, not for profits, business, social enterprises and the EFR agencies.¹¹⁷

Tasmanian Agrifood Sector

Tasmania's food and agricultural sector is highly diversified and includes:

- dairy
- potatoes, carrots, onions, brassica and other vegetable varieties
- livestock production including beef, lamb, pork, poultry, and wool
- fruits (including berries, cherries, apples, avocados and pears)
- nuts – walnuts and hazelnuts
- field crops including wheat, barley, and seeds
- other products such as honey, truffles, and herbs.

¹¹⁵ [https://openknowledge.fao.org/server/api/core/bitstreams/b620989c-407b-4caf-a152-f790f55fec71/content#:~:text=%E2%80%93%20It%20is%20profitable%20throughout%20\(economic,natural%20environment%20\(environmental%20sustainability\).](https://openknowledge.fao.org/server/api/core/bitstreams/b620989c-407b-4caf-a152-f790f55fec71/content#:~:text=%E2%80%93%20It%20is%20profitable%20throughout%20(economic,natural%20environment%20(environmental%20sustainability).)

¹¹⁶ <https://science.unimelb.edu.au/foodprint-melbourne/resources/school-resources/general-resources/food-systems>

¹¹⁷ <https://tas.liberal.org.au/supporting-stronger-communities>

Tasmania has a mature food processing sector - including dairy products, meat, seafood (Atlantic salmon and ocean trout predominantly, but also abalone, crayfish, mussels, oysters and scallops), potatoes and other vegetables. Much of Tasmania's food production is marketed as fresh, and is often premium products, such as cherries.¹¹⁸ Data about the type, trade and value of food production and processing (value-adding) is captured in the Tasmanian Agrifood Scorecard (last produced in 2021/22)¹¹⁹ and the [Agrifood dashboard](#). At the height of the COVID-19 response in Tasmania, U Tas conducted a study¹²⁰ as part of the State Government funded [Tasmania Project](#), which explored consumer-driven strategies towards a more **resilient and sustainable food system** in Australia, learning from experiences during the beginning of the COVID-19 pandemic. It posed the question, "How could Tasmania's food system be better prepared for a disaster in the future?" The study findings were summarised around six themes, captured in Diagram 13 below.



Diagram 13 Themes indicating key action areas to build a resilient and sustainable food system¹²¹

The themes provides policy makers with a useful framework for future engagement around food resilience and food security.

Climate Change and food security

Climate change has serious implications for food security status, at a household, community, state and national level, now and in the future. The food system is both contributing to and threatened by climate change, risking our food security. Internationally food production, processing, transport and storage account for at least 15% of global fossil fuel used annually.¹²² **In Australia an estimated 30-40% of emissions come from our food system, including in Tasmania.**¹²³ In 2023 CSIRO published a key report¹²⁴ about how we reshape our Australian food systems to address big challenges. It provides a *roadmap* that captures options to inform a transition to a more sustainable, productive, and resilient future for Australia's food, environment, and people. CSIRO estimate our **total food systems emissions per person is 6.8 tonnes of CO2 per year. The report states "Sustainable and equitable food systems will be vital to improving the health of humans, environments, economies, and cultures; placing them at the centre of the international sustainability agenda."**

¹¹⁸ https://www.stategrowth.tas.gov.au/_data/assets/pdf_file/0010/394363/Tasmania_Delivers_-_Food_and_Agriculture.pdf

¹¹⁹ <https://nre.tas.gov.au/Documents/Tasmanian%20Agri-Food%20ScoreCard%202021-22.pdf>

¹²⁰ Kent K, Gale F, Penrose B, Auckland S, Lester E and Murray S, 2022 Consumer-driven strategies towards a resilient and sustainable food system following the COVID-19 pandemic in Australia <https://bmcpublichealth.biomedcentral.com/articles/10.1186/s12889-022-13987-z>

¹²¹ Ibid.

¹²² [Global Alliance for the Future of Food, 2022. Untapped Opportunities for Climate Action: An Assessment of Food Systems in Nationally Determined Contributions.](#)

¹²³ <https://www.nature.com/articles/s43016-021-00225-9>

¹²⁴ https://www.csiro.au/-/media/Services/Futures/Food-Systems/23-00258_FUT_REPORT_FoodSystemsRoadmap_WEB_230609.pdf

Resilient Principles applied to Food Systems

Resilience, defined as the capacity to respond, adapt, and transform in the face of disturbance while retaining core identity, provides an approach for understanding and managing change in complex adaptive systems where interactions and drivers across scale shape outcomes.¹²⁵

Through our future actions we can consider supporting diversity not uniformity, such as moving away from a centralised supply chains to a more multifaceted one. Through this we can increase the food system's ability to react and adapt to shocks.¹²⁶ For example, shorter supply chains have greater resilience because they have less links in the chain and therefore less opportunity for the chain to break during a crisis.

There is a bi-directional relationship between the food we eat and environmental sustainability – major climate events can influence the availability of natural resources (soil and water) which impacts food production in terms of quantity and quality. Ultimately these climate events trigger shortages and price increases, supply chain disruption which risks population level food security.¹²⁷

3.11 The Food Systems policy and program setting across the Tasmanian Government

There are three mechanisms that can be used by governments to support food security of Tasmanians – on the ground or place-based action, policy and program investments, and legislation/regulation. Government policy connections are important because many urgent food system issues – such as obesity or agri-food related climate impacts have many facets and do not easily fit into departmental structures of government, which tend to focus on individual sectors, such as health, agriculture, or trade - not a combination.¹²⁸ Looking forward, achieving agri-food, climate, and health policy coherence will be critical to support Tasmanian's food security.

Taking a system approach is recommended, but what does it mean? *"Systems consist of elements and interconnections and serve a purpose or function. Food systems encompass a wide range of actors, and their interlinked value-adding activities involved in the production, aggregation, processing, distribution, consumption and disposal of food products. Food systems comprise all food products that originate from crop and livestock production, forestry, fisheries and aquaculture, as well as the broader economic, societal and natural environments in which these diverse production systems are embedded."*¹²⁹ This in turn means there are interconnections in the policy space and possibly emerging opportunities to embed priorities and activities that support Tasmanians food security. Diagram 14 below illustrates the interconnections.

¹²⁵ Wood et al, 2022 Reframing the local-global food systems debate through a resilience lens
<https://www.nature.com/articles/s43016-022-00662-0>

¹²⁶ https://www.ipes-food.org/_img/upload/files/CFP_FullReport.pdf

¹²⁷ <https://www.frontiersin.org/journals/nutrition/articles/10.3389/fnut.2015.00029/full>

¹²⁸ https://www.kellyparsons.co.uk/_files/ugd/185621_105ba73111684ac683605f357dd64b51.pdf

¹²⁹ <https://www.fao.org/climate-smart-agriculture-sourcebook/production-resources/module-b10-value-chains/chapter-b10-2/en/>

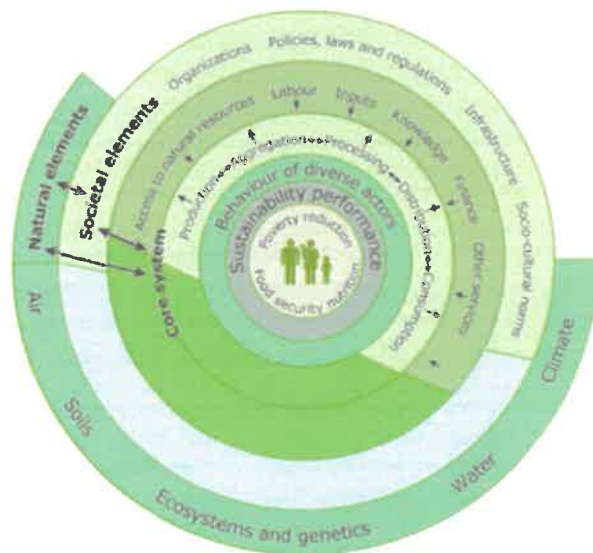


Diagram 14 Food system wheel – elements and interactions¹³⁰

¹³⁰ Ibid.

The Tasmanian Governments has Ministries, policies, and programs that intersect with the Tasmanian food system and food security. Below In Table 14 is the Ministries (16), policies and some program examples that intersect with parts of the food system. A list and links for the Policies are in Appendix 2.

GOVERNMENT POLICY AND PROGRAM INTERSECTION WITH FOOD SYSTEMS IN TASMANIA							
	Food Production Primary Industries and Water Environment Office of the Coordinator General Emergency Management	Distribution and aggregation Transport Business, Industry and Resources	Food processing Business, industry and resources Small business Trade	Markets and Purchasing Treasury Small Business Business, Industry and Resources Trade	Marketing Brand Tasmania Tourism Tasmania Sports and Events	Preparation and Consumption Health Small Business Hospitality Health and Wellbeing Tourism Department for Education and Young People Community and Government Services Emergency Management	Resource and waste recovery Environment Tasmanian Waste and Recovery Board Local Government
Ministries							
Policies and guiding documents	Agrivision 2050	Transport emissions and reduction resilience plan	Food Act	Procurement - Treasurer's Instructions Buy Local Policy	2030 Visitor Economy Strategy Tasmanian Mark	Healthy Tasmania Five Year Strategic Plan Department of Health Food and Beverage Tenders	Tasmanian Waste and Resource Recovery Strategy 2023-2026 Organics and Food Waste
	Competitiveness of Tasmanian Agriculture, for 2050 White Paper		Food safety resources	Small Business Growth Strategy 2026	Major Events Sponsorship	Tasmanian Hospitality Industry 2030 Plan	
	Agriculture emissions reduction and resilience plan		Tasmanian Agrifood Scorecard	Trade and International Relations Strategy Department of Health Food and Beverage Tenders		2030 Visitor Economy Strategy Food safety for consumers and business Premiers Health and Wellbeing Advisory Group Tasmanian Retail and Recovery Policy Food Relief to Resilience Strategy Food Act Tasmanian Child and Youth Wellbeing Framework	
	Agritourism tool kit						
	Food and Agriculture Investment Opportunities						
	Rural Water Use Strategy						
	Drought Resilience						
	Biosecurity						
	Tasmanian Agrifood scorecard						
Program and/or investment examples - that are government funded in part or fully	NRM		Start-Up Boot Camp for Food Tech	Sustainable Institutional Food Procurement Tasmania	Discover Tasmania	Healthy Tasmania Grants Program	Cradle Coast Waste Management Group - FOGO
	Peak agricultural bodies including - TasF armers, Fruit Growers Tasmania and Sprout Tasmania		Fermen Tasmania	Loaves and Fishes Food Service Procurement for the School Lunch Program	Tasmanian Grown	School Lunch Program	Stop Food Waste Partnership
	Strategic Industry Partnership Program			Tasmanian Local Food on Local Plates Project	Tasmanian Seasonal Produce Guide	What's in Season	
	Water Accountability Project					24 Carrot Garden Program	
						Find Help TAS	

In this section there are Tasmanian examples from across the food system program and policy space to demonstrate possible connections and rationale for working in a cross-cutting way to support food security in Tasmania and create food system resilience. They are also aligned with the Governments in the 2030 Strong Plan and announcements about the stakeholders they wanted included in building food resilience in Tasmania.¹³¹ This analysis is not exhaustive but does illuminate challenges and solutions where they are known or exist. They demonstrate how the food system can be more resilient, ultimately supporting our food security and good nutrition, through cross cutting action.

Food Production

Department of Primary Industries and Water - Strategic Industry Partnerships Program

The Strategic Industry Partnership Program (SIPP)¹³² provides targeted grants on a co-investment basis to agricultural associations and peak industry bodies in recognition of the critical role they play in supporting agri-food industry sectors, producers and agribusiness. It is aligned with the 3 key strategic guiding documents for agriculture (see Table on the previous page) and programs/projects which have community partners can be included provided the project lead is an agricultural association or peak body (see Table on the previous page). Past funding rounds have had a food system focus, and have resourced not-for-profits such as Tasmanian Produce Collective.¹³³ The funding for SIPP was boosted for 2024 as part of an election promise. Projects worth watching from the 2024 recipients include:

1. Sprout Tasmania – **Grow the small-scale producer sector** through professional development through Sprout Tasmania’s Sprout Producer Program and online education through the Sprout Hub. Sprout Tasmania is a members of the *Food Secure Tasmania*.
2. Potatoes Tasmania - Developing the Tasmanian Potato Industry Plan 2025-2030 which will provide industry with a clear roadmap towards growth, **sustainability** and improved productivity.

Distribution and aggregation

Unlike other states in Australia, Tasmania does not have centralised wholesale markets such as those found in Melbourne Market, Sydney or Brisbane. Wholesale markets aggregate produce and products connecting sellers with buyers. Using fruit and vegetables as an example, most Tasmanian wholesalers buy through the Melbourne Market and may have direct buying relationships with local growers. The reliance on an interstate market does mean our food supply is less resilient as we are reliant on imports from the mainland when we may already be producing the food in Tasmania. The current policy settings are focused on trade, not feeding Tasmanians. However, the international experience shows that there are a significant jobs and economic impacts, including a multiplier effect, from approaches that re-localise or regionalise food systems and do not rely solely on trade.¹³⁴

Both food procurement and the hospitality sector are mechanisms to build food resilience. The recent THA *Local Food on Local Plates*¹³⁵ found wholesalers supplying to hospitality said of buying from Tasmanian growers and producers:

Demand

- Wholesalers want consistent supply and are happy to purchase from all scales of producers/processors.

¹³¹ <https://tas.liberal.org.au/supporting-stronger-communities>

¹³² <https://nre.tas.gov.au/agriculture/government-and-community-programs/strategic-industry-partnership-program>

¹³³ <https://www.tasproduceco.com.au/>

¹³⁴ <https://www.eatwelltas.org.au/wp-content/uploads/2022/05/EWT-Local-Food-Procurement-What-are-the-cobenefits-for-local-and-regional-economies.pdf>

¹³⁵ https://www.leahgalvin.com.au/files/ugd/aea3f9_6848dcc8130a4b5592c68957657590aa.pdf

- For some wholesalers supplying Tasmanian is at the heart of their ethos/value proposition.
- Different customer groups have different needs.

Challenges

- Sufficient supply, seasonal variation, volumes.
- It is hard to know who is growing what, what is available, and when.
- Finding/connecting with local suppliers takes time.
- As a state we export a lot. More could be kept in Tasmania if we prioritised it and had the systems in place.

Making Tasmanian Sourcing easier

- Activities that connect buyers and sellers – via online, trade shows and better marketing and promotion of what is available and the story behind the products/produce.
- Trust, good relationships, sufficient supply.
- For F & V buying more within Tasmania is preferred as the biosecurity treatment shortens shelf-life and increases waste.
- Freight and F & V biosecurity treatments costs make Tasmanian produce price competitive.
- Growing demand should grow the products available.

Improving value-chain coordination through procurement is being explored in Tasmania. Please see below under Markets and Purchasing.

A smaller scale of aggregation does exist through the Tasmanian Produce Collective. (TPC) TPC is a farmer led organisation that aggregates produce and value-added products and delivers them to drop off points across Tasmania. The target for the product sales is households. This approach does improve access to healthy, fresh and seasonal foods and contributes to household food security across Tasmania.

Food processing

Value is added to food agriculture and seafood production through processing and packing. Processing can involve minimal transformation of food, such as producing premium cuts of meat, packaging honey, or grading and packing fresh cherries for export. Processing also may involve greater transformation through fermentation or other food manufacturing processes to produce, for example, cheese from milk. Location for food processing are captured in the Diagram 15 below. As an example, 57% of all Tasmanian processed vegetables are potatoes for fries.¹³⁶

The Agrifood Scorecard¹³⁷ states that Tasmanian produces 5 times more food than we consume, using ABS *Apparent Consumption*¹³⁸ to make this calculation. Please note, *Apparent Consumption* measures the amount of food and non-alcoholic beverages purchased from the food retail sector (major supermarkets and smaller outlets such as convenience stores, butchers, seafood shops, bakeries, delis and fresh food markets). **It does not measure dietary quality or food security.**

Tasmania having a diversity of food processors contributes to the resilience of our food system and also importantly contributes to regional employment.

¹³⁶ <https://nre.tas.gov.au/Documents/Tasmanian%20Agri-Food%20ScoreCard%202021-22.pdf>

¹³⁷ Ibid

¹³⁸ [https://www.abs.gov.au/statistics/health/health-conditions-and-risks/apparent-consumption-selected-foodstuffs-australia/latest-release#:~:text=the%20Explanatory%20Notes.-,Apparent%20consumption%20by%20weight,period%20\(2021%2D22\).](https://www.abs.gov.au/statistics/health/health-conditions-and-risks/apparent-consumption-selected-foodstuffs-australia/latest-release#:~:text=the%20Explanatory%20Notes.-,Apparent%20consumption%20by%20weight,period%20(2021%2D22).)

Major food processing locations

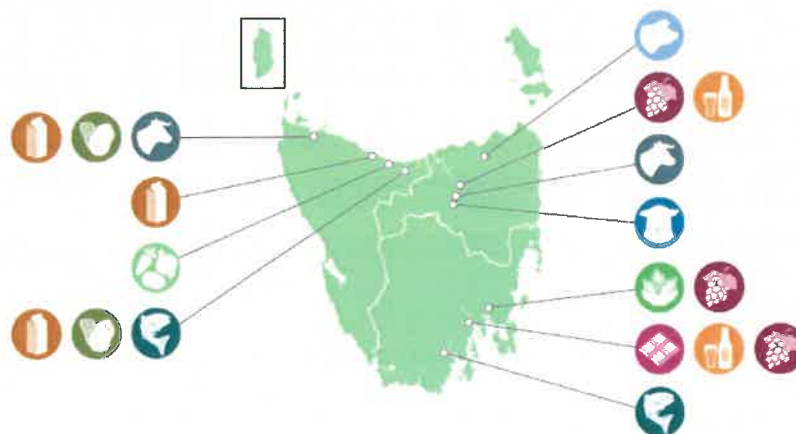


Diagram 15 Major food processing locations in Tasmania¹³⁹

Diagram 15. Legend

- **Carton (Brown):** Represents dairy processing or bottling facilities.
- **Lamb Icon (Blue):** Represents facilities related to lamb processing.
- **Grapes Icon (Purple):** Represents wine or grape-related processing facilities.
- **Milk Icon (White on light Blue):** Represents pork processing facilities.
- **Vegetables Icon (Green):** Represents vegetable or leafy green processing facilities.
- **Fish Icon (Teal):** Represents seafood processing facilities.
- **Cattle Icon (Grey blue):** Represents facilities related to beef processing
- **Chocolate Icon (Pink):** Represents facilities related to chocolate making

Markets and purchasing

. Both food procurement and the hospitality sector were included in the government's 2030 Strong Plan as contributing to food resilience. A focus on them is also supported by best practice and recent projects undertaken in Tasmania which have increased the understanding of barriers and motivations to more Tasmanian food procurement by institutions and the hospitality sector.

Sustainable Institutional Food Procurement – a new market opportunity for food producers.¹⁴⁰

"Governments have few sources of leverage over increasingly globalized food systems – but public procurement is one of them. When sourcing food for schools, hospitals and public administrations, Governments have a rare opportunity to support more nutritious diets and more sustainable food systems in one fell swoop," Olivier De Schutter -United Nations Special Rapporteur on The Right to Food 2014

Food procurement by institutions is considered a significant lever for food systems change because of the volume and predictability of the food requirements. Public Health Services have invested in the [Sustainable Institutional Food Procurement Tasmania Project](#) (SIFPT), through the *Healthy Tasmania Five Year Strategic Plan* grant program to explore the feasibility and scope of food procurement in Tasmania. Key outcomes have included:

- Determining the scope and size of the institutional food market in Tasmania
- Refinements of the central food and beverage tender for the State Government to include origin so a baseline study could be undertaken to determine the level of Tasmanian sourcing and areas for

¹³⁹ Ibid

¹⁴⁰ Declaration – the author of this report is the lead for this project.

improvement. Awarded suppliers are required to work with the project to explore ways for increasing transparency in their supply arrangement so Tasmanian sourcing can be monitored and increased.

- An origin baseline study for the State Government centralised food procurement.
- Public polling to determine community level support for a sustainable approach to food procurement, see the Diagram 16 below.
- Engaged across the food system with wholesalers, producers, processors and growers to understand their motivation and also support needs for engaging in the food procurement market to diversify their income streams.
- Engaged with institutions including food service and the menus planners to explore opportunities
- This approach to procurement is included as a case study and recommendation in the newly released Agricultural Emissions Reduction and Resilience Plan.
- The government has included a target of up to 75% of fresh Tasmanian produce to be used in the school lunch program.
- The program is ongoing till April 2025.



Inclusive of factors such as age, gender, household income, employment status and education level, there is consistently high support for governments to adopt more sustainable approaches to food procurement for institutions such as aged care, hospitals, school meals, Meals on Wheels and in prisons. Read more <https://www.leahgalvin.com.au/sustainablefoodprocurement>

Diagram 16 – Infographic Summary of the EMRS Public Polling in 2023¹⁴¹

Please also see details of the Loaves and Fishes Tasmania program in Section 2 for another example of sustainable food procurement. The school lunch program has a target of up to 75% of fresh ingredients being sourced from within Tasmania contributing to food system resilience and food security.

Tasmanian Hospitality Association (THA) - Local Food on Local Plates Research Project¹⁴²

Background - Tasmanians and visitors alike expect that when they eat out in Tasmania in our cafes, restaurants, and pubs that they will have the opportunity to enjoy Tasmanian grown and produced food. Tasmanians make up 70% of customers to hospitality venues in Tasmanian. Often the expectation and preference for eating local food does not match the reality or is only partially met. The reasons for this are varied and beyond anecdotes were not clearly understood. For many years there were industry discussions about barriers to getting Tasmanian produced food on menus and at the same time there are case studies of businesses who are able to achieve it. The *Local Food on Local Plates* project was a first step in understanding

¹⁴¹ EMRS Polling Summary Report

https://www.leahgalvin.com.au/files/ugd/aea3f9_cfb5b937ef8e44d4bb3b1d61c200b51f.pdf

¹⁴² Declaration the author of this report was a consultant for this project

how to make sourcing, serving, and promoting Tasmanian food more achievable in cafes, pubs, and restaurants across Tasmania. The project focussed on the fresh food supply chain, knowledge of staff working in hospitality and the role of the education sectors.

The THA is funded by the State Government and is committed through its strategic plan to supporting its members and the broader hospitality sector to have easy access to Tasmanian produce. The project was completed in November 2024.

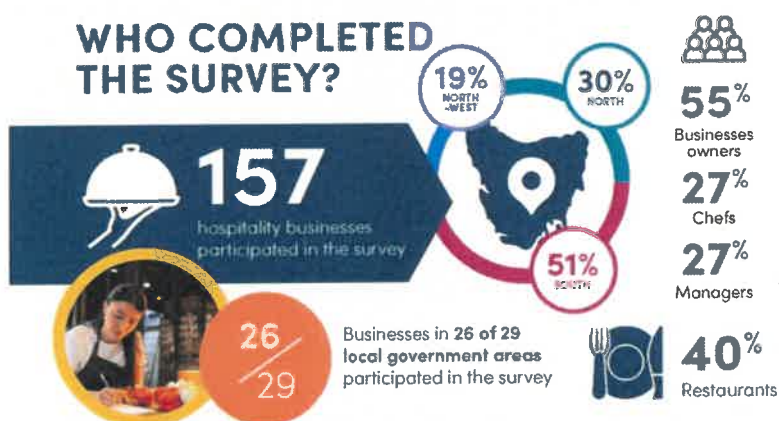
Project Aim - Understand how it can be made easier for Tasmanian cafes, pubs and restaurants to source, serve and promote Tasmanian food by exploring the challenges and identifying possible solutions to explore further.

Key stakeholders for gathering information and perspectives

- Food service – restaurants, pubs, and cafes – chefs and managers/owners.
- Tasmanian wholesalers for fresh ingredients (for e.g., fruit and vegetables, protein, deli products).
- Education sector - TasTAFE, VXT.org.au, school curriculum (Food and hospitality teachers).

Data was gathered through an industry survey, interviews with wholesalers and the education sector. The Executive Summary for the project report and case studies can be read [here](#).

The industry survey results, presented below, provide insights into food system challenges and the motivations of the hospitality sector.



CHALLENGES, MOTIVATIONS AND BENEFITS TO BUYING TASMANIAN INGREDIENTS

TOP 5 CHALLENGES

- 62% Higher costs
- 53% Limited availability
- 47% Inconsistent supply
- 41% Seasonal variability
- 33% Lack of contacts to buy from

1 IN 4 said lack of information about what is available and 1 in 5 said lack of information about seasonality were challenges

TOP 5 MOTIVATIONS

- 89% Supporting Tasmanian growers and producers
- 80% Freshness and quality
- 80% Supporting the Tasmanian economy
- 52% Environmental sustainability
- 48% Unique flavours and varieties

NEARLY 40% said **reducing food miles** was a motivator, as was reducing food miles 47%

TOP 5 IMPACTS

- 75% Improved quality of food
- 73% Positive customer feedback
- 68% Improved freshness
- 63% Enhanced reputation
- 51% Increased costs

1/3 said it increased complexity in menu planning

1 IN 5 reduced food waste



Progress update - The Local Food on Local Plates, like the SIFPT origin baseline study, found a disconnect between food service kitchens and the food produced within Tasmania. Data for both projects has been shared with the Minister for Agriculture and Small Business/ Hospitality. Consequently, the Minister is hosting a cross-cutting round table meeting in February 2025 with advisors from 5 government departments, the 3 farming peak bodies, 2 not-for-profits (Eat Well Tasmania and Tasmanians Hospitality Association) and wholesalers. The roundtable will be an opportunity to review the data, discuss solutions including program design for future funding, such as a *farm to food service kitchen* that connects producers, wholesalers, processors and food service kitchens to increase the purchasing of Tasmanian grown, produced and processed food.

The food procurement needs of institutions and hospitality sector should be included in future food security strategy sustainability goals (see Section 4) – this reorienting of the food supply to provide more for Tasmanians, away from only focussing on trade/exporting, in institutional and hospitality sectors will create a range of impacts. They include resilience in our food system by decreasing reliance on imports, reduced travel emissions through shorter supply chains, improve freshness of food in our foods service kitchens advancing good nutrition, reduce waste and contribute towards the livelihoods of producers, growers and processors.

Marketing

The promotion of healthy and sustainable food choices is part of the utilisation dimension of food security. The more common place the opportunities are to make these choices the more likely Tasmanian are to adopting these behaviours – this directly contributes to their food security.

Events Tasmania

Major events sponsorship for the big summer food events, such as the food curated *Taste of Summer* and *Festivale*, contributes to resilience in our food system and influence food choices. Events which profile Tasmanian produced food and businesses, beyond the economic benefit, can also contribute to future purchasing and consumption of healthy foods.

Research indicates that food festivals, tourism, and related events can significantly influence individuals' future eating patterns and food choices. These events often serve as platforms for exposure to new cuisines and culinary practices, which can lead to lasting changes in dietary behaviours. Food festivals provide opportunities for attendees to engage with local and new foods, potentially altering their future food preferences. A study focusing on food festivals as agents for behaviour change found that such events could influence attendees' future food choices and purchasing (6 months after the exposure) by increasing their involvement with local foods and enhancing their engagement during the festival.¹⁴³

Food festivals in Tasmania often promote and require stall holders to use local and sustainable foods, which can encourage attendees to adopt more sustainable eating patterns. A study on the role of food festivals in developing sustainable destinations highlighted that such events which promote local food and culture and

¹⁴³ Organ K, Koenig-Lewis N, Palmer A and Probert J. 2015 Festivals as agents for behaviour change: A study of food festival engagement and subsequent food choices <https://www.sciencedirect.com/science/article/abs/pii/S0261517714002210>

can lead to a greater appreciation and consumption of local foods among attendees, potentially influencing their future food choices towards more sustainable options.¹⁴⁴

Additionally, food festivals serve as platforms for social interaction and cultural exchange, which can also shape participants' food preferences and behaviours. All of these outcomes contribute towards a more resilient food system.

Fruit Growers Tasmania – seasonal farmgate guide

Beyond festivals there are other examples of promoting seasonal eating. Each summer Fruit Growers Tasmania produces a hardcopy and [downloadable guide](#) promoting opportunities to buy fresh fruit and value-added products direct from growers at the farmgate (via roadside stalls or on farm shops/cafes) across Tasmania. In addition to locations to purchase fresh fruit there is also a calendar harvesting guide to help users understand the timing of availability. Each listing includes photos, and social media links so guide users can explore what is available before they visit. The FGT have received \$35,000 in grant funding from the Tasmanian Government to develop a web-based version for the seasonal farmgate guide. This season's guide includes 27 listings. Beyond the guide there are many more farmgate and agritourism opportunities across Tasmania, including the [Northwest Tasting Trail](#). In addition, cafes restaurants, farmers markets and agritourism businesses are hosted on the Discover Tasmania website, hosted by Tourism Tasmania.

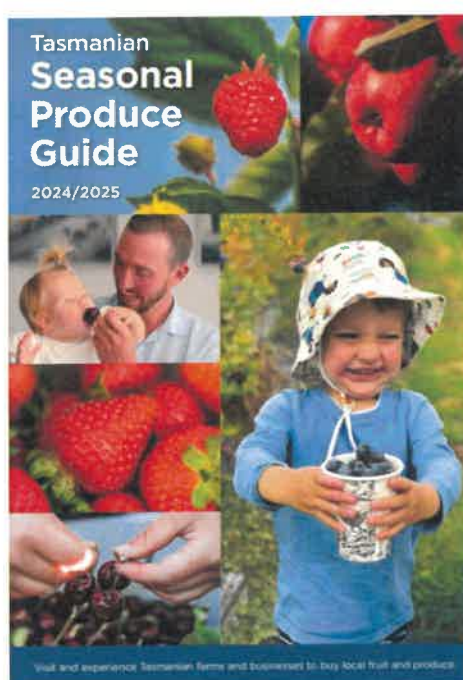


Photo 1 Cover of the 2024/25 Tasmanian Seasonal Produce Guide

Preparation and consumption

Since 2022, implementation of the [Healthy Tasmania Five Year Strategic Plan](#) and Grants have contributed to and funded place-based and state wide food security projects. The *Healthy Tasmania Five Year Strategic Plan* has eight focus areas, key long-term outcomes and priority populations, as discussed in the SDOH section.

¹⁴⁴ <https://www.mdpi.com/2071-1050/11/10/2922>

Healthy Tasmania Grants

The Government committed \$8 million over four years for the Healthy Tasmania Grant Fund. A key action of the Healthy Tasmania Plan 2022-26 was the review of the Healthy Tasmania Fund. There are several grant types

Healthy Together grants are available for place-based action in 8 selected Tasmanian communities. Communities are supported to get together, discuss priorities and plan how they'd like to improve local health and wellbeing. Grants are flexible, so communities can test and adjust as they go, with support from the Healthy Tasmania team. At this stage food security has not emerged as a key focus area, however for several projects, planning is only in its early stages.

Healthy Focus grants support action on Healthy Tasmania focus areas: priority populations, health literacy, mental health and wellbeing, active living, eating well, smoke-free communities, reducing alcohol harm, and climate change and health. Healthy Focus grants are from \$20,000 to \$100,000 for projects or activities up to two years. See the Table 12 for recipients supporting community food security.

Step Forward grants are up to \$5,000 for a wide range of activities and equipment that support health and wellbeing. They could be for training, posters, brochures, or equipment needed for services and programs. The focus is on activities that keep people healthy and well, by preventing rather than treating illness. See Table ? for recipients supporting community food security.

The grant's effectiveness are measured by looking at short- and medium-term changes, such as:

- Greater shared decision making
- Greater intersectoral collaboration
- More inclusive leadership
- Greater collective responsibility
- Better data sharing
- Evidence informed actions, increase workforce capacity
- More responsive funding¹⁴⁵

Healthy Focus - Round 1 and 2 – All Applications summary¹⁴⁶

The applications for the Healthy Focus Grants demonstrates there is significant demand for community funding for programs related to food security, as summarised in the Table 15 below.

Statistic	Round 1 (2022-23)	Round 2 (2024-25)
Total Applications	91	114
No. of applications addressing Eating Well	32 (35%)	29 (25%)
No. of applications where Eating Well is the primary focus area	18 (20%)	11 (10%)
Amount of funding requested for Eating Well projects (primary or other)	\$3,010,949 (44%)	\$2,104,729 (25%)
Amount of funding requested for Eating Well projects (primary only)	\$1,363,152 (20%)	\$803,853 (9%)

¹⁴⁵ Jose K, Doherty B, Galvin L, & McGrath G 2022 Healthy Tasmania Five year Strategic Plan Research and Evaluation Report 1 Baseline https://www.health.tas.gov.au/sites/default/files/2023-06/UTAS_Menzies_HealthyTas_Baseline%20Report_ACCESS_V3%20%5Baccessible%5D%200623.pdf

¹⁴⁶ All grant round data was provided by Public Health Services.

Table 15. Summary of Healthy Focus Grant applications related to food security

The total investment for food security projects through the implementation of the *Healthy Tasmania Five-Year Strategy* grants is \$601,129.

- Healthy Focus \$460,081
- Step Forward \$121,048
- Lift Local \$20,000

The five projects funded (total of \$460,081) in the first round are in Table 16 below. There are three statewide projects and one each in the South and North. The second round is due to be announced in the first quarter of 2025. As has been the case in other grants, there is a primary focus on utilisation, but positively sustainability, access and agency dimensions are also included.

Healthy Tasmania Round 1 Healthy Focus Grants

Organisation	Project Name	Region	Budget	Project description	Food security dimension
Clarendon Vale Neighbourhood Centre Inc	CVNC cooking on a budget	South	\$72,000	To promote healthy eating and support community to identify and cook seasonal ingredients. To ensure community members can utilise small budgets in beneficial ways.	Utilisation
Eat Well Tasmania Incorporated	Plate With a Mate	State-wide	\$100,000	To create Healthier Tasmanians by eating healthier every day. Through the power of food and social connection we'll improve the health and wellbeing of Tasmanians.	Sustainability, Utilisation, Access
Eat Well Tasmania Incorporated	Too Good to Waste	State-wide	\$100,000	A consumer behaviour change campaign, will motivate and facilitate opportunities for Tasmanians to reduce their food waste and eat well.	Utilisation, Sustainability
Launceston Benevolent Society Inc	FAB: Health & Wellbeing Course (Food/Finances Attitudes & Behaviours)	North	\$96,000	Holistic well-being addressing health inequities experienced by low-income recipients. FAB focuses on building self-efficacy in food, financial & health literacy to promote wellbeing.	Utilisation, Agency
School Food Matters	Skill-IT! Skills to Inform and Train School Food Staff	State-wide	\$92,081	To improve food and nutrition skills and knowledge of school food service staff by developing and implementing an online learning platform.	Utilisation, Agency

Table 16. Recipients of Healthy Focus Grants

The Step Forward grants has had two rounds. Recipients are listed in the Table 13 in Appendix 3. Neighbourhood Houses are highlighted **bold**. In summary:

Community Organisations: there are 27 community organisation recipients, including neighbourhood houses (10), community gardens, and family care centres. These organisations are involved in providing support and services to different community groups. Receiving a total of \$121,048

Geographical Distribution: There are 17 organisations in the South region, 3 in the North, 2 statewide and 5 in the North West region. This indicates a concentration in the distribution of community support.

Lift Local – Local Government Grants – Food Connections Clarence

A single local government, Clarence City Council, chose to deliver a food security mapping and stakeholder engagement project, *Food Connections Clarence* with the Lift Local Grant. This provides an example of how other local governments could set themselves on a pathway to developing more resilience in both their EFR and community food security programs by collating important data to inform collective decisions. Local Government in Victoria and New South Wales have a long history of taking action to support community food security. With additional resourcing the same could be done in Tasmania and would reflect their new role in supporting community health and wellbeing. The Community Development team used the grant to undertake research and stakeholder engagement on the issue of food precarity/security in the local context of Clarence municipality. This research project aims included:

1. a report and needs analysis of the food security sector in Clarence,
2. building on our existing partnerships during the project,
3. evaluating what the current need is, where food precarity is/where the need for food security is,
4. how these needs are being serviced by providers operating in this space,
5. providing practical data to improve community health and wellbeing,
6. providing practical data to inform Council programs and support partner organisations,
7. understanding the role of council in this space, and
8. to help build more capacity across the sector, through the sharing of outcomes of the research.

The detailed final report, infographic executive summary (Diagram 13 below) and recommendations can be viewed [here](#).¹⁴⁷ The Food Connections Team in Council have since worked with local agencies to develop site visits for the agencies to see firsthand how each other is supporting community, produced a simple one-page guide for service provider map and the report has been submitted for the *Healthy Together Clarence* planning process.

¹⁴⁷ Declaration – the Food Connections project was delivered by the author of this report.



Other grants

Community Support Levy¹⁴⁸

2022-23 Community Support Levy Grants Program

\$4,986 to Northern Suburbs Community Centre for The FaRM support¹⁴⁹

1. Establish a financially sustainable social enterprise that focuses on enabling the community to actively participate in growing, cooking, eating, selling, buying, and sharing healthy and sustainable food.
2. Create safe and accessible physical spaces where the community can participate in learning and training programs and social, health, and wellbeing activities, in a working farm environment.
3. Provide pathways to employment opportunities in the hospitality, horticultural and agricultural industries.

2023-24 Community Support Fund Small Grants Program

\$10,000 to Brighton Community Food Hub for Expansion Project - Food to Families

The Food Hub sought funding to expand their award-winning food relief model into other areas in Southern Tasmania during 2024 and further North over the next 12-24 months. This grant will enable the establishment

¹⁴⁸ Information provided by DPAC who manage the levy grants.

¹⁴⁹ This project received \$500,000 over three years from Tasmania Community Fund in 2022.

of food relief hubs in other Local Government Areas to obtain greater reach into lower socio-economic communities where the cost-of-living crisis is hitting hardest and the need for affordable food is greatest.

This project started in August 2024 and is based around the social supermarket model **although it does not appear to apply the guidelines for healthy food when choosing their offering.**¹⁵⁰ The social supermarket model is a promising community solution and has been well researched to uncover that factors that make them successful.¹⁵¹ This model is presented in detail in Section 4.

Resource and waste recovery

Tasmanian Waste and Recovery Board – food waste and opportunity.

Food waste is a significant problem in Australia, all across the food system. See the Diagram 17 below. Ultimately 1/3 of all food that is produced is wasted. Food waste has significant impacts on people, the planet and industry profitability.¹⁵² While collaborations between food rescue organisations and farmers capture large volumes of otherwise wasted food, this rescue is the tip of the food waste iceberg. **Exploring improvements to policy and initiatives to reduce food waste is part of the solution to build food system resilience and supporting food security.** Solutions that derive an income for producers, so beyond donations should be explored – this might be through procurement for institutions and programs, processing and value-adding and incentives for farmers. The Tasmanian Waste and Recover Board welcomes collaborative solutions to reduce food waste in Tasmania and the horticultural sector has significant waste. This could be considered for inclusion for demonstrating cross government action in the new Strategy.

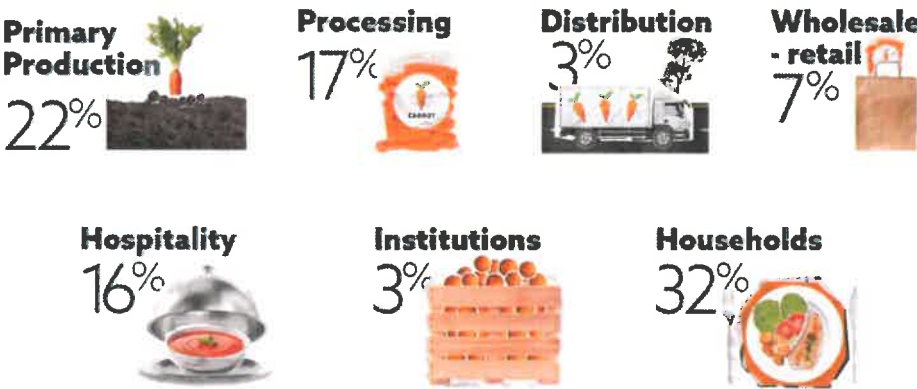


Diagram 17 Sector-based breakdown of food waste in Australia¹⁵³

On farm vegetable losses in Tasmania – quantifying the opportunity.

The opportunity to capture the waste as part of the broader food security and food resilience approach is significant. Last year Horticulture Australia invested in developing the Horticulture Sector Action Plan for Food Waste Reduction 2024 - Technical Report¹⁵⁴. The Report was developed by the Centre for Regional Economies and Supply Chains at CQ University as part of the End Food Waste CRC. The report notes that many fruit and vegetable products have very high (less than 2 weeks) and high perishability levels (2-4 weeks). This includes common crops such as berries, leaf lettuce, brassicas, peas, cabbage, brussels sprouts, and celery. This

¹⁵⁰ <https://www.csi.edu.au/news/what-is-a-social-supermarket-and-how-do-they-tackle-food-insecurity/>

¹⁵¹ https://journals.sagepub.com/doi/suppl/10.1177/08997640231210463/suppl_file/sj-pdf-1-nvs-10.1177_08997640231210463.pdf

¹⁵² <https://endfoodwaste.com.au/why-end-food-waste/>

¹⁵³ Ibid.

¹⁵⁴ https://endfoodwaste.com.au/wp-content/uploads/2024/03/Technical-Report_Horticulture-Sector-Action-Plan.pdf

means that solutions must be responsive and designed to capture ‘waste’ within short time frames.¹⁵⁵ The Technical Report proposes actions across 3 strategies: enabling, preventing, and repurposing. The recommended repurposing actions are :

- ✓ R1. Explore ways to value add to surplus or waste products.
- ✓ R2. Implement effective implementation for food donation.

Food waste along the value chain, including on-farm and processing losses of vegetables, is both a significant challenge and opportunity for Tasmania. The research finds the volumes are significant and consequently suitable solutions must match the scale of the problem.

On Farm Losses

In 2023, data describing **crop loss/waste on Australian horticulture farms** were collected for the second consecutive year by ABARES through their national Horticulture Survey¹⁵⁶ (survey results are outlined below). Crop loss/waste refers to primary production outputs that were intended for human use but ended up either not being harvested, disposed of, or were recovered for alternative uses. Data was commissioned as part of the delivery of the National Food Waste Strategy¹⁵⁷ are in the Table 17 below.

Crop type	2021/2022	2022/23 ¹⁵⁸
Stone fruit	32%	35%
Apple and pear	19%	21%
Berries	26%	19%
Vegetables (outdoors)	14%	10%

Table 17. On farm losses estimates for Tasmania by crop type

In Tasmania 2022/23 46% of crops on farm losses were left on the ground (40% in 2021/22) 24% ploughed into ground (16% in 2021/22) 19% fed to animals (33% in 2021/22), 15% disposed of and only 8% composted (16% in 2021/22). **Only 1% (8% in 2021/22) were recovered for use in products.** Causes of on farm crop losses were weather events, pest/disease, quality not to specification, change in prices, excess production, and labour shortages. Across Australia most of the horticultural crop loss/waste in 2022–23 occurred pre-harvest (66% of total loss per farm across all crop types, down from 76% in 2021–22), or during/after harvest (24%, up from 22%).¹

Post Farm losses – processing and packing

Based on national estimates from a 2019 CSIRO study¹⁵⁹, North West Tasmania was the region with the second highest losses with 99,000 tonnes of annual loss. Potatoes accounted for 70,000 tonnes. Apples, pears, broccoli, carrots, and onions also had notable losses, all key crops in Tasmania. This study estimated that Australian losses during processing and packing was between 22-25%. Australia wide vegetable highest losses were for potatoes, carrots, beans/peas, broccoli, and beetroot, all nutrient dense vegetables.

The CSIRO study estimated that production, packing and processing losses for Tasmanian vegetables was between 101- 127 kilo tonnes per year. Using the Australian National Greenhouse Accounts Factors

¹⁵⁵ https://endfoodwaste.com.au/wp-content/uploads/2024/03/Technical-Report_Horticulture-Sector-Action-Plan.pdf

¹⁵⁶ [https://www.agriculture.gov.au/abares/research-topics/surveys/horticulture-crop-loss-22-23#:~:text=Most%20of%20the%20horticultural%20crop,%25%2C%20up%20from%2022%25\).](https://www.agriculture.gov.au/abares/research-topics/surveys/horticulture-crop-loss-22-23#:~:text=Most%20of%20the%20horticultural%20crop,%25%2C%20up%20from%2022%25).)

¹⁵⁷ <https://www.dcceew.gov.au/environment/protection/waste/publications/national-food-waste-strategy>

¹⁵⁸ The crop loss/waste information was collected between June and September 2023 through telephone surveys, conducted on behalf of ABARES by Lighthouse Data Collection. The survey results for 2022–23 are based on a weighted sample of 2,753 horticulture farms across Australia (2021–22: 2,692 farms)

¹⁵⁹ <https://publications.csiro.au/publications/publication/Plcsirop191660>

(ANGAF)¹⁶⁰ we estimate the possible emissions from this quantum of food waste. The ANGAF provides emission factors and methods to enable companies and individuals to estimate GHG emissions. There is a standard emissions factor of 2.1 for all types of food waste. This method calculates lifetime emissions from the anaerobic decomposition of food. Using this method, the worst-case scenario emissions created by this Tasmanian food waste are estimated are 212.1 to 266.7 kilo tonnes of CO₂.

Increasing the capture of food waste as part of food resilience is good for farmers' incomes, reduces emissions and can improve access to healthy food and food security when redirected to opportunities in food service and social enterprises to produce low-cost meals.

3.12 Other food security programs

Tas Community Fund

The Tas Community Fund (TCF) now has education as their 10-year priority issue. Though many of their program investments often include a component of food, for example during tutoring programs. They do not regard this as a food security investment and do not advise program partners about suitable foods to include, although their observation is that most often the offering is healthy choice such as fruit, sandwiches and cheese, for example. Programs funded by TCF are not required to report about the food component.

There are two recent investment by the Tas Community Fund which are exceptions and have food and food security at the centre of them.

1. TCF funded the Business Case for the expansion of the School Lunch Program which was completed earlier in 2024. They are now supporting School Food Matters with building organisational capacity – board and workforce – so the organisation is equipped for future expansion, beyond the additional 15 schools to join the program in 2025/26, and able to consider future models that are less reliant on government funding.
2. They provided \$500,000 over three years for the Northern Suburbs of Launceston FaRM project – the project wants to improve community food security by establishing a market garden (a lease for land has recently been signed with Launceston City Council), create pathways to employment by providing training in regenerative horticulture and have a social enterprise to sell the produce to community members at an affordable price.

Some tips from the TCF past and present investments and the Australian philanthropic experience.

1. There is strong need for communities as a whole to have an opportunity to contribute to and respond to the issues through place-based approaches. This requires time and patience as programs develop.
2. Organisations need to have or be supported to develop the skills and capacity to deliver good outcomes.
3. Social enterprises should be funded after due consideration of the community setting, mindset of the organisation (making the transition from giving away food to selling food is challenging) and partnerships. Social enterprises often need top up operational funding, and Australian evidence shows they can be expected to cover around 80% of model costs.

School Breakfast Programs

In 2024 DECYP conducted an internal survey targeted at principles to gather data around breakfast programs in public schools across Tasmania. When the survey data was requested, DECYP shared only that the survey suggested that nearly all schools run some form of breakfast program.

School Food Matters collected data about school breakfast programs through a survey in 2023 which provides greater insights into the possible models. School run was the most popular model, although many schools who participated in the survey did not provide information about the model of delivery. The survey results are

¹⁶⁰ <https://www.dcceew.gov.au/sites/default/files/documents/national-greenhouse-account-factors-2023.pdf>

summarised in Table 18 below. More comprehensive data on school breakfast programs would be valuable to have as it is a place-based way to improve access to healthy food in a community setting.

Breakfast Club/Program	Govt	Independent	Catholic	Total
School Run	41		8	49
Volunteer	6	2	2	10
Community organisation	3		1	4
Other (e.g. P&F)	1			1
Unknown	56	4	12	72
Total	107	6	23	136
No Breakfast Club/Program	45	15	11	71

Table 18. School breakfast survey summary

24 Carrot Garden Program

The 24 Carrot Gardens program, initiated in 2014 by artist and curator Kirsha Kaechele, is a food education initiative in lutruwita/Tasmania. It collaborates with schools to establish kitchen gardens where students learn to grow, harvest, prepare, and share fresh, seasonal food – this addresses the utilisation dimension of food security. The program integrates art and sustainable practices to enrich food education. This seed-to-plate approach builds practical skills while fostering curiosity, creativity and connection with food and one another.

Key Objectives:

- **Food Literacy:** Enhance students' understanding of food origins, cultivation, and preparation, promoting healthy eating habits.
- **Sustainability Education:** Teach sustainable gardening practices, including composting and waste reduction, to instil environmental stewardship.
- **Art Integration:** Incorporate art into the program, allowing students to engage in activities like creating ceramic tableware and natural-dyed fabric napkins, fostering creativity and a deeper appreciation for food culture.

Impact:

- **Student Engagement:** In its 10 years 24 Carrot Gardens has reached over 4,100 young people across 24 schools in Tasmania, providing more than 260 hours of hands-on learning each week.
- **Community Involvement:** The program has established infrastructure and gardens in schools and communities, serving as outdoor classrooms for multidisciplinary education and promoting community engagement.
- **Government Support:** Recognising its success, the Tasmanian Government committed \$1 million over four years to expand the program to additional schools, including secondary schools in Southern Tasmania and primary schools in the North West.



Photo 2 - Harvest from Montrose High School (Source: 24 Carrot Gardens)

Clarendon Vale 24 Carrot Garden Evaluation

The University of Tasmania has just completed a three-year research project evaluating the impact of the Clarendon Vale 24 Carrot Garden. Children from preschool to year 6 have participated in the program, which was delivered consistently by the kitchen garden specialist employed by 24 Carrot. The key findings were that:

1. The program is positively affecting inclusion and engage resulting in higher student attendance on kitchen and garden program days through providing opportunities for students, families, community and staff to come together and participate in the garden space, removing systemic boundaries schools often have
2. Program is positively affecting learning and academic outcomes
3. Positively affected the development food growing and cooking skills along with increasing fruit and vegetable intake.¹⁶¹

By integrating gardening, cooking, and art, 24 Carrot Gardens equips students with practical skills, fosters healthy eating habits, and encourages sustainable living, making an impact on food literacy and community well-being in Tasmania.

24 Carrot Gardens as an organisation and program are extremely agile and often experimental. During COVID-19 through their Bond Street site (a community garden) they grew food and ran online cooking classes and recipe competitions that had very high levels of community engagement. The Bond Street site plus their 1 acre market garden site, *Botanical*, in Brighton, that produces seedlings and grows additional vegetables for the school kitchens, have enviable levels of community engagement earned over the 10 years of the program in which they have built trust building by *meeting the community where they are*. The program and organisational leadership look forward to re-engaging with *Food Secure Tasmania*. This action is aligned with their new five-year strategic plan.

Meals on Wheels

Meals on Wheels is primarily funded by the Australian Government via the Commonwealth Home Support Programme (CHSP), however the state government has provided support in recent years. This is a long-standing investment in improving access to healthy for older Tasmanian, improving their food security. Their meal distribution is managed at a local level:

- South – 7 sites
- North - 2 sites (managed by the Red Cross)
- North West – 5 sites

¹⁶¹ The report is available upon request.

- North East – 2 sites

Meals on Wheels provides meals across Tasmania excluding Smithton, St Marys, St Helens, Bicheno, Swansea or Spring Bay areas . Meals on Wheels Tasmania distributes over 250,000 meals per year using a 4-week rotating menu.¹⁶² Delivery is heavily reliant on volunteers.

¹⁶² <https://mowtas.org.au/>

Section 4 – The way forward – leverage points, approaches, and models for supporting food security in Tasmania

In this section **evidence-based** leverage points, models, and approaches to how the Tasmanian government can act, particularly to fill action gaps, to support food security are described. Actions include on the ground/place-based and regional based activities, through to policy and legislation.

This section answers several questions:

- What has the *Food Relief to Food Resilience* evaluation and stakeholder engagement taught us about stakeholder expectations and desires for the new Strategy?
- What can we learn from recent Australian inquiries into Food Security to help guide and inform the new Strategy development?
- What principles should we take on moving forward and what can scorecards tell us about strengths and areas to improve?
- What are appropriate governance models and where are the leverage points for healthy equitable food systems?
- What are the evidence-based *optimal principles and actions* to support food security that could be included as cornerstones of the new Strategy and adapted for delivery in Tasmania?
- Author reflections for short- and medium-term actions.

4.1 Introduction

The Tasmanian paradox – in a state with an abundance of nutritious quality food, between 30-50% of households are experiencing food insecurity at some level on its continuum – ranging from worried about how they will afford to buy their next meal to going without meals regularly. The impact – shame, poor health (physical and mental), increased healthcare system costs, reduced social and school participation and stigma. While State Governments do not control many key drivers of food insecurity, the solutions to address the drivers can operate at a state level and have great impact when all the levers are pulled simultaneously.

Things that are working well for Tasmania

Despite the challenges ahead in Tasmania we have several factors strongly working in our favour.

- DPAC's central co-ordination role in the food security space is a significant asset for driving and coordinating future efforts across government.
- It is a point of some pride that we are developing a third food security strategy when other states are yet to produce a first – Tasmania is again leading, as we have right from our first strategy back in 2012 (See Appendix 6 for the action framework for the first iteration).
- There is significant good will from community stakeholders (including funders, services, food business and local government?) towards developing a new Strategy to support food security in Tasmania and to move from a reliance on emergency food relief to building resilience in communities and our food system.

The evaluation of the *Food Relief to Food Resilience Strategy* plus the policy context analysis provide key focus areas to consider in developing the new Strategy.

- Stakeholders are almost universally looking for a broader approach, a food systems approach, as the current direction is not having the impact at the scale required to match the scale of the issue. Emergency food relief and building resilience in that sector, while necessary, is not a sufficient response and is also not supported by stakeholders (or evidence) as the only response going forward. To date the well-intentioned efforts have been tinkering at the edges rather than transformative.

- Coordination, governance, and accountability (including evaluation and monitoring) will be important elements to include for achieving future success and to enhance collaboration to support Tasmanian food security.
- A Minister for Food has been proposed as vital for leadership, coordination and policy cohesion, as the leverage and interventions points sit across 16 Ministries (See Section 3). The risks associated with continuing a siloed approach is system effects are not considered. They are greatly reduced through a Ministry.
- **Generally, program investments have predominantly focused on either food relief/crisis response or shifting individual behaviours/competencies and decisions and not acknowledged or addressed the system influences and drivers of food insecurity, such as affordability, availability, agency, and sustainability. Policy and place-based interventions should have a lens to all the dimensions of food security and models and approaches to address this are included in this Section**
- Creating healthy, equitable, sustainable, and resilient food systems¹⁶³ will provide for Tasmanian's food security and good nutrition over the longer term. Taking a food systems resilience approach in the new Strategy can initially feel overwhelming, but ultimately it means the responsibility is shared by adopting cross cutting and a *whole of government* approach and mechanisms. Adopting this approach is also strongly supported by the evidence. Tasmania is starting to see action and engagement across government, notably in education, health, small business and agriculture departments through programs and policy outcomes outlined in Section 3. A food systems approach is hence built in to Tasmania's *DNA* but it can be substantially amplified and replicated to create shared-reinforcing benefits through effective and time appropriate resourcing and coordination.
- Our food system is susceptible to climate change impacts and disruptions and is itself a significant contributor to greenhouse gas emissions in Tasmania. This is part of a tri-focal lens when considering solutions and aligns with the sustainability dimension of food security. Our food system is failing to ensure fair returns and economic sustainability for farmers, small and medium enterprises and increasingly, low-income and marginalised communities are facing food insecurity and hunger.
- Equity is another focal lens to use ensuring vulnerable groups are considered.
- Desirable nutrition and health impacts should be embedded. Food security at its core is about achieving better health and wellbeing outcomes, it is not about reducing hunger or filling bellies.
- **Simultaneously drawing on the expertise of stakeholders AND hearing the voices of the lived experience of food insecurity for the new Strategy and the development of solutions will drive fit for purpose and feasible responses.**

For the new Strategy – stakeholders, the evidence base and policy context analysis points to a 'Food Systems Resilience approach' as the best way forward.

4.2 What is Food System Resilience?

Food system resilience means that the food system can continue to deliver an adequate supply of nutritious and culturally acceptable food to everyone, even during shocks to the system, such as extreme weather events and the pandemic.¹⁶⁴ Resilience is also about the capacity of the food system to adapt to changing circumstances and to transform, building longer term resilience to future shocks and stresses.¹⁶⁵ Community resilience is central to the resilience of the food system – our capacity to respond personally, as a community

¹⁶³ See Section 1 for the rationale.

¹⁶⁴ Candy, S., Biggs, C., Larsen, K., and Turner, G. (2015) Modelling food system resilience: A scenario-based simulation modelling approach to explore future shocks and adaptations in the Australian food system. *Journal of Environmental Studies and Sciences*, 5(4), 712–731.

¹⁶⁵ Biehl, E., Buzogany, S., Baja, K. and Neff, R. (2018) Planning for a resilient urban food system: A case study from Baltimore City, Maryland. *Journal of Agriculture, Food Systems and Community Development* 8 (2): 39-53.

and collectively.¹⁶⁶ The capacity to adapt and transform is important in the context of more frequent shocks to food systems, particularly due to climate change induced weather events and shifts. The capacity of households and communities to respond to food system shocks and stresses is critical to the emerging understanding of food system resilience.¹⁶⁷ Climate shocks directly impact food security, for example, through disruptions to food production, processing, and supply chains, reducing food availability and increasing prices and increased risks in food safety.¹⁶⁸ The resilience of food systems is closely related to their sustainability. Food systems will not be sustainable over the long term if they are not resilient to shocks and stresses.¹⁶⁹

Research following the COVID Pandemic disruption found resilient food systems are a combination of the following characteristics:

- Diversified with a wide variety of food and scales of production, processing and distribution, retailers etc.
- Encourage entrepreneurial behaviours that adapt proactively as the food environment changes.
- Based on bridging and social capital, to allow cooperation across the food systems actors (farmers, hospitality, retailers etc) and community seeking out *win win* outcomes through working together.
- Competition between actors within the same groups (e.g. retailers) stimulates the supply of better quality or more affordable food products, thus mitigating the negative effects of food supply chain disruptions or loss of income on consumers' food security.
- They are inclusive allowing access to all scales and types of businesses including micro businesses.
- Are connected from farmers to retailers/institutions/hospitality, wholesalers, and/or consumer direct relationships.¹⁷⁰

The possible influences on food security are wide reaching. Beyond policies that are obviously about food, like agricultural or nutrition policy, many wider government decisions also affect food indirectly. For example - social policy can limit how much money people have for food. Policies on labour influence how much time and energy people have to shop for and prepare meals. Rules on occupational health direct how farms and food businesses support the health of their staff. Energy policy affects land use and the cost of fuel for food production. Policies on migration determine who works where in the food system. Exchange rate policy affects the profitability of food imports and exports. Planning and tax rules can encourage or discourage investments by farmers. Government investment in research influences food industry innovation.¹⁷¹

Policy action in one part of the food system can have inadvertent consequences for other parts of the system. There are opportunities to develop policy solutions which address multiple problems simultaneously. Knowledge about different parts of the food system needs to be brought together for a cohesive approach.¹⁷²

¹⁶⁶ Smith, K. and Lawrence, G. (2014) Flooding and food security: A case study of community resilience in Rockhampton. *Rural Society* 23 (3): 216-228.

¹⁶⁷ Bene, C. (2020) Resilience of local food systems and links to food security – A review of some important concepts in the context of COVID-19 and other shocks. *Food Security* 12: 805-822.

¹⁶⁸ Ibid.

¹⁶⁹ Fanzo, J. et al. (2021) Viewpoint: Rigorous monitoring is necessary to guide food system transformation in the countdown to the 2030 global goals. *Food Policy* 104, 102163.

¹⁷⁰ Bene, C. (2020) Resilience of local food systems and links to food security – A review of some important concepts in the context of COVID-19 and other shocks. *Food Security* 12: 805-822. <https://link.springer.com/article/10.1007/s12571-020-01076-1>

¹⁷¹ https://researchcentres.city.ac.uk/_data/assets/pdf_file/0008/491174/7643_Brief-3_Integrated_food_policy_What_is_it_and_how_can_it_help_connect_food_systems_2021_SP_AW.pdf

¹⁷² https://researchcentres.city.ac.uk/_data/assets/pdf_file/0008/471599/7643_Brief-2_What-is-the-food-system-A-food-policy-perspective_2021_SP_AW.pdf

4.3 Inquiries into food security – what can we learn to inform action in Tasmania ?

Both the Victorian and Commonwealth Inquiries into food security had similar recommendations to those emerging from consulting stakeholders in Tasmania and should be seen as affirming the *Food Relief to Food Resilience* evaluation and review process, as does the evidence-based approach.

In Victoria – Legislative Council of Victoria Inquiry terms of reference were most aligned with Tasmania's current policy work. They were to investigate :

(1) the impact of food insecurity in Victoria, on —

(a) physical and mental health;

(b) poverty and hardship; and

(2) options available to lower the cost of food and improve access to affordable, nutritious, and culturally appropriate food.

The Legislative Council's final report (delivered November 2024) ultimately recommended high level responses to improving access to healthy food including:

- the adoption of a comprehensive, **whole-of-government strategy** that addresses the underlying drivers of food insecurity.
- improving access to nutritious food, including through healthy eating education, school meal programs, land-use planning that considers health and wellbeing¹⁷³, and better food labelling.
- **policy options that lower the cost of food, enhance social enterprise participation, and manage food waste.** (Please note Victoria has a [Social Enterprise Strategy](#) and [Social Procurement Policy](#) making this sector more mature than in Tasmania)
- Enshrine a right to food in legislation, noting Australia's obligation under international law to secure the right to adequate food for all Australians.

Medium- and Long-term approaches proposed:

- expand the Victorian **Population Health Survey** to more precisely monitor food insecurity across the food security continuum (please note the [Tasmanian Population Health Survey](#) is due to be conducted in 2025 and could also take this approach).
- develop a Victorian Food Security Strategy focused on:
 - transitioning from food relief to resilience
 - supporting place-based responses
 - enhancing the food relief sector's ability to deal with sudden shocks and crises.

The Committee supported, ministerial accountability and ensuring cross-portfolio collaboration as future actions:

- **Ministerial accountability:** Appoint a **Minister for Food** responsible for the development, implementation, and oversight of the food security strategy, ensuring clear accountability within the government
- **Cross-portfolio collaboration:** Establish a Food Security Committee with representation from various government departments, First Nations, and other stakeholders to oversee the design, implementation, monitoring, and evaluation of the strategy.

¹⁷³ Please note, the Tasmanian Land Use Planning Legislation already includes an objective about supporting health and wellbeing

The proposed Victorian Food Security Strategy (summarised in Diagram 17 below) would take a systemic approach, integrating health, agriculture, trade, education, climate, and community development to build a more resilient food security system. This would involve not only diversifying food production and improving access to nutritious, culturally appropriate foods but also empowering communities to take an active role in shaping local food systems.

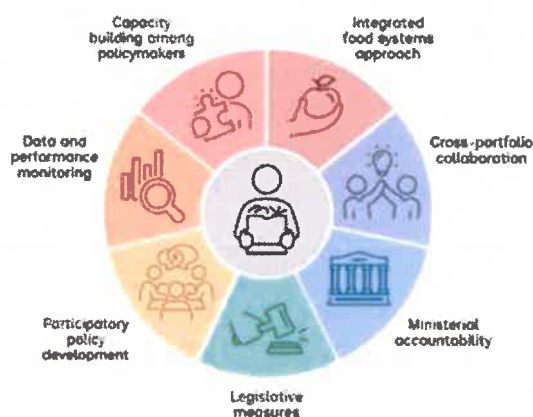


Diagram 17 Key features of a Victorian Food Security Strategy

On the transition from relief to resilience

The transition from crisis to resilience is key to ensuring that food relief remains an emergency response tool rather than an ongoing dependency. Suggestions from expert stakeholders included in this evaluation and relevant to Inquiry outcomes included Tasmanian approaches which should prioritise:

- Healthy, seasonal, and culturally appropriate foods are available for all through **local values driven supply chains**.
- They are **sustainable from an environmental perspective** and that provides benefit to everyone involved whether they be farmers, producers, retailers, or consumers.
- ‘Whole of government approach to planning resilient food systems,’ emphasising the need for strengthening the long-term resilience of food supplies.
- Diversifying food systems and supporting community-based urban agriculture. This could include initiatives like community gardens and small-scale peri-urban farms, to reduce dependence on external food sources and increase local resilience, but being mindful of the scale required.
- Empowering local councils to develop community food system strategies, thereby promoting a localised and resilient approach to food security . (Please note local councils have been participating in [community food security projects for 20 years in Victoria](#). Local government engagement in health and wellbeing is not as mature in Tasmania¹⁷⁴, with a few exceptions, but remains an opportunity through their new role¹⁷⁵ in supporting healthy and sustainable local communities).
- Proponents of a Victorian food security strategy argued that food security should be integrated into broader socio-economic and health response, noting the link between food insecurity and other forms of disadvantage.
- A dedicated strategy for food security could ensure cross-sectoral collaboration to address the underlying drivers of food insecurity, including poverty, inadequate income support, and rising living costs.

¹⁷⁴ Morgan M, Stratfor E, Harpur S, Rowbotham S, 2024 Local government's roles in community health and wellbeing in Australia: Insights from Tasmania <https://pubmed.ncbi.nlm.nih.gov/38050655/>

¹⁷⁵ <https://www.futurelocal.tas.gov.au/wp-content/uploads/2023/11/The-Future-of-Local-Government-Review-Final-Report.pdf>

- The Strategy must go beyond food relief and food-based solutions as the solution to food insecurity. Tackling the socio-economic drivers of household food insecurity necessitates cross-departmental policy action and sustained resourcing of programs across government portfolios including health, housing, social services, education, transport, and environment.
- The strategy must help prepare for future economic and social shocks which could drive food insecurity rates up, making an 'integrated policy approach' vital.

Additionally, stakeholders also called on the Committee to endorse the recommendations from the Commonwealth's Inquiry into food security in Australia. See Box 3.

Box 3 Key recommendations from the House of Representatives' *Inquiry into food security in Australia*¹⁷⁶

Recommendation 1

The Committee recommends that the Australian Government, in consultation and cooperation with State and Territory Governments, relevant industries, sectors and the community, develop a comprehensive National Food Plan providing for the food security, including nutritional security, of the nation and its people. The National Food Plan must have clear objectives and measurable targets set out in regular updates and action plans, and subject to regular review.

Recommendation 2

The Committee recommends that the Australian Government appoint a Minister for Food, within the portfolio of the Prime Minister and Cabinet, with responsibility for the development and implementation of the National Food Plan, regular monitoring and updating of the plan, and accountability for achieving outcomes and targets under the plan.

Recommendation 3

The Committee recommends that the Australian Government appoint a National Food Council, made up of industry and community experts, to advise the Minister for Food on matters pertaining to the food system, and support the development, implementation, monitoring, and evaluation of the National Food Plan. The National Food Council is to be supported by expert committees covering sectors including but not limited to:

- production
- transport and logistics
- retail
- health and nutrition
- defence
- education
- access to food
- environmental sustainability
- waste management
- Indigenous communities.

¹⁷⁶ Parliament of Australia, House of Representatives Standing Committee on Agriculture, *Inquiry into food security in Australia*, 2023, <https://www.aph.gov.au/Parliamentary_Business/Committees/House/Agriculture/FoodsecurityinAustralia/Report/List_of_recommendations>

4.4 Guiding principles for the new Strategy

For the three ways of working - on the ground/place-based, through policy and/or legislation - a set of guiding principles is encouraged for the new Strategy. The guiding principles presented here draw heavily on the work undertaken for the SA Government in 2023 which offered a range of optimal principles to be adopted, irrespective of the models and approaches used to address food security.¹⁷⁷ The guiding principles are listed here in no particular order.

- **Tackling the underlying root causes of food insecurity** – the cost of living (housing costs, affordability of food for example) **are preferable and the most effective.**¹⁷⁸
- Actions should be developed as a result of **consultation and codesign with community AND experts** – this ensures the lived experience, feasibility and local context are considered. View resources for how to design these sessions [here](#)¹⁷⁹.
- Make sure actions use a **mix of measures** – the universal (protecting the GST free status of fruit and vegetables) and more targeted measures (lower affordability of food in regional and remote areas). Measures are proportionate to the levels of need and the enablers and barriers that impact food security in a community and funded in a time appropriate manner.
- **Planning** of actions is a strategic process. Actions should be **evaluated** regularly and **implemented alongside other actions which are complementary**, e.g. cooking classes and improving access to affordable food.
- The **duration** of investment in any action is critical – obviously, emergency food responses during a crisis are short lived but other need to be designed to address the chronic nature of food insecurity.¹⁸⁰
- Supporting participants and recipients must **preserve their dignity and not perpetuate stigma** – this is particularly important for the provision of emergency food relief. The evidence based approach for codesigning how good practice principles can be included in EFR provision can be viewed [here](#). The *Good Practice Guide for EFR* can be viewed [here](#)
- The **local context**, which is different in an urban versus regional environment must be considered when designing actions.
- If the action involves supplying food – **consider all of the dimensions of food security** – it should be nutritious (refer to the [Healthy Eating Guidelines](#)), sufficient and safe, meeting people’s dietary needs and preferences (including cultural and spiritual); promote reciprocity; social connection; trauma informed service; and offer people choice.
- Food supply and food support approaches should **adopt a healthy, sustainable, and equitable food systems lens**. For example, source from all scales of producers, support local and regional food systems; include producers and suppliers who are using regenerative and adaptive agriculture and food supply chains.¹⁸¹
- **Collaboration and partnerships** are critical to deliver outcomes and collective impact.
- Actions need to **move beyond philanthropic and charitable sector** – ideally all levels of government, the commercial actors in the food system, health and social care, education, institutions, communities, and community members have a role to play

¹⁷⁷ Rebecca Lindberg, Patricia Ribeiro de Melo, Tahna Pettman, Svetlana Bogomolova, 2023 Food secure Communities in South Australia: an evidence summary to support food security across food and social systems. <https://researchnow.flinders.edu.au/en/publications/food-secure-communities-in-south-australia-an-evidence-summary-to>

¹⁷⁸ Loopstra R 2018. Interventions to address household food insecurity in high-income countries <https://pubmed.ncbi.nlm.nih.gov/29580316/>

¹⁷⁹ <https://fac.flinders.edu.au/items/3694b851-b9a8-472a-ba1d-6277488b93ba>

¹⁸⁰ SA Govt 2017, Improving individual and household food security outcomes in SA: Discussion paper

¹⁸¹ Carey RL, Clarke J, 2020 Good food for all. Resetting our food system for health, equity, sustainability and resilience https://science.unimelb.edu.au/_data/assets/pdf_file/0009/4128795/Foodprint-Resilience-Report-2022_double_page.pdf

- Creating a healthy, equitable and sustainable food systems beyond reducing food insecurity and provide good nutrition for all, can help Tasmania make progress on all 17 Sustainable Development Goals (see Box 4).¹⁸²

Box 4 The Sustainable Development Goals



4.5 Scorecard and recommended actions for the Tasmanian Government

Deakin University conducts analysis of the policy settings of state governments and their action to tackle obesity and creating healthier food environments, both associated with food insecurity. The first assessment was conducted in 2017.

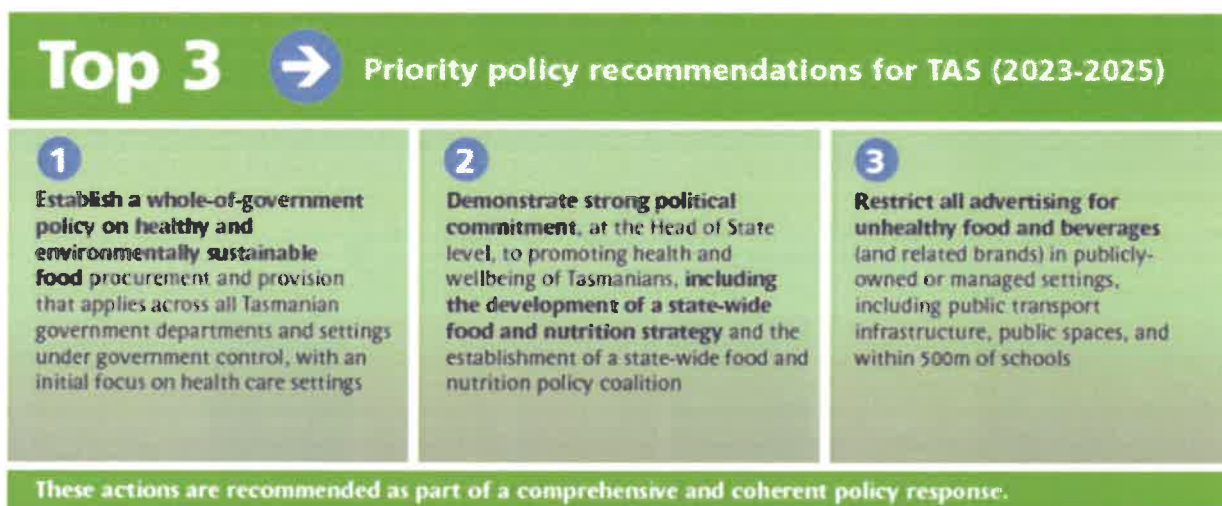
The most recent reassessment was conducted in 2022¹⁸³, prior to the *Food Relief to Food Resilience Action Plan* release in 2023. However, the report does present results from a second assessment of the Tasmanian policy setting for food and nutrition, healthy food environments and addressing obesity which could also be considered for the new Strategy. Their broad recommendations are for:

- A whole-of-government multi-sectoral approach is needed, driven by strong leadership.
- A coherent policy response needs to result in substantial reform of food systems, address food security, improve equity and consider environmental sustainability.

Areas of good progress were noted as the *Healthy Tasmania Five Year Strategic Plan*, school lunch program and grants focussed on community access to local, healthy foods. Their recommendations for future actions in 2022 were (Box 5):

¹⁸² <https://www.un.org/en/food-systems-summit/sdgs>

¹⁸³ Sacks G, Mann D. 2023 Policies for tackling obesity and creating healthier food environments: scorecard and priority recommendations for the Tasmanian Government, April



Box 5 Priority recommendations for the Tasmanian Government¹⁸⁴

4.6 Governance in the new strategy – not more of the same unless we want more of the same

“Food systems governance is the process by which communities negotiate, implement and evaluate collective priorities while building a shared understanding and of synergies and trade-offs among diverse sectors, jurisdictions and stakeholders.”¹⁸⁵

The most recent Australian model proposed for food system governance comes from Victoria, heavily informed by the crisis response during COVID restrictions. The Victorian Food Security and Food Systems Working group in their 2022 Consensus Statement¹⁸⁶ proposed the following governance mechanisms be adopted (see Table 19).

Governance Leverage Point	Summary
Right to Food Law	Create an enabling environment to transform the food system by legislating the right to food. This right can be embedded into all State and Local Government policies, budgeting processes and activities.
Food Systems Governance	Strengthen food systems governance capacity through establishing a whole-of government to oversee the implementation of the emerging Food Security Plan and investment plan
Food Systems Monitoring	Advance effective strategy implementation and policy design by establishing a comprehensive performance measurement and monitoring framework in the Tasmanian State of the Environment Report. ¹⁸⁷

¹⁸⁴ Ibid.

¹⁸⁵ https://www.unfoodsystemshub.org/docs/unfoodsystemslibraries/fss-community/chapter-2/policybrief_governanceunfss.pdf?sfvrsn=edae3afc_1#:~:text=Food%20Systems%20Governance%20is%20a,sectors%2C%20scales%2C%20and%20stakeholders.

¹⁸⁶ Victorian Food Security and Food Systems Working Group. Towards a Healthy, Regenerative, and Equitable Food System in Victoria: A Consensus Statement. Melbourne 2022 <https://ipan.deakin.edu.au/2022/06/consensus-statement-towards-a-healthy-regenerative-and-equitable-food-system-in-victoria/>.

¹⁸⁷ Note soil and diversity indicators are rated as poor and under pressure from some agricultural activities. Soil diversity and condition is critical to ecological function. The health of native plants and animals, the ability of soils to store carbon and to provide food and resources.

https://www.planning.tas.gov.au/__data/assets/pdf_file/0008/782603/SOE-Report-2024-Vol.1_27-September-2024.pdf

Governance Leverage Point	Summary
Community Food Systems Strategies and Planning	Require, empower, and resource local governments to lead participatory development of community food systems/food security plans. This could be delivered through an amendment to the Public Health Act ¹⁸⁸ and is supported by Land Use Planning and Approvals Act which includes community health and wellbeing as an objective. ¹⁸⁹

Table 19. Governance mechanisms

One of the governance anomalies in Tasmania is the current absence of a funded governance mechanism for food security and nutrition. Coalitions exist for [Tasmanian Active Living Coalition](#), [Tobacco Control Advisory Group](#) and [Breastfeeding Coalition of Tasmania](#), for example. While *Food Secure Tasmania* emerged from short term need to respond to the PESRAC Inquiry and has been impactful, it is unfunded and will likely need to broaden its membership and then redefine its role to support the new Strategy. **Establishing a mechanism for state and food system wide governance group for the new Strategy is the opportunity to reset how government decisions are informed and monitored for accountability.**

4.7 Leverage points and actions across the dimensions of food security

In this section, evidence based potential actions and case studies are summarised under each of the dimensions of food security. These illustrate potential cornerstones of a new Strategy – to develop, invest in and evaluate as part of a statewide approach. Several action examples within each dimension are further discussed.

4.7.1 Access dimension (see Table 20) The approaches in red are considered by the author as most feasible and /or would complement existing investments and fill gaps.

Food access ensures physical and economic access	Physical access – which addresses geographic, mobility and transport related barriers; Economic access – addressing affordability	Level of action
	Improving EFR	
	Social supermarkets in communities, meals and shop like programs that support access to affordable food and also ensure choice, dignity, and inclusion ^{190 191}	Place based
	Mobile fresh food markets or vans ¹⁹²	Place based
	Adequate public transport to travel to shops and/or delivery services ¹⁹³	Legislation
	Guidelines for food assistance/ emergency relief as part of disaster management ¹⁹⁴	Policy
	Coordinated and collaborative approaches to food relief ¹⁹⁵	Policy Place based

¹⁸⁸ <https://www.legislation.tas.gov.au/view/html/inforce/current/act-1997-086>

¹⁸⁹ <https://www.legislation.tas.gov.au/view/whole/html/inforce/current/act-1993-070>

¹⁹⁰ Milan Urban Food Policy Act. Social and Economic Equity actions. 2015 [cited 2023 6 April]; Available from: <https://www.milanurbanfoodpolicypact.org/the-milan-pact/#>.

¹⁹¹ Pettman T. Social supermarkets: A scoping review. Adelaide: Flinders University 2019.

¹⁹² Best AL, Johnson JL. Alternate Food Markets, NGOs, and Health Policy: Improving Food Access and Food Security, Trust Bonds, and Social Network Ties. *World Medical & Health Policy*. 2016; 8:157-78.

¹⁹³ Brochier A, Garg A, Peltz A. Clinical and public policy interventions to address food insecurity among children. *Current Opinion in Pediatrics*. 2022; 34:2-7.

¹⁹⁴ Pollard CM, Landrigan TJ, Gray JM, McDonald L, Creed H, Booth S. Using the Food Stress Index for Emergency Food Assistance: An Australian Case Series Analysis during the COVID-19 Pandemic and Natural Disasters. *Int J Environ Res Public Health*. 2021; 18.

¹⁹⁵ <https://ipan.deakin.edu.au/2022/06/consensus-statement-towards-a-healthy-regenerative-and-equitable-food-system-in-victoria/>

	Protection of fruit and vegetables from GST ¹⁹⁶	Legislation
	Price discounts for healthier food in remote locations ¹⁹⁷	Legislation/Policy
	Improve dignified access to fresh and healthy emergency food ¹⁹⁸	Policy Place based

Table 20. Food Access Dimension

Example: Improving Emergency Food Relief (EFR)

To manage long term health risks to food insecure community members, introducing guidelines for government funded EFR would be consistent with other jurisdictions in Australia. South Australia has a set of guidelines for EFR providers. **Embedding a simplified version of the nutrition guidelines in funding and grant conditions that is easily monitored and needs to be reported against would be an excellent outcome and likely assist EFR providers in their requests to donors.**

South Australia has a range of evidence-based tools including Nutrition Guidelines and a Nutrition Guidelines Progress Checker for monitoring. Please see Appendices 7 and 8.

Other ways EFR can create value is to use their financial resources to procure from local producers and processors and hence creating an economic benefit through their spending. This is particularly important and part of considering the impacts decisions may have positively or negatively on the food system. Reliance on donations is not sustainable and somewhat risky. Particularly in the context of programs like the Commonwealth funded End Food Waste Australia which are increasingly looking for commercial opportunities to capture and process and/or find markets for second grade produce that may usually be donated.

Recommended Key Focus Area - Community level solutions – well-meaning but often unmeasured investments - have focussed on individual food literacy/skill building. Future investments need to consider the other dimensions of food security in combination or through co-location. To address the biggest determinant of food insecurity affordable food must be available where people go about their daily lives – in their communities or on the way to locations they travel to regularly, for example on their way to work or school, for example. It has to be easy to access affordable food. When looking at the suite of program interventions for the community level – a sweet spot is created when skill building is combined with an opportunity that improves food affordability. Research has shown that skill building on its own produces good short-term results which are harder to sustain in the longer-term.¹⁹⁹ Low food affordability often prevents the behaviours from being sustained.

Example: Social Supermarkets

Social Supermarkets is a partnership model used widely in South Australia and Western Australia and for many years in the UK – it is described as *part discount grocer, part social service agency*. This could be an exciting and impactful innovation for Tasmania. A ‘social supermarket’ is a community hub that provides an alternative way for people to access affordable food, as well as social support, services, and opportunities for connection. It is a community food resilience model. A key component is features such as no interest loans, financial counselling, work experience, volunteering opportunities, low-cost cafés and cooking programs provide crucial assistance, as well as an opportunities for social connection and ‘giving back.’ At social supermarkets people benefit from a more dignified service, including:

1. Increased choice
2. Retail layouts for informal social connection, and

¹⁹⁶ <https://pmc.ncbi.nlm.nih.gov/articles/PMC5308803/>

¹⁹⁷ Yii V, Palermo C, Kleve S. Population-based interventions addressing food insecurity in Australia: A systematic scoping review. *Nutr Diet*. 2020; 77:6-18.

¹⁹⁸ Bazerghi C, McKay FH, Dunn M. The Role of Food Banks in Addressing Food Insecurity: A Systematic Review. *Journal of community health*. 2016; 41:732-40.

¹⁹⁹ <https://onlinelibrary.wiley.com/doi/10.1111/jhn.13264>

3. The empowering act of paying.

These factors help to build ‘social capital’ and promote ways out of poverty and social exclusion.²⁰⁰

Over the medium term the model allows emergency relief providers to transition their service to a model which generates a modest income stream while also connecting their customers with services that can support them. The transition is complete when the following best practice elements are present: (please refer to Social Supermarket best practice rubric for the transition process²⁰¹)

- Users can choose from a diverse variety of food and grocery items provided in ways that enable choice and meet needs (see Photos below)
- The retail *choice* is paid for, with no or minimal ‘handouts.
- Food is in-date, presented and provided in a retail-like environment that is welcoming and friendly.
- Food available meets Nutrition Guidelines: 70% green, 20% amber, 10% red category (See Appendix 2)
- Ongoing co-financing arrangements, or a combination of stable and ad hoc funding, no need for grants or fundraising for core operations.
- Sufficient trained paid staff to provide leadership and efficiently manage all operations of the agency, volunteers, staff, and other resources.
- Combination of targeted strategies and geographic location to reach unemployed, underemployed, retirees with low pension, people on disability pension, low-income earners, etc.
- Strategic approach to activities ensures a mix of activities to meet the needs of customers and volunteers. Several activities are offered routinely together with dedicated space (rooms, café) available for informal socialisation
- Several support services are offered regularly, with follow up. Opportunities to access tailored support services or personal development programs are available to every customer.
- Ongoing food/grocery supply confirmed through established links with multiple diverse sources of suppliers and/or redistributors (this could be a potential role of the Loaves and Community Wholesaler model – see Section 3).

You can read the *how to start* guide [here](#). **This model has been deeply researched and tested and is a recommended approach for Tasmania to explore. The skills and mindset (from giving away to paying for food) of the leadership for transitioning will be critical to model success. The importance of the mindset shift cannot be understated and would need to be supported. Successful implementation could come in collaborations between community organisation and service providers and establishing the social supermarket in a new location where no expectation of ‘free food’ exists. It is a reset for both customers and the supermarket leadership/management. The emerging LFT social wholesaler could be a supplier to smooth procurement challenges.**

²⁰⁰ <https://www.csi.edu.au/news/what-is-a-social-supermarket-and-how-do-they-tackle-food-insecurity/>

²⁰¹ <https://www.csi.edu.au/research/part-discount-grocer-part-social-connection-defining-elements-of-social-supermarkets/>



Photos 2 from social supermarkets in South Australia. Source Centre for Social Impact

4.72 Food Availability Dimension (see Table 21) – the action highlighted in red are considered the most feasible and would complement existing investments and/or fill gaps

Food Availability – ensures sufficient quantities of nutritious food is available across the supply chain and where people buy, grow, and consume	Action	Level of Action
	Affordable markets	Place based
	Local food growing and sharing networks and grassroots activities ²⁰²	Place based
	Strengthen local and regional food systems by creating a Local Food Investment Fund to grow capacity, improve coordination and drive efficiencies in local food infrastructure ²⁰³	Regional
	Provision of free school meals ²⁰⁴	Policy
	Health, sustainable and regional procurement approaches in institutions ²⁰⁵	Policy
	Retail settings increase nutritious food quality, variety, availability, and promotion ²⁰⁶	Policy
	Audit local food environments to determine availability, price, and quality of nutritious food. ²⁰⁷	Legislation/Policy

Table 21. Food availability dimension

Example: The Community Grocer - Pop-up fruit and veg community affordable market

The Community Grocer (TCG) has been working in communities across Melbourne and the outskirts of Melbourne for 10 years and has been proven to improve community and household level food security²⁰⁸ TCG

²⁰² Sonnino R, Hanmer O. Beyond food provision: Understanding community growing in the context of food poverty. *Geoforum*. 2016; 74:213-21.

²⁰³ Bowden M. Understanding food insecurity in Australia: Child Family Community Australia; 2020.

²⁰⁴ Cohen JFW, Hecht AA, McLoughlin GM, Turner L, Schwartz MB. Universal School Meals and Associations with Student Participation, Attendance, Academic Performance, Diet Quality, Food Security, and Body Mass Index: A Systematic Review. *Nutrients*. 2021; 13.

²⁰⁵ Milan Urban Food Policy Pact. Social and Economic Equity actions. 2015 [cited 2023 6 April]; Available from: <https://www.milanurbanfoodpolicypact.org/the-milan-pact/#>.

²⁰⁶ Whelan J, Millar L, Bell C, Russell C, Grainger F, Allender S, et al. You Can't Find Healthy Food in the Bush: Poor Accessibility, Availability and Adequacy of Food in Rural Australia. *Int J Environ Res Public Health*. 2018; 15.

²⁰⁷ Ibid.

²⁰⁸ Declaration – the author was a past co-president of the organisations Board.

social enterprise creates pop up markets (see photo 4 below) in neighbourhoods where there are increased populations of people at risk of food insecurity, often near social housing. They purchase their fruit and vegetables via a wholesaler and direct from small scale regenerative farmers. The food is heavily discounted and benchmarked against supermarkets within a 1 klm radius. The market space is *activated* through partnerships with other community service providers and local makers/ microbusinesses. It is a welcoming and inclusive space that has a paid market manager and volunteers set up and run the market. Their Grocer Gift program means community agencies can redirect their normal EFR spend to vouchers to be spent at the market. The vouchers can be used to shop in a dignified way at the market (Grocer Gift vouchers accounts for 11% of shoppers). The model is independently evaluated by Monash University students each year. The most recent evaluation found :

- 3 in 4 shoppers buy and eat more fruit and vegetables because they shop at the TCG and 81% attend the market weekly.
- The prices are up to 50% more affordable than local supermarkets
- 98% of shoppers feel more connected to their community through the market.
- 80% of shoppers are people on low incomes or Centrelink dependant (at high risk of food insecurity) although all community members are welcome to shop at the market.²⁰⁹

TCG has a feasibility tool used to assess a community and location for their model, available on request. This could be used to assess the suitability of the approach for communities where there is an increased risk of food security due to poor food affordability or availability. Three of their four markets are financially sustainable, covering their weekly costs including wages. Modest ongoing operational funding for the organisation is required. TCG are expanding into a new peri-urban location in January 2025. **This model was commended in the Victorian Food Security Inquiry. If found to be feasible in community locations matched with strong community engagement, the TCG model should be funded in Tasmania due to its highly desirable impacts that reduce food insecurity.**



Photo 4 The Community Grocer Pop Up Market Kensington Melbourne (Source TCG)

4.73 Food utilisation dimension (see Table 22) – the action highlighted in red is regarded as most feasible and ideally would be delivered in communities where there are efforts to improve healthy food affordability

Food utilisation – sufficient skills and settings	Action	Level of Action
	Food education in curriculum, capacity building and community development formats ²¹⁰	Policy, place-based

²⁰⁹ <https://www.thecommunitygrocer.com.au/impact>
²¹⁰ Pettman T. A community food education model for South Australia: A research briefing paper.

	Food system education and skill development – food and nutrition, literacy, employment, training, and leadership ²¹¹	Policy
	Tailored nutrition education for people receiving government assistance (SNAP combines education with vouchers to improve affordability) ²¹² and or in education settings with low-cost food ^{213 214}	Policy, place based

Table 22. Food utilisation dimension

See the Better Together Program, in Section 2.3 as an example of a food literacy program.

4.74 Sustainability dimension (see Table 23) – the action highlighted in read is considered most feasible as it aligns with current and emerging investments including through the social wholesaler, public procurement (including school meals and the goals of the hospitality sector see Section 3)

Sustainability – enhance ecological and social bases of food systems for the future	Action	Action Level
	Diversity is supported in the food system (consider location, scale of production, length of supply chain, community, and commercial production)²¹⁵	Policy Legislation
	Support the transition to regenerative farming practices to enhance ecological function and build resilience by proactive resourcing and supporting solutions. ²¹⁶	Policy Legislation
	The creation of sustainable urban food systems and urban agriculture ²¹⁷	Policy

Table 23. Sustainability dimension

The CSIRO *Reshaping Australian Food Systems*²¹⁸ developed in 2023 has five systems actions. The report partly funded by the Government of Tasmania consulted with over 50 experts across Australia.

Adelaide: Flinders University 2022. <https://fac.flinders.edu.au/items/00ea387d-0825-4633-8ec0-9ffcdc3e5020>

²¹¹ Milan Urban Food Policy Pact. Social and Economic Equity actions. 2015 [cited 2023 6 April]; Available from: <https://www.milanurbanfoodpolicypact.org/the-milan-pact/#>.

²¹² <https://www.cbpp.org/research/food-assistance/the-supplemental-nutrition-assistance-program-snap>

²¹³ Ziso D, Chun OK, Puglisi MJ. Increasing Access to Healthy Foods through Improving Food Environment: A Review of Mixed Methods Intervention Studies with Residents of Low-Income Communities. *Nutrients*. 2022

²¹⁴ West EG, Lindberg R, Ball K, McNaughton SA. The role of a food literacy intervention in promoting food security and food literacy—OzHarvest's NEST Program. *Nutrients*. 2020; 12:2197.

²¹⁵ Carey RL, K. Clarke, J. Good food for all. Resetting our food system for health, equity, sustainability and resilience. Melbourne: University of Melbourne: Foodprint Melbourne 2020.

²¹⁶ Victorian Food Security and Food Systems Working Group. Towards a Healthy, Regenerative, and Equitable Food System in Victoria: A Consensus Statement. Melbourne 2022 <https://ipan.deakin.edu.au/2022/06/consensus-statement-towards-a-healthy-regenerative-and-equitable-food-system-in-victoria/>.

²¹⁷ Audate PP, Fernandez MA, Cloutier G, Lebel A. Scoping review of the impacts of urban agriculture on the determinants of health. *BMC Public Health*. 2019; 19:672.

²¹⁸ https://www.csiro.au/-/media/Science-Connect/Futures/Food-Systems/23-00256_FUT_REPORT_FoodSystemsRoadmap_WEB_230609.pdf



1. Enabling equitable access to healthy and sustainable diets



2. Minimising waste and improving circularity



3. Facilitating Australia's transition to net zero emissions



4. Aligning resilience with socioeconomic and environmental sustainability



5. Increasing value and productivity

System action area 1 could be achieved by:

- Integrating equity and sustainability principles into the Australian Dietary Guidelines.
- Securing access to healthy and safe food for Aboriginal and Torres Strait Islander communities.
- Supporting localised food systems and innovative business models.
- Leveraging institutional procurement to prioritise healthy and sustainable diets.
- Government and business collaboration to reshape commercial food environments.
- Educating and empowering consumers to eat healthier.

4.75 Agency Dimension (see Table 24)

Agency support individuals/groups to exercise their voice and make decisions about their food and participate in the food system	Actions	Action Level
	Kitchen incubator social enterprises that support food entrepreneurs (at increased risk of food insecurity) to grow and formalise food businesses ²¹⁹	Policy Place based
	Food Policy Groups organising community and regional based responses to multiple food system issues ^{220 221}	Policy
	Participatory approaches to policy, programming and research with community members and/or stakeholder organisations to support food security ^{222 223}	Policy Legislation
	Consumers of community food programs and/or EFR guiding service provision standards. ²²⁴	Place based Policy

Table 24. Agency dimension

²¹⁹ Elkharaouf O, Cox K, Schlosberg D, Mann A, Perroni E. In the land of the “fair go”: global food policy lessons beyond the charity model. *Local Environment*. 2021; 26:1192-204-204.

²²⁰ Boden S, Hoover BM. Food Policy Councils in the Mid-Atlantic: Working Toward Justice. *Journal of Agriculture, Food Systems, and Community Development*. 2018; 8:39-52.

²²¹ Palmer A, Atoloye A, Bassarab K, Calancie L, Santo R, Cooksey Stowers K. COVID-19 responses: Food policy councils are “stepping in, stepping up, and stepping back”. *Journal of Agriculture, Food Systems, and Community Development*. 2020; 10:223-6.

²²² Tuckett AG, Rowbotham S, Hetherington S, Goddard J, King AC. Using citizen science to empower older adults to improve a food security initiative in Australia. *Health Promotion International*. 2021; 37.

²²³ Ferguson M, Tonkin E, Brimblecombe J, Lee A, Fredericks B, Cullerton K, et al. Communities Setting the Direction for Their Right to Nutritious, Affordable Food: Co-Design of the Remote Food Security Project in Australian Indigenous Communities. *Int J Environ Res Public Health*. 2023; 20.

²²⁴ Food Relief Framework Working Group. WA Food Relief Framework Report. Perth: WACOSS; 2019; Available from: <https://wacoss.org.au/wp-content/uploads/2019/10/Food-Relief-Framework-report-sml.pdf>.

The prior lack of action across the agency dimension of food security makes all of these actions recommended to fill the policy gap. They are investments in governance infrastructure, ways of working, principles and community capacity building that all contribute to food system resilience and food security.

Example: Food Lab Sydney

FoodLab Sydney is a not-for-profit kitchen incubator that supports food entrepreneurs from high-barrier backgrounds to grow and formalise their food businesses. They provide affordable kitchen space for hire (see Photo 5), technical assistance, mentoring and sales opportunities through catering. The program teaches participants how to operate a commercial food business including navigating legal regulations, tax law and food safety standards, to developing the art of menu planning, pricing, and customer service. Participants gain the skills and confidence to launch, manage, and grow their own food business creating incomes and pathways away from food insecurity. The course is designed for owners running catering, food trucks, cafes, restaurants, market stalls, or product-based food businesses at an early stage who want to commercialise their offering.



Photo 5 – The new FoodLab Sydney Kitchen (Source: FoodLab Sydney)²²⁵

Research in 2024²²⁶ found there are an abundance of underutilised kitchens owned by sporting clubs and local governments in Tasmania in which to deliver this type of model. The new FermentTasmania site could also be utilised for this purpose.

Example: Food Policy Groups (FPG)

The following examples of collective planning and action demonstrate how in Tasmania governance at a local level could be implemented and fill this action gap. Increasingly we are seeing regions embrace FPGs in Australia after a long and fruitful history in the US, UK and Canada.²²⁷ They have emerged in high-income countries in response to issues including a lack of resiliency, resulting in fluctuations in food availability and price issues, issues which are exacerbated during crises, challenges associated with climate change, such as natural resource degradation, and inequitable food access, whereby a greater density of energy-dense, nutrient-poor foods exists in lower socio-economic areas.²²⁸ FPGs are an effective mechanism to facilitate food system solutions. FPGs are made up from diverse range of cross sector organisations also known as food policy councils, coalitions, collaboratives, networks, partnerships, boards, or steering committees. FPGs have proliferated and are engaging multi-sectorial stakeholders from government, agriculture (i.e. food producers), social services, economic development, public health, hunger relief organisations and advocacy groups in identifying issues and facilitating effective solutions across the food system. FPGs can operate at varying levels including municipal/local government, state, rural or First Nations levels.

There are several examples of success in Australia and research with the *Wheatbelt Food Action Group* in WA, is being undertaken by Edith Cowan University. Listen to an interview with the lead researcher for the *Wheatbelt Food Action Group* [here](#) (see Diagram 17 below). **The exploratory mindset and across food system participation of FPGs make it an ideal model for regional and state level planning, projects and programs.**

²²⁵ <https://www.foodlabsydney.org.au/our-impact>

²²⁶ The Author conducted research.

²²⁷ Godrich S, Doe J, Goodwin S, Alston L and Kent K 2024 A scoping review of the impact of Food Policy Groups on local food systems in high-income countries. <https://pubmed.ncbi.nlm.nih.gov/37668051/>

²²⁸ Ibid.

Visions of a **FOOD SECURE** WHEATBELT region

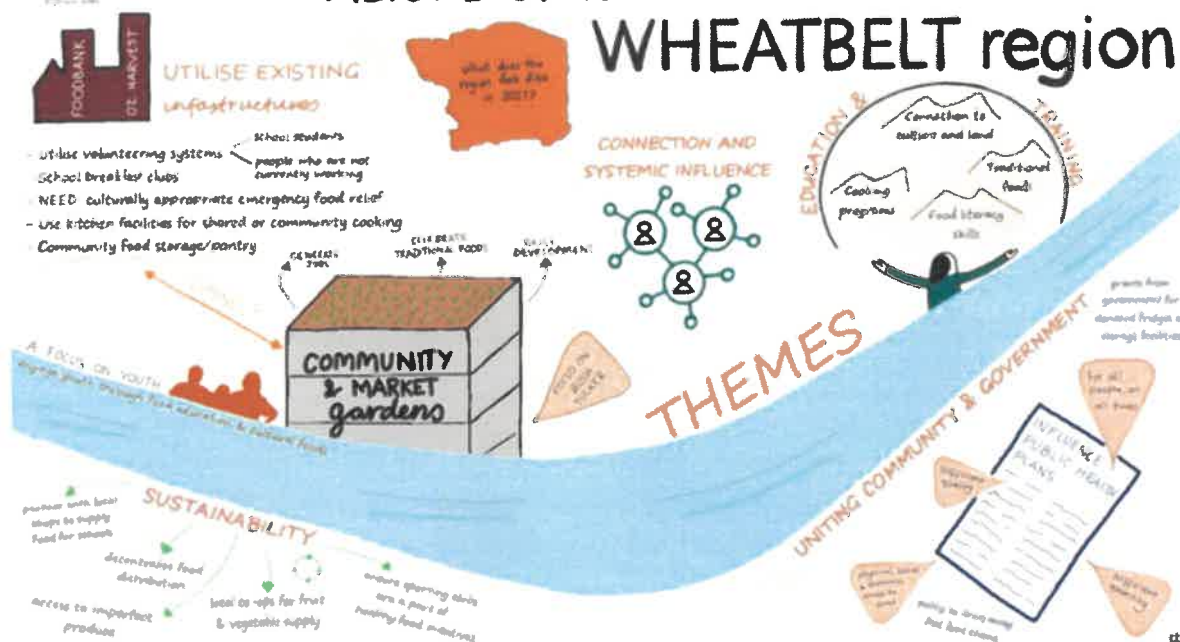
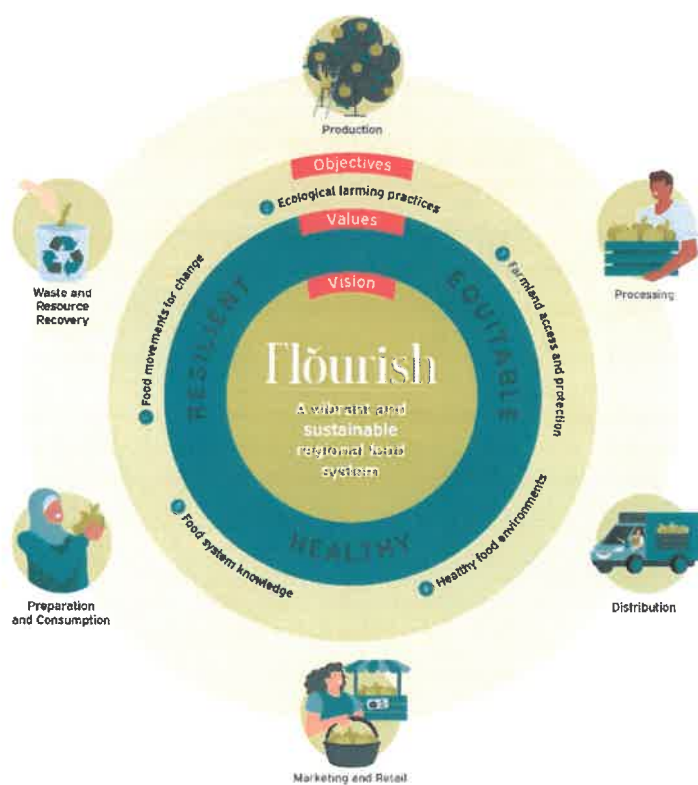


Diagram 17 – the Wheatbelt Food Action Group vision for a food secure region.

Example : The Healthy Loddon Campaspe - the Flourish Framework – a participatory approach



Flourish was developed to provide a strategic framework to guide and influence the decisions and activities of our food system actors, including the six local governments in the Loddon Campaspe region, food system workers, residents and other stakeholders, to promote health, equity, and resilience for all.

Diagram 18 : The Flourish Framework including vision, values, and objectives.

Flourish was developed through a collaborative process led by a food systems facilitator and a group of regional stakeholders.²²⁹ The first phase was a range of activities to understand the local food system including an in-depth assessment based on international standards, a review of policy documents, and a survey of residents' experiences. This groundwork laid the foundation for a series of co-design workshops, where participants from across the region, including the six local governments, came together to identify key challenges and envision a future where these issues are addressed. The insights gained from these workshops were used to create the initial draft of Flourish, which has been further refined through two rounds of stakeholder feedback²³⁰ to develop the final framework (see Diagram 18).

²²⁹ https://www.healthyloddoncampaspe.au/sites/default/files/2024-06/Flourish%20Regional%20Food%20System%20Framework_digital_0.pdf

²³⁰ <https://www.healthyloddoncampaspe.au/news/flourish-framework-launched-create-vibrant-sustainable-regional-food-system>

4.76 Stability dimension (see Table 25)

The stability dimension of food security requires action by the Commonwealth and/or State Government. The actions highlighted in red can be partly or fully controlled by the State Government.

Stability – tackle social and economic root causes and protect households in times of crisis	Action	Action Level
	Adequate income support enables households to maintain a reasonable standard of living which ensures financial access to food	
	Improve employment standards for people working in the food and agricultural sector ²³¹	Legislation
	Income support for families with children reduces the risk of food insecurity ²³² – this could include discounts for low-income households for transport, utilities, registration etc	Legislation Policy
	Experiences of racial and other forms of discrimination are associated with higher rates of food insecurity ²³³	Legislation Policy
	Policies that increase the minimum wage and create jobs help alleviate household food insecurity ²³⁴	Legislation
	Housing/mortgage policies can be set up to be protective of food insecurity during crisis ²³⁵	Legislation

Table 25. Stability dimension

Example: Income support payment increases over the pandemic improved food security status

As mentioned in Section 3 the pandemic payment adjustments has presented us with the strongest evidence that income support can have a significant impact on food security.

Pre-pandemic, 2016 analysis²³⁶ shows that income-support recipients are commonly at increased risk of food insecurity:

- Individuals in receipt of Newstart allowance (11%), Austudy/Abstudy (14%), the Disability Support Pension (12%), the Carer Payment (11%) and the Parenting Payment (9%) were at significantly higher risk of food insecurity compared to those in receipt of the Age Pension (<1%) or no payment at all (1.3%).

²³¹ Milan Urban Food Policy Pact. Social and Economic Equity actions. 2015 [cited 2023 6 April]; Available from: <https://www.milanurbanfoodpolicypact.org/the-milan-pact/#>.

²³² Booth S, Deen C, Thompson K, Kleve S, Chan E, McCarthy L, et al. Conceptualisation, experiences and suggestions for improvement of food security amongst Aboriginal and Torres Strait Islander parents and carers in remote Australian communities. *Social science & medicine* (1982). 2023; 320:115726.

²³³ Brochier A, Garg A, Peltz A. Clinical and public policy interventions to address food insecurity among children. *Current Opinion in Pediatrics*. 2022; 34:2-7.

²³⁴ Men F, Urquia ML, Tarasuk V. The role of provincial social policies and economic environments in shaping food insecurity among Canadian families with children. *Prev Med*. 2021; 148:106558.

²³⁵ McIntyre L, Wu X, Kwok C, Emery JCH. A natural experimental study of the protective effect of home ownership on household food insecurity in Canada before and after a recession (2008-2009). *Can J Public Health*. 2017; 108:e135-e44

²³⁶ Temple JB, Booth S, Pollard CM. Social Assistance Payments and Food Insecurity in Australia: Evidence from the Household Expenditure Survey. *Int J Environ Res Public Health*. 2019;16(3)

As part of the Pandemic response income support payments doubled for 6 months and then declined. The ACOSS survey²³⁷ of people receiving the 2020-21 Coronavirus Supplement found:

- 83% reported that they were eating better
- 75% reported that they were now able to catch-up on bills
- 59% were now able to save up for major household items like fridges and freezers

Analysis of Queensland charities²³⁸ shows compared to pre-pandemic trends; the most generous Coronavirus Supplement period caused 47% reduction in emergency relief assistance at Salvation Army and St Vincent de Paul.

Income and its consequences for affordability remains the most pressing determinant of food security. Advocacy by the State Government to the Commonwealth to lift rates to liveable levels should be considered.

4.8 Reflections : Final recommendations and priorities.

The following are recommended approaches and models that should be explored in the short to medium term. The recommendations are based on the expertise of the report author, strength of evidence for their success elsewhere, adaptability for Tasmania, the gaps in addressing key food security dimensions, the Tasmanian stakeholder goals, policy ecosystem and to support data driven decision making.

- Test and resource innovative approaches that improve food affordability and access to Tasmanian produced seasonal nutritious food and low-cost meals. Ensure approaches are combined with opportunities to build food preparation skills to improve the chances of success, support the transition to models that generate some income, create social connection and preserve community member dignity. Approaches should create shared benefits for farmers, social enterprises, business and community.
- Support regional and/or local groups/alliances to map local food environment and food security data across the food security dimensions and work together on collaborative place-based solutions with industry, local government, organisations, institutions and community. Community voices are critical to create agency in decision making and 'ground-truth' solutions.
- Facilitate across government action with Ministries that have touch points with the food system to improve coordination and food system resilience building. Actions should include capacity building and collaborative planning. The role of DPAC is through coordination.
- Resource and support projects that have a scaled-up food systems impact and create shared benefits, such as Tasmanian food procurement (social wholesaler, social supermarkets, government institutions/programs and hospitality) to build food system resilience.
- Embed mandatory nutrition and service standards into EFR including during emergency responses to ensure the food provided does not add to the burden of disease frequently experienced by food insecure Tasmanians. Provide guidelines and/or capacity building to ensure the service is destigmatised.
- Encourage collaboration, streamlining and resource sharing to increase EFR availability – for example develop a pathway for Commonwealth Government funded agencies/community service providers to contribute to the cost of food distribution in Tasmania.
- Resource the completion of agency population of the FindHelp portal and promote this resource to service providers and community.

²³⁷ https://www.acoss.org.au/wp-content/uploads/2020/08/Australian-Community-Sector-Covid-19_impact-increased-income-support.pdf

²³⁸ Ablaza C, Perales F, Parsell C, et al. Increases in income-support payments reduce the demand for charity: A difference-in-difference analysis of charitable-assistance data from Australia over the COVID-19 pandemic. *PLOS ONE*. 2023;18(7):e0287533

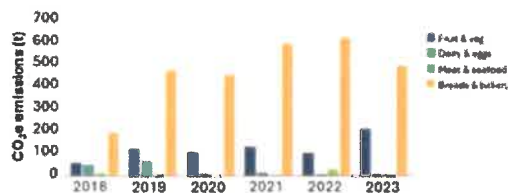
- Establishing the cross-government and cross- sectoral coordination plus *soft infrastructure* for planning and collaboration are critical during the life of the next Strategy. This will build solid foundations for longer term action to build food systems resilience and community food security.
- Regularly measure and monitor rates of food insecurity in Tasmania.

Emission reduction through LFT food collections 2018-2023

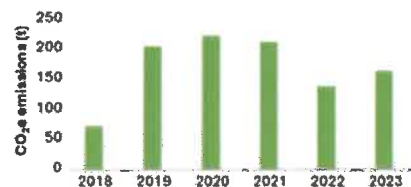
Loaves and Fishes Tasmania (LFT) divert surplus food from landfill and deliver meals and food packages across Tasmania

~3,552t

of food surplus was rescued from farms and retail stores by LFT across Tasmania between 2018 and 2023



GHG lifecycle emissions calculated from rescued food collected by LFT from **retail pickups** only



GHG lifecycle emissions calculated from rescued food collected by LFT from **farm-pickups** only

~4,838t

of CO₂ was avoided using the ReFED (US)¹ calculation methods

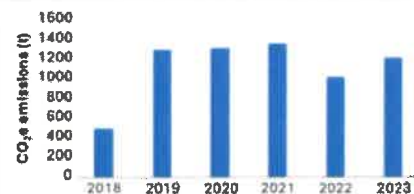
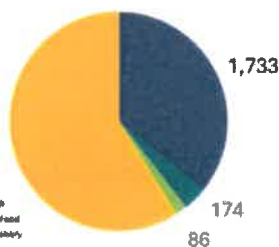
~6,606t

of CO₂ was avoided using the Australian Greenhouse Account Factors² method³

~4,000–6,000t
of CO₂ potentially avoided

GHG emissions (CO₂e tonnes) avoided by LFT operations organised by food category (2018–23)

2,845



Annual emissions avoided through LFT food rescue between 2018–23
if all food surplus went to landfill using the Australian Federal Government Greenhouse Accounts

1 tonne of CO₂ is equal to...
The emissions produced by driving 6,000km in a diesel car



Assuming approx. 6000t of GHG was avoided by LFT between 2018 and 2023. Given the average Australian drives 12,000km/year, this equates to the emissions produced by 3000 cars/year.



Food waste is a major problem in Australia. It has significant environmental and economic impacts.



Disclaimer

This project was undertaken as part of an undergraduate work placement. The tools used have several limitations and assumptions had to be made to produce these results. Therefore, these findings are estimates only given these limitations.

References

¹ ReFED Impact Calculator (USA): available from ReFED.org
² Australian Greenhouse Account Factors: Australian National Greenhouse Accounts Factors Workbook 2023: Australian Government Department of Climate Change, Energy, the Environment, and Water

CHALLENGES AFFECTING THE SIX DIMENSIONS OF FOOD SECURITY

AVAILABILITY

- Yield gaps
- Declining public sector investment in agriculture
- Lack of research/training in support of low external input agriculture
- Lack of resource rights and support for women farmers
- Inefficiencies in production, post-harvest handling and transport
- Weak incentives at producer level
- Degradation of environment, natural resources and biodiversity
- Climate change affecting productivity
- Food losses and waste
- Labour constraints in farming systems
- Weak storage infrastructure

ACCESS

- Lack of affordability of healthy food
- Food import dependence
- Poverty and precarious livelihoods
- Income inequality
- Uneven quality of food environments
- Gender, class, age and intra-household differences in access
- Weak infrastructure for distribution and access to markets for small-scale producers
- Concentration in retail markets and increased distance between production and consumption

UTILIZATION

- Hidden hunger/micronutrient deficiencies
- Rising levels of obesity
- Poor dietary diversity
- Food safety challenges
- Unhealthy and unsustainable diets
- Changing dietary patterns with increased incomes and urbanization
- Lack of safe drinking water and sanitation
- Diseases that hinder nutrient absorption
- Unequal gender divisions of labour and limited time working women can devote to cooking and feeding
- Lack of access to reliable information on nutrition
- Uneven quality of food environments

STABILITY

- Conflict, migration and geopolitical tensions
- Seasonality of food availability
- Climate emergencies, natural and human-made disasters
- Economic crises, trade disruptions, volatile food prices
- Biotic stresses (diseases, insect pests, parasitic weeds)
- Food safety crises
- Changing food/feed/fuel/fiber demand
- Income variability throughout the year
- Heightened vulnerability of production systems to shocks

SUSTAINABILITY

- Climate change affecting future production
- Biodiversity loss damaging genetic diversity
- Degradation of natural resources
- Resource inefficiencies and pollution from overuse of agrochemicals
- Ecological and economic costs of unsustainable agriculture
- Unsustainable diets
- Precarious food systems livelihoods
- Declining youth interest in agriculture
- Population change and urbanization

AGENCY

- Disparities in wealth and income affecting choices
- Gender inequities constraining choices
- Uneven local and global power dynamics affecting individual and community decisions on food systems
- Corporate power shaping food supply chain dynamics
- Uneven trade rules that may disadvantage some farmers and consumers
- Uneven agency and knowledge in making informed decisions on own diets and food choices
- Weak and fragmented food systems governance
- Weak political institutions
- Failure of states to uphold the right to food
- Uneven land and resource distribution
- Uneven access to information and technology

²³⁹ HLPE. (2020). *Food security and nutrition: building a global narrative towards 2030*. A report by the High-Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.

Appendix 3 First Nations stakeholder list for Strategy consultation

Organisations and leaders for inclusion in consultations include, but are not limited to:

1. South East Tasmanian Aboriginal Corporation
2. Cape Barren Island Aboriginal Association
3. Karadi
4. Flinders Island Aboriginal Association
5. The Elders Council of Tasmania
6. Six Rivers
7. ORIC
8. Community leaders Rodney Dillon, Bec Digby
9. Aboriginal Health Service
10. Jodi Haines UTas researcher

Appendix 4 – List of Tasmanian food systems policies with links embedded.

Food Production

Agrivision 2050
Competitiveness of Tasmanian Agriculture for 2050 White Paper
Agriculture emissions reduction and resilience plan
Agritourism Tool Kit
Food and Agriculture Investment Opportunities
Rural Water Use Strategy
Drought Resilience
Biosecurity
Tasmanian Agrifood scorecard

Distribution and aggregation

[Transport emissions and reduction resilience plan](#)

Food Processing

Food Act
Food safety resources
Tasmanian Agrifood Scorecard

Markets and purchasing

Procurement - Treasurer's Instructions
Buy Local Policy
Small Business Growth Strategy 2026
Trade and International Relations Strategy
Department of Health Food and Beverage Tenders (link not available)

Marketing

2030 Visitor Economy Strategy
Tasmanian Mark
Major Events Sponsorship

Preparation and consumption

Healthy Tasmania Five Year Strategic Plan
Department of Health Food and Beverage Tenders
Tasmanian Hospitality Industry 2030 Plan
2030 Visitor Economy Strategy
Food safety for consumers and business
Premiers Health and Wellbeing Advisory Group
Tasmanian Relief and Recovery Policy
Food Relief to Resilience Strategy
Food Act
Tasmanian Child and Youth Wellbeing Framework

Waste and resource recovery

Tasmanian Waste and Resource Recovery Strategy 2023-2026
Organics and Food Waste

Appendix 5 Step Forward Grant recipients.

Step Forward Grants related to food security - Rounds 1 and 2 (2022-2024)

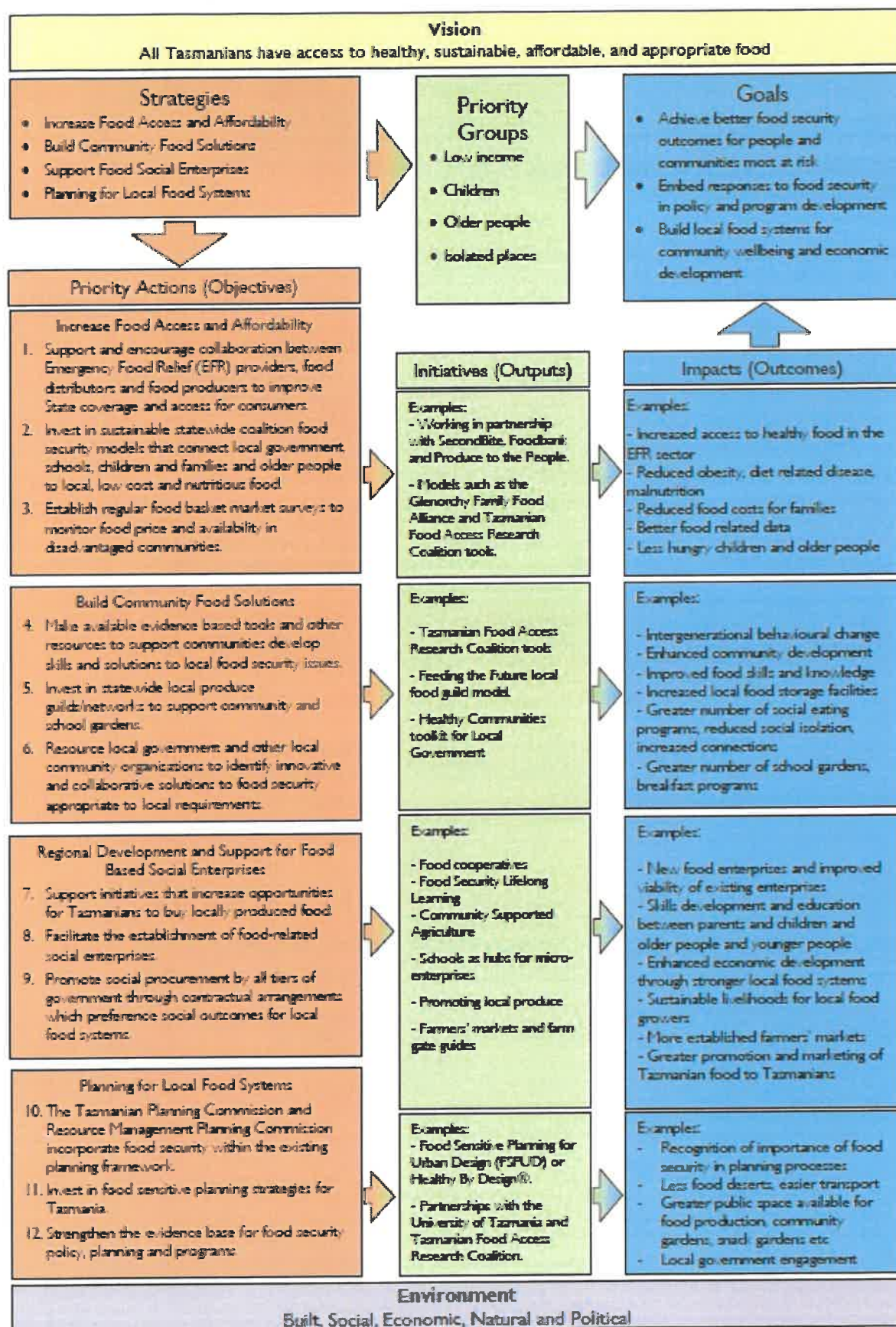
Organisation	Project name	Region	Budget	Project outline	Food security dimension
Australian Red Cross	Connected Women Tasmania recipe book	Statewide	\$5,000	To design, print and market a cookbook book alongside the Connected Women Program. Enhancing connectivity, ownership of a project, celebration of food, life and culture.	Utilisation, Agency
Council on the Ageing (TAS) Inc	Eat for life peer education	Statewide	\$4,500	To produce resources for distribution to participants in Eat for Life peer education sessions and provide refresher training to volunteer peer educators delivering the sessions.	Utilisation
Deloraine House Inc	Spuds for Sustainability	North	\$5,000	A social enterprise to grow food for our Neighbourhood houses. Resources to grow the first crop, to feed our community and grow subsequent crops.	Availability, Access, Agency
DIGNity	DIGNity Supported Community Gardening Sessions	South	\$4,860	To engage people at risk of isolation and poor health, and who may have barriers to participating in community gardens, in meaningful garden activities.	Agency
Dorset Community Association Inc	Community Produce Fridge	North	\$5,000	The funding will be used to purchase a large fridge to provide healthy, nutritious and locally sourced fruit and vegetables to the Dorset community.	Utilisation
Friends of Garden Island Creek Inc	Community wellness, cohesion and local food production.	South	\$5,000	To promote community cohesion and resilience. Reduce social isolation and mental ill health. Food growing and sharing as a community. Improve community food security.	Availability, Utilisation, Agency
Great Lake Community Centre	Great Lake Cooking Program	North	\$5,000	To promote healthy eating and social connection in the Great Lake area through monthly cooking workshops and eating lunch together.	Utilisation
Jordan River Service Inc	Beautify Our Community House and Garden	South	\$5,000	To promote connectivity and inclusion in a bright, safe, welcoming space for members of the	Utilisation

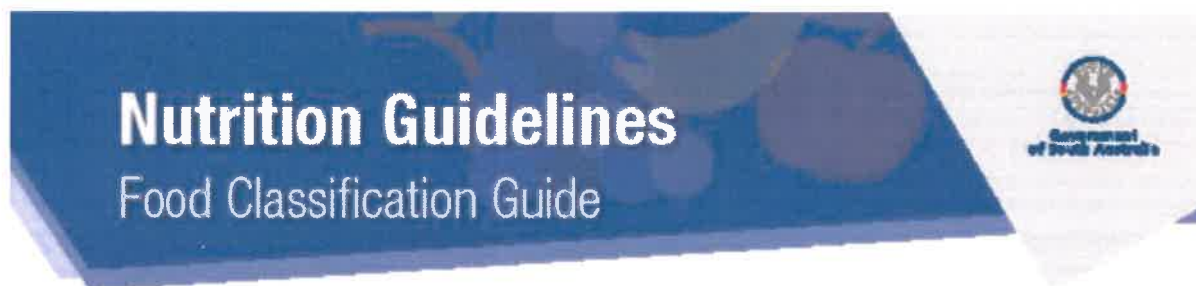
Organisation	Project name	Region	Budget	Project outline	Food security dimension
				community. To store outdoor equipment safely.	
Jordan River Service Inc	Independently Healthy	South	\$5,000	To teach basic cooking skills, nutrition and healthy/affordable eating to vulnerable young people leaving home or living independently through engaging and interactive cooking classes	Utilisation
Kingston Neighbourhood House	Community food garden networking and share group and how to cook and eat your garden	South	\$4,385	As a preventative self-care initiative, we aim to promote intergenerational home food gardens with a support group to swap and share seeds. produce and support AND enabling our community members to learn how to cook what they have grown and swapped in the garden group, creating a renewable, sustainable, healthy choices.	Utilisation, Availability
Live Well Tasmania	Live Well Community Farm: healthy food and green exercise	North West	\$4,990	At least four volunteers will help to grow produce on our Community Farm, then the produce will be distributed to low-income people.	Availability, Access
Okines Community House	Fridge and shelving for Community Food Project	South	\$3,500	To enable the community to access local farm and home grown produce at an affordable price while supporting local producers.	Access, Affordability
Community Garden Wynyard Inc.	Green House fit out	North West	\$3,000	To allow a greater variety of fresh produce to be grown inside our newly erected greenhouse.	Access
Cygnet Community Children's Centre Inc	Schoolhouse Vegetable Garden and Mini-Greenhouse	South	\$4,773	To teach the children who attend the Centre about growing food and to be able to propagate our own ongoing supply of vegetable seedlings.	Utilisation, Agency
Devonport Childcare Centres	Community Garden re-vamp	North West	\$5,000	Allowing more collaborating with the wider community to access our gardens and promote connections between children and families.	Utilisation
Dignity Supported Community Gardening Inc.	DIGNity Supported Community Gardening Sessions	South	\$4,860	To engage people at risk of isolation and poor health, and who may have	Utilisation

Organisation	Project name	Region	Budget	Project outline	Food security dimension
				barriers to participating in community gardens, in meaningful garden activities.	
Dunalley Tasman Neighbourhood House Inc	Tasman (Nubeena) Neighbourhood House Community Fridge	South	\$5,000	Promote healthy eating through cool storage of fresh produce for free collection or affordable purchase by users of Tasman Community House.	Access
Glenhaven Family Care Inc	Creating meals for home	North West	\$5,000	For individuals within our community to gain increased cooking skills and healthier food options through supported cooking groups.	Utilisation
Great Lake Community Centre Inc	Healthier lifestyle for a longer life	South	\$5,000	To teach the community how to dehydrate and preserve food when it is fresh and cheap, then to cook with it during the winter months.	Utilisation, Affordability
Kingston Neighbourhood House	How to Grow and Eat Your Garden	South	\$4,600	Enabling our community to learn how to grow, swap and use healthy foods at home in a supportive group.	Utilisation
Pathways Tasmania Limited	Health and Nutrition Training and Leadership Volunteering Loaves and Fishes	South	\$5,000	To fund a volunteer support coordinator to manage our rehab residents as they volunteer with Loaves and Fishes to learn healthy cooking skills and leadership.	Utilisation
Risdon Vale Neighbourhood Centre INC	Community Garden Supplies	South	\$5,000	To promote healthy eating in our community garden and get more people involved in helping grow fresh produce.	Utilisation
Rosebery Community House INC	Community Garden Work	North West	\$4,500	To assist in providing the local communities a place to learn about growing their own food in the West coast environment.	Utilisation
Taroona Neighbourhood Garden Inc	Building More Garden Beds	South	\$3,780	Promoting healthy eating in our community by building more beds for nine families on our waiting list. We currently have 52 family beds.	Utilisation
Tasmanian University Union	Food Resilience Program for University of Tasmania students	South	\$5,000	To contribute to components of the TUSA Food Resilience Program, aimed at improving food security for University of	Access

Organisation	Project name	Region	Budget	Project outline	Food security dimension
				Tasmania (UTAS) students.	
The David Stephen Neighbourhood Garden Inc	The David Stephen Neighbourhood Garden outdoor cooking equipment	South	\$2,600	To promote healthy eating in our community through on-site demonstration of how to prepare, cook and share food grown in our community garden.	Utilisation
Warrane Mornington Neighbourhood Centre	Centre and Garden Necessities	South	\$700	To provide community members with clear communication/resources through our programs and provide correct equipment to help expand our community garden and create activities for children.	Utilisation

Appendix 6 – Food For All Tasmanians Strategy framework.





The following table supports the *Nutrition Guidelines for the Food Relief Sector in South Australia*. It is designed to help food relief providers classify foods and drinks as GREEN, AMBER or RED.

GREEN FOODS Everyday foods and drinks recommended to provide At least 70% of total stock (volume)	AMBER FOODS Other foods available Up to 20% of total stock (volume)	RED FOODS Discretionary foods and drinks not recommended to provide 0 -10% of total stock (volume) Should not be provided in bulk or promoted
Everyday nutritious foods and drinks as described in the <i>Australian Guide to Healthy Eating</i> . Foods and drinks include those from the five food groups, healthy spreads and oils, and water.	These are mixed foods, ready-to-eat meals or items used for cooking and meal preparation. They have variable nutrient content.	These are foods or drinks of poor nutrition quality and are considered discretionary foods. They are high in saturated fat and/or added sugars and/or salt. They often displace more nutritious foods in the diet.
Vegetables and legumes/beans > all fresh, frozen (including baked oven chips) or plain canned vegetables (preferably no added salt) > 100% juice	Vegetable based foods > vegetable based dips	Vegetable based foods > hot potato chip products eg hot chips, hash browns
Grain (cereal) foods > include mostly wholegrain varieties of breakfast cereals, breads, couscous and pasta/noodles > also offer wholegrains or plain flakes such as wheat, oats, rice, barley, millet, spelt, quinoa, corn and plain air popped popcorn	Grain based foods > bread products with added garlic, cheese or bacon > instant noodle meals	Grain based foods > flavoured savoury biscuits > flavoured popcorn > sugary type breakfast cereals and those with added confectionary > iced buns, sweet biscuits, cakes, cake like muffins, puddings, sweet pastries, doughnuts
Lean meats and poultry, fish, eggs, tofu, nuts and seeds and legumes/beans > include nuts and seeds (preferably no added salt) and legumes/beans (dry or canned, eg baked beans, chickpeas, preferably no added salt) > fresh, frozen or canned meat, poultry and fish (preferably no added salt) eg chicken, turkey, beef, lamb, pork, kangaroo, tuna, salmon > eggs > legume and vegetable patties > tofu	Meat/meat substitute based foods > any crumbed meats, poultry, vegetarian options or fish > ham	Meat/meat substitute based foods > processed meats – salami, mettwurst, regular sausages, bacon, and frankfurts > savoury or sweet coated nut snack combinations

Milk, yoghurt, cheese and/or alternatives, preferably reduced fat

- > fresh, canned (preferably no added sugar), powdered or UHT milk
- > plain or fruit flavoured yoghurt
- > alternatives to dairy milk, cheese or yoghurt, eg soy or nut milks, should be calcium enriched
- > flavoured milk
- > plain custard

Fruit

- > all fresh, frozen, dried (no added sugar or confectionery) or canned (preferably in juice)
- > 100% juice
- > pureed fruit (preferably no added sugar)

Healthy spreads and oils

- > made from sunflower, safflower, corn, soybean, macadamia, peanut, almond, linseed, walnut, grapeseed, canola, rice bran or olive oil

Water

- > bottled, still or sparkling, including coconut water (no added sugar or intense sweeteners)

Miscellaneous healthy options

- > baked beans (preferably salt reduced)
- > lemon and lime juice, vinegar
- > fresh, dried or frozen herbs and spices (preferably no added salt varieties)
- > tomato paste (preferably no added salt)
- > prepared sandwiches, wraps, rolls, sushi or cold rolls made with GREEN ingredients
- > legume snacks (preferably low salt), eg roasted chickpeas

Milk based foods

- > dairy desserts
- > dairy based dips

Drinks

- > tea
- > coffee

Miscellaneous foods

- > ready to eat meals (frozen, chilled, shelf stable or canned) ie complete meals of all cuisines based on meat, poultry, fish, meat substitute, tofu, vegetables (these may require re-heating, and may include, or require adding, accompaniments such as potato, rice, noodles, pasta, eg chicken curry, spaghetti bolognese, Irish stew, dahl, Quorn lasagne)
- > chilled/frozen pizza, dim sims, dumplings
- > soups (chilled, canned, shelf stable, dry packet)
- > canned spaghetti
- > items used for cooking and meal preparation (eg pasta sauces, curry or meal bases, condiments, sauces, dressings, flour, sugar, honey, yeast spread, seasoning mixes, pesto, chutneys, pickles, mustards, artificial or natural sweeteners)

Milk based foods

- > ice cream or frozen yoghurt
- > cream
- > sweetened condensed milk
- > custard or yoghurt with added chocolate or confectionary

Fruit based foods

- > glace fruit
- > any fruit coated with chocolate or yoghurt type coating
- > fruit drinks

Spreads and oils

- > coconut oil, palm oil
- > animal fats eg lard, dripping, ghee and butter

Drinks

- > sugar sweetened drinks eg soft drink, cordial, fruit drink, energy and sports drinks, or coconut water
- > alcohol
- > artificially sweetened or naturally sweetened drinks
- > ice blocks or confections

Discretionary foods

- > potato and corn crisps, savoury snack foods, savoury pies and pasties
- > toppings and syrups, desserts, jelly
- > confectionary, lollies, chocolate, muesli bars

* The Australian Guide to Healthy Eating is part of the National Health and Medical Research Council's Australian Dietary Guidelines (2013), viewable at www.eatforhealth.gov.au



Nutrition Guidelines Progress Checker



INSTRUCTIONS: This tool will help your organisation measure their progress towards meeting the *Nutrition Guidelines for the Food Relief Sector in South Australia (Nutrition Guidelines)*. Make your way through Section 1 and 2, filling out the parts that apply to your organisation. Use in conjunction with the *Nutrition Guidelines*. Using the results from Section 1 and 2, set goals in Section 3 which focus on areas of the *Nutrition Guidelines* that your organisation can make improvements in. Use the Progress Checker every 6 months to track your progress.

Date _____

Name of organisation _____

Organisation representative _____



SECTION 1 – FOOD PROVISION

This section will help you establish what percentages of **GREEN**, **AMBER** and **RED** foods and drinks are available in your organisation and how this measures up to Guideline 1 of the *Nutrition Guidelines for the Food Relief Sector in South Australia*.

Tick which services you have below and fill out that section:

☐ 1A – Food Pantry (shopping style set up)

☐ 1B – Hamper or Food Parcel Packing Service

☐ 1C – Meal Provision Service



1A: FOOD PANTRY (shopping style set up)

If you have access to a monthly inventory report use Option 1. If you do not have access to a monthly inventory report use Option 2 (shelf scanning method – see Attachment 1 *Food and Drink Counting Guide* and Attachment 2 *Food Product Unit Tally*).

Option 1 – inventory available

Using the current months stock inventory report and coloured highlighters/pens categorise each food and drink line as either **GREEN**, **AMBER** or **RED**. See example on page 2 for guidance. Add up the number of lines that are **GREEN**, **AMBER** and **RED** and enter the totals into the corresponding boxes on page 3 to calculate the percentages of each category.

Option 2 – shelf scanning method

Using the *Food and Drink Counting Guide* (Attachment 1) and *Food and Drink Product Tally* sheet (Attachment 2), calculate the number of food and drink lines that are **GREEN**, **AMBER** and **RED**. Enter these totals into the corresponding boxes on page 3 to calculate the percentages of each category.

1

Example of how to categorise your inventory:

The example inventory report to the right shows 6 product lines total: 1 **RED** product line, 3 **GREEN** product lines and 2 **AMBER** product lines.

Once you have finished the process of categorising each line, add up the total of **GREEN**, **AMBER** and **RED** lines and enter the totals in the corresponding boxes on page 3. See example filled out below.

PCode	Product Description	UPC	Qty rate	SCM	Unit Price	Total product value
MISCELLANEOUS FOOD ITEMS						
0000 R	Brand Chocolate Biscuits	3	0.0	12	4.25	51.00
0777 G	Apples Fuji per KG	100	0.0	3	45.50	136.50
0002 G	Brand Eggs 600g 500	3	0.0	5	30.00	150.00
0023 G	Onions Brown per KG	100	0.0	2	25.70	25.40
0024 A	Brand canned spaghetti	1	0.0	30	3.00	21.00
1245 A	Brand instant coffee 40g	2	0.0	30	6.20	184.00
R = red A = amber G = green						

$$\begin{array}{c}
 3 \\
 \text{Number of} \\
 \text{GREEN lines}
 \end{array}
 +
 \begin{array}{c}
 2 \\
 \text{Number of} \\
 \text{AMBER lines}
 \end{array}
 +
 \begin{array}{c}
 1 \\
 \text{Number of} \\
 \text{RED lines}
 \end{array}
 =
 \begin{array}{c}
 6 \\
 \text{TOTAL} \\
 \text{number of lines}
 \end{array}$$

$$\begin{array}{c}
 \text{GREEN} \\
 \text{Number of} \\
 \text{GREEN lines}
 \end{array}
 \div
 \begin{array}{c}
 6 \\
 \text{Total}
 \end{array}
 =
 0.5
 \times 100 =
 \begin{array}{c}
 50 \\
 \%
 \end{array}
 \text{ (Percentage of stock that is GREEN)}$$

$$\begin{array}{c}
 \text{AMBER} \\
 \text{Number of} \\
 \text{AMBER lines}
 \end{array}
 \div
 \begin{array}{c}
 6 \\
 \text{Total}
 \end{array}
 =
 0.33
 \times 100 =
 \begin{array}{c}
 33 \\
 \%
 \end{array}
 \text{ (Percentage of stock that is AMBER)}$$

$$\begin{array}{c}
 \text{RED} \\
 \text{Number of} \\
 \text{RED lines}
 \end{array}
 \div
 \begin{array}{c}
 6 \\
 \text{Total}
 \end{array}
 =
 0.17
 \times 100 =
 \begin{array}{c}
 17 \\
 \%
 \end{array}
 \text{ (Percentage of stock that is RED)}$$

1A SCORING



Work in progress,
keep going!



Well on the way,
keep going!



Well done!
Keep up the great work.

GREEN

☒ 0 – 59%

☐ 60 – 69%

☐ 70% or more

RED

☐ 20% or more

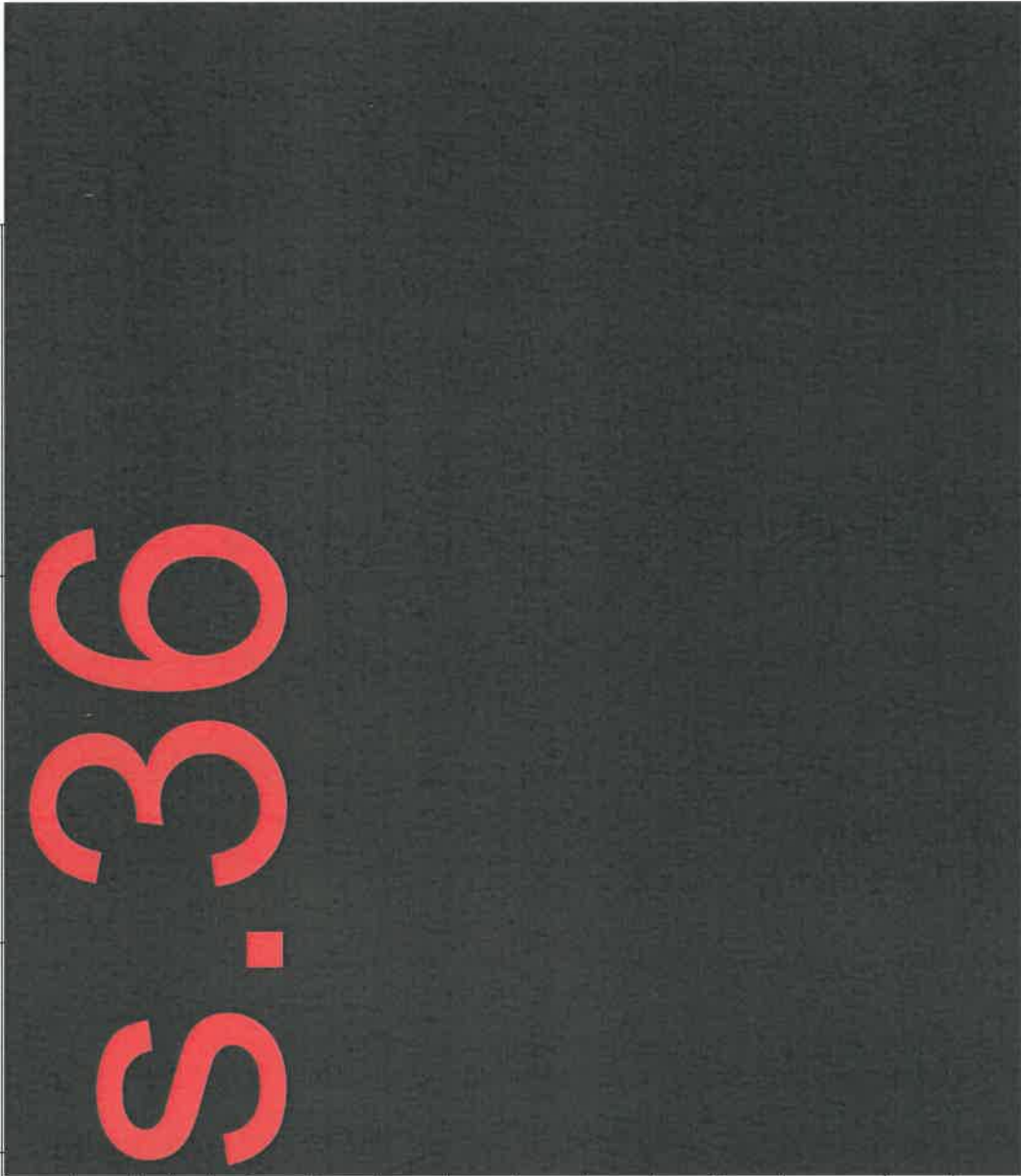
☒ 11 – 19%

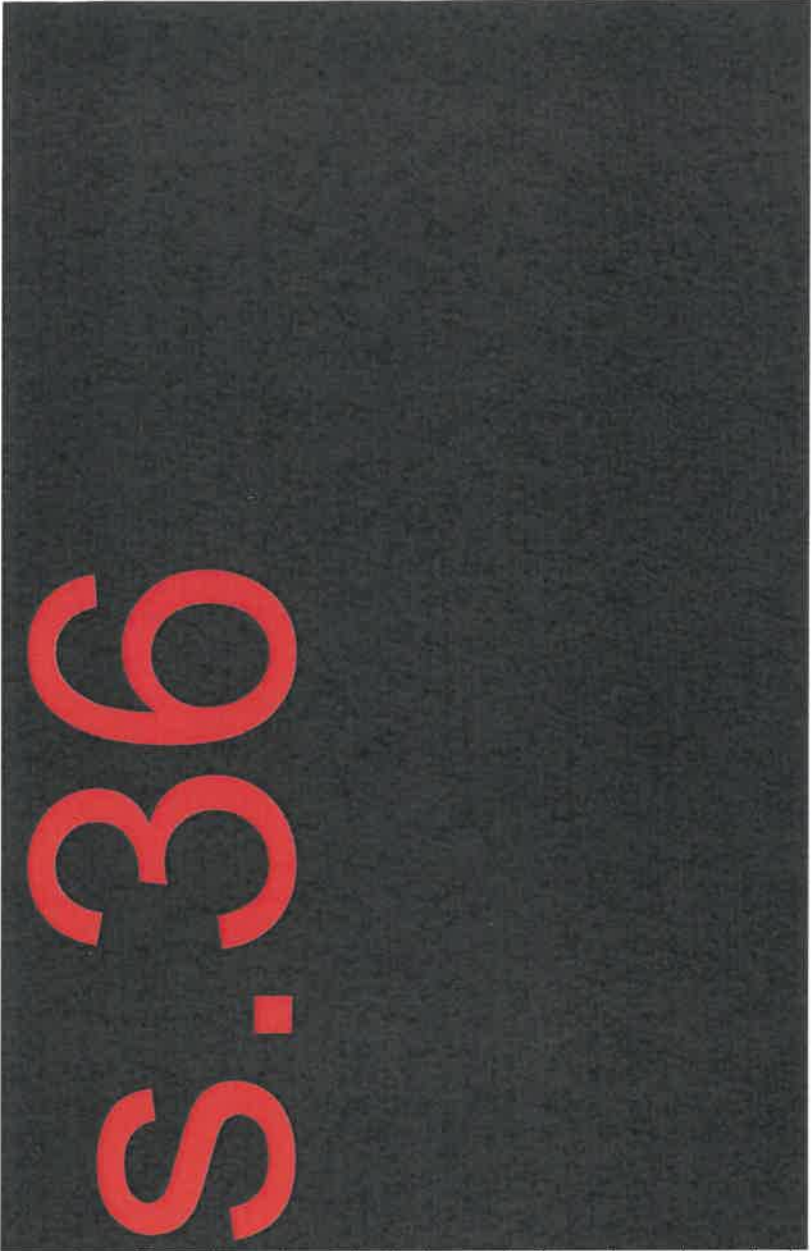
☐ 0 – 10%

NB. **AMBER** is not included in the scoring as the focus of the *Nutrition Guidelines* is to increase the number of **GREEN** lines and decrease the number of **RED** lines.

Appendix 9 Stakeholder List

DPAC Food Security Stakeholder Contact List - Virtual or in person interviews and/or provided data

Organisation Name	Key contacts	Role	Email address	Note
Loaves and Fishes Tasmania				
Loaves and Fishes Tasmania				
Foodbank Tasmania				
Oz Harvest				
Eat Well Tasmania				
Sprout Tasmania				
Local Government Association of Tasmania				
Neighbourhood Houses Tasmania				
TasCOSS				
School Food Matters				
School Food Matters				
Public Health Services				
Public Health Services				
Public Health Services				
Public Health Services				
24 Carrot				

Tasmanian University Student Association	
DECYP	
DPAC	
Resilience and Recovery Tasmania	
University of Tasmania	
FindHelp TAS	
Tasmanian Community Fund	
Expert Panel	
Centre for Social Impact (CSI) Flinders University	
Centre for Social Impact (CSI) Flinders University	
Deakin University	
University of Tasmania	