

Contributors and acknowledgements



WE ACKNOWLEDGE the Traditional Custodians of the lands that we stood upon when undertaking this research. We pay respects to Elders past, present and emerging, and give thanks to the land and to the peoples and culture who stewarded, respected and honoured this beautiful country for tens of thousands of years before us. We acknowledge your enduring knowledge of the interconnectedness of landscapes, plants, creatures, seasons, people and culture.

WE ACKNOWLEDGE that sovereignty over these lands was never ceded, and the devastating impact of colonisation. We commit to walking a path of care, respect, healing, justice and regeneration.

WE MUST LEARN FROM YOU, come back to your wisdom, and honour and care for this country as you have always done.

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04

Executive summary

10

Introduction

14

Methods

14

Framework of recommended policy actions

15

Who and what was included (and excluded)?

16

How did we analyse the documents?

17

Results

17

Overview of the document tally

18

Food system policies

19

Commonly addressed Framework recommendations

20

Framework recommendations not commonly addressed

21

Differences between states

22

Differences between metropolitan and non-metropolitan local governments

23

Example actions by Framework domain

35

Other actions identified during analysis

Contents

36

Key learning

36

Need for systems-based, joined-up policy

37

Need for equal activation across states

38

Need for mandate from state government

41

What next?

41

For local governments

42

For other levels of government

42

For researchers

42

For other stakeholders and advocates

43

Additional resources for local governments

44

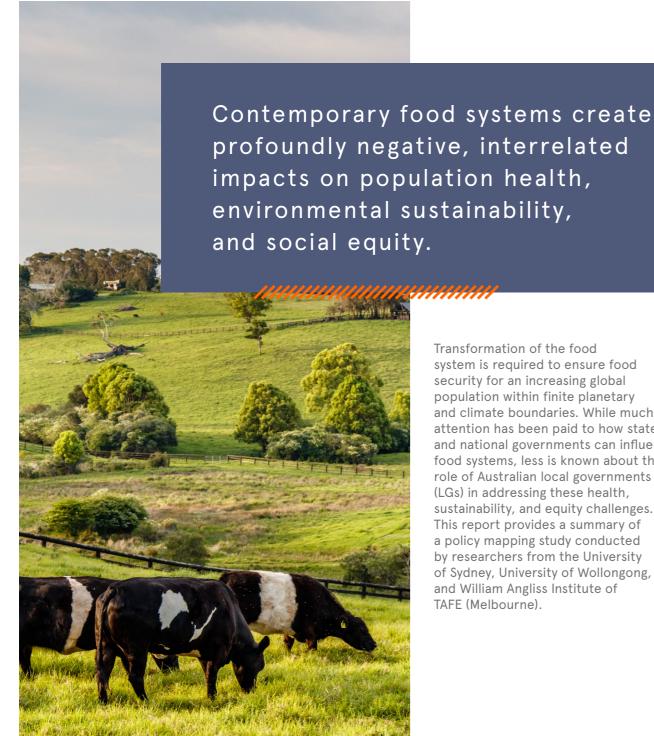
References

48

Appendice:



Executive summary



Transformation of the food system is required to ensure food security for an increasing global population within finite planetary and climate boundaries. While much attention has been paid to how state and national governments can influence food systems, less is known about the role of Australian local governments (LGs) in addressing these health, sustainability, and equity challenges. This report provides a summary of a policy mapping study conducted by researchers from the University of Sydney, University of Wollongong, and William Angliss Institute of TAFE (Melbourne).

Policy and strategic documents related to food system issues were collected from the websites of all LGs in New South Wales (NSW) (n = 128) and Victoria (n = 79) between July 2019 and June 2020. These policies were then analysed against a Framework of recommended policy actions for LGs to create a healthy, sustainable, and equitable food system (see Appendix 1). This Framework included domains encompassing Health and Wellbeing, Sustainability and Environment, Economic Development, Food Waste, Food Quality and Safety, Social Policy, and Planning Frameworks.

The infographic on the next two pages summarises the key results of our research. The main body of the report also presents examples of relevant policies for selected Framework recommendations. The full range of actions undertaken by LGs for each recommendation are detailed in the Appendices.

A database of all the policy documents included in this project can be found online.

Through these policies, the project sought to systematically map the extent of LG involvement in food system issues.

The specific objectives of this research were to:

Identify

policies directly concerned with food system issues such as healthy eating, and "whole-of-government" documents that include objectives or actions related to creating a healthy, sustainable and equitable food system;

Conduct

comparisons between LGs in NSW and Victoria, and between metropolitan and non-metropolitan LGs; and

Evaluate

policies against a framework of recommendations for LG action on creating a healthy, sustainable, and equitable food system;

Identify

key leverage points for improving food system policymaking at the local level.

A total of 2,266 documents were included in the analysis, which identified 13 dedicated food system policies (11 from Victoria and 2 from NSW), meaning that most actions were scattered throughout various non-food specific policies. The infographic shown here summarises the key findings from the analysis.

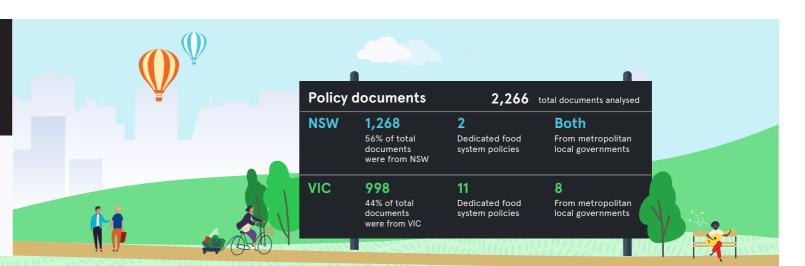
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RESULTS FROM A POLICY MAPPING STUDY

Local government action on creating a healthy, sustainable, and equitable food system

This study was the first to systematically map local government (LG) action on creating a healthy, sustainable, and equitable food system in Australia, focusing on NSW and Victoria. We searched the websites of all LGs in NSW and Victoria for policy documents with actions related to a healthy, sustainable, and equitable food system. We then analysed these documents against a framework of recommendations for LG action on addressing food system challenges.

Further information about the project: https://law-food-systems.sydney.edu.au/



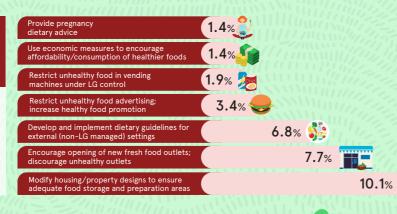
Commonly addressed framework recommendations

The most commonly addressed recommendation was food quality and safety, on which 96.6% of LGs were taking action. This chart shows the other framework recommendations for which the greatest number of LGs were acting.

Provide education on/enforce food safety regulations Support sustainable local food production Reduce food losses and food waste Host/support education campaigns and events on food system issues Support access to safe drinking water Support local food initiatives for economic development Support home and community gardening Support animal husbandry Provide support for vulnerable populations (e.g. meal programs) Support affordable housing

Framework recommendations less commonly addressed

Many of the recommendations on which the least number of LGs were acting relate to restricting the sale and marketing of unhealthy foods and beverages, e.g. restricting junk food in vending machines under LG control (1.9% of all LGs). Other actions least commonly taken are shown here.



So what?

More than Rates, Roads and Rubbish

Our research shows LGs are extensively involved in efforts to address food system challenges. State governments, advocates and other stakeholders should consider how they can further enable LGs' contribution to a healthy, sustainable, and equitable food system.

Differences between states

For all but five of the 34 recommendations, Victorian LGs were more likely than NSW to be taking action. The largest differences are shown here.





Differences between metropolitan and non-metropolitan local governments

For 22 of the 34 recommendations, metropolitan LGs were more likely than non-metropolitan to be taking action. The largest differences are shown here.

Metro Non-Metro







For an extended summary of the results of the policy mapping study, visit https://cloudstor.aarnet.edu.au/plus/s/Ei5ymNuqCPlzY3M



The findings of this study illustrate the range of food system policy actions available to LGs, as exemplified by the recommendations on which many LGs are already taking action.

The findings also point to

THREE KEY OPPORTUNITIES

for enhancing LGs' involvement in addressing the human health and environmental challenges posed by contemporary food systems:

Systems-based, joined-up food policy at the individual LG level, bringing together the work already being done by various LG departments into a cohesive strategy;

Integrated, comprehensive food system policy frameworks at the state government level (in *all* states) to provide equal direction and support to LG in creating a healthy, sustainable, and equitable food system;

Legislative change by state governments that enables LGs to address priority food system issues (e.g., tackling the 'food swamp' phenomenon in growth-area suburbs) combined with substantial financial resourcing for LGs and communities to act on these priority issues.

We make the following recommendations for 'next steps' by LGs, other levels of government, researchers, and other stakeholders:

01 -

Local government

Strategise for a joined-up dedicated food system policy, embed food system issues in all other relevant policies (e.g., community strategic plans, procurement policies, health and wellbeing policies), and learn from what other LGs have done so far.

02

State and federal governments

Demonstrate leadership by adopting mutually reinforcing food system policies that provide a framework for LG action, recognise the diverse work LGs are already undertaking, and provide ongoing funding, resourcing and capacity building for LG action on achieving a healthier, equitable and more sustainable food system.

03 -

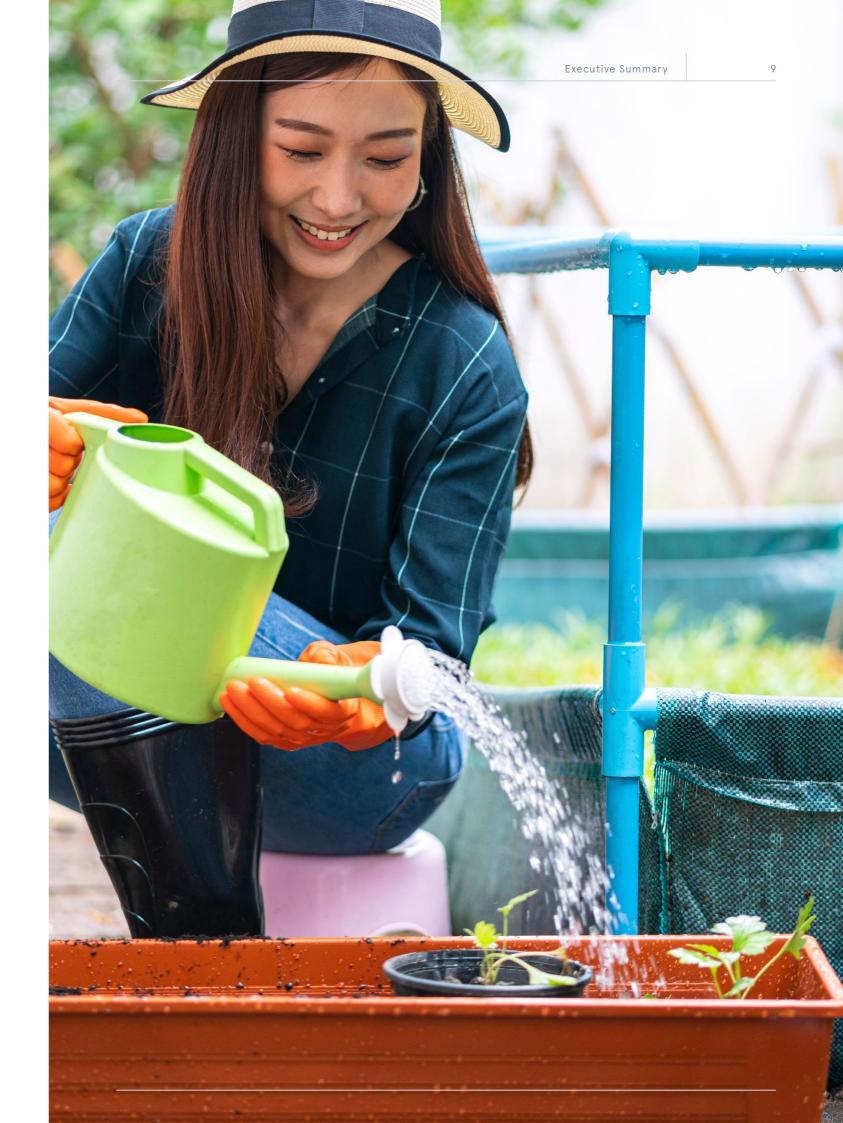
Researchers

Explore barriers and enablers to policy development and implementation, policy effectiveness (what works?), and food policy cohesion between local, state, and federal government levels.

04

Other stakeholders

Support LGs in advocating for change at other levels of government, and activate/continue partnerships with LGs that enhance your work and theirs.



Introduction

This report summarises the key findings of a research study that mapped local government (LG) policies concerned with creating a healthy, sustainable, and equitable food system.

Food is the single strongest lever to optimize human health and environmental sustainability on Earth.

EAT Lancet Report²

The food system can be understood as "[t]he web of actors, processes and interactions involved in growing, processing, distributing, consuming and disposing of foods...". Food is vital to human health and wellbeing, with access to adequate food being a fundamental human right recognised in international law.4 However, contemporary food systems are causing damage not only to human society (in the form of hunger, diet-related non-communicable diseases, loss of culture and knowledge, and power and economic imbalances)⁵, but also to the planet on which we rely for survival (*Figure 1*).⁶⁻⁸ Combined, these factors are reducing the capacity of the food system to withstand threats such as climate change, economic instability, and the COVID-19 pandemic.9

To meet the multiple and connected challenges of feeding an increasing global population while remaining within the limits of planetary and climate boundaries, we need transformative change in the way

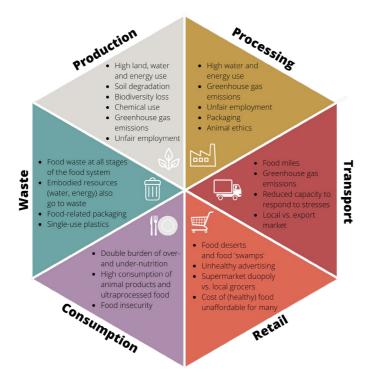


Figure 1. Contemporary food system issues Source: Authors. Information drawn from Dury et al. 20198

we value, produce, transport, store, prepare/process, eat and dispose of our food.² Internationally, the United Nations Sustainable Development Goals draw attention to the need to end hunger and malnutrition, embed sustainable agricultural practices in food production, and address unfavourable trade practices. 10 A growing body of literature analyses food production, processing, distribution, retailing and consumption practices that promote a healthy, sustainable, and equitable food system.

These practices include the adoption of agroecological principles; 4,11 minimising the production, marketing and consumption of unhealthy ultra-processed foods; 12,13 increasing the availability of healthy foods;^{4,12} increasing consumption of diverse and seasonal fruit and vegetables and considering the appropriate balance of animal-sourced foods having regard to cultural traditions and sustainable ecosystem and landscape management; 11,12,14 promoting breastfeeding¹³ and ensuring access to potable water;¹³ and reducing food waste and losses at all stages of the food supply chain.11

This is a global problem, and coordinated and immediate action by all levels of government, business and civil society is needed. However, LGs can - and do - play an important role. Initiatives such as the Milan Urban Food Policy Pact provide an international platform for information sharing and collaboration between local and municipal governments.¹⁵ In countries such as the US and Canada, some LGs have introduced innovative policies that tackle food system sustainability, equity, resilience, and diet-related health in a comprehensive, integrated way. 16 The US and Canada are also known for the creation of local Food Policy Councils, a platform for communities and nongovernment organisations to collaborate on food policy-related tasks (sometimes with LG involvement).16,17 An increasing number of Australian LGs have adopted comprehensive food system policies, such as the City of Canada Bay in NSW¹⁸ and Cardinia Shire Council in Victoria.19 However, such policies remain relatively rare, and existing research suggests that there is significant variation in the extent to which Australian LGs engage with food system issues.²⁰⁻²²

The ability of Australian LGs to act on food system issues, is however, not straightforward. This is due in large part to state legislative frameworks that dictate what is and is not within the scope of LGs' powers. State and federal



laws and policies do not explicitly grant LGs a mandate to act on food, with the exception of food safety.²³ Additionally, public health objectives are not typically included in state planning legislation, which limits the extent to which LGs' planning decisions can take into consideration diet-related health.²⁴ Policy levers available to other levels of Australian government (e.g., taxes on sugary beverages, restricting junk food broadcast advertisements) are not within LGs' arsenal, due to the division of power between local, state, and federal governments in Australia. Further, research on how Australian governments can address food system issues has tended to focus on the federal and state governments, with some exceptions. 20,25-27



In recent years, changing state legislation has resulted in a wider range of powers and functions being granted to LGs. While still not explicitly related to food, these legislative changes have provided LGs with new mandates and pathways through which to address food system issues. For example, public health acts in Victoria, South Australia and Western Australia empower LGs to adopt public health plans, which some LGs have used to address food security and diet-related health. The Victorian Public Health and Wellbeing Plan 2019-2023²⁸ and Climate Change Act 2017²⁹ highlight the need to recognise climate change as a threat to health, creating an opportunity for Victorian LGs to address issues such as agriculture- and food transport-related greenhouse gas emissions. At the time of writing, 35

LGs in each of NSW and Victoria were among the 104 LGs around Australia that had issued a Climate Emergency Declaration.iv Traditional areas of LG responsibility, such as land use planning, transport, and community services, also present opportunities for LGs to include food system components in their core policies and strategies they produce under LG and planning legislation, for example. 20,22,25,30 Although there are still legislative, practical and financial constraints on LG's ability to address food system issues, legislative change on key priorities in all state government jurisdictions could support increased LG action to address food system sustainability, resilience, and equity, as well as nutrition and dietrelated health.31

Aim

The aim of this research was to systematically map all LG policies concerned with creating a healthy, sustainable, and equitable food system in New South Wales and Victoria, Australia.

Objectives

The specific objectives of this research were to:

01 -

Identify policies directly concerned with food system issues such as healthy eating, and "whole-of-government" documents that include objectives or actions related to creating a healthy, sustainable and equitable food system;

02 —

Evaluate LG policies against a framework of recommendations for LG action on creating a healthy, sustainable, and equitable food system;

- 03 -

Conduct comparisons between LGs in NSW and Victoria, and between metropolitan and nonmetropolitan LGs; and

04 —

Identify key leverage points for improving food system policy-making at the local level.



State Government of Victoria. `Public Health and Wellbeing Act 2008'. Victorian Legislation. 2021. https://www.legislation.vic.gov.au/in-force/acts/public-health-and-wellbeing-act-2008/051

[&]quot;Government of South Australia. 'South Australian Public Health Act 2011'. South Australian Legislation. Updated 2020. https://www.legislation.sa.gov.au/LZ/C/A/South%20Australian%20Public%20Health%20Act%202011.aspx

iii Government of Western Australia. 'Public Health Act 2016'. Western Australian Legislation. 2021. https://www.legislation.wa.gov.au/legislation/statutes.nsf/main_mrtitle_13791_homepage.html

iv 'Climate emergency declarations in 2,012 jurisdictions and local governments cover 1 billion citizens'. Climate Emergency Declaration. 2021. https://climateemergencydeclaration.org/

Methods

Framework of recommended policy actions

We used a framework of recommendations ('the Framework') for LG action on creating a healthy, sustainable, and equitable food system, based on a pilot study undertaken for this project.³² The recommendations were drawn from Australian academic

studies and reports, and governance frameworks created by international organisations, such as the *Milan Urban Food Policy Pact*. The Framework comprises 34 actions grouped under eight domains:



Policy Development and Implementation within LG



Sustainability and Environment



Food Waste



Social Policy



Health and Wellbeing



Economic Development



Food Quality and Safety



Planning Frameworks

Figure 2. Domains identified in the Framework of Recommendations

See Appendix 1 for the complete Framework. This report does not include an analysis of how relevant policies were developed and implemented (the first domain of the Framework).

Who and what was included (and excluded)?

All LGs in NSW (n = 128) and Victoria (n = 79) were included in the study. Policy and strategic documents were collected from each LG's website between July 2019 and June 2020. The policy documents included in this report reflect those available at the time and not those since adopted or updated. We automatically included all documents created under the planning and reporting frameworks that apply to LGs in NSW and Victoria under LG legislation, as well as municipal public health plans created under public health legislation in Victoria. We refer to these as "core" documents. We also included "other" policies by searching the policy and strategy registers on each LG's website. Table 1 below lists the types of policies/strategies included in our study.

We included formal, written documents that set out government objectives and actions, and which were current at the time the search was conducted. We excluded documents such as webpages, media releases,

and reports and discussion papers lacking action plans. We also excluded regional policy documents and some instruments developed under the state environmental and planning legislation (i.e., the NSW Local Environmental Plans and Development Control Plans, and Victorian Planning Schemes). Because we included only written policy documents publicly available through LGs' websites, and actions mentioned in the included policies, we cannot account for policies not listed on the website, or actions or programs undertaken by LGs that are not included in their policies.

The data collection and analysis period span the onset of the COVID-19 pandemic. To ensure consistency with LG websites searched before the coronavirus outbreak, and those searched during, policies and strategies created in response to the crisis were omitted. For this reason, our study cannot shed light on how LGs responded to food system challenges created by the pandemic.

Table 1. Types of policies/strategies included in the study

CORE DOCUMENTS					
NSW	VICTORIA				
 Community strategic plan Delivery program Operational plan Most recent annual report 	 Council plan Strategic resource plan Municipal health and wellbeing plan Most recent annual report 				
ОТ	HER DOCUMENTS				
· Included topics related to:	HER DOCUMENTS				

- · Food, nutrition, health and wellbeing;
- Agriculture and gardening;
- Environment, sustainability and waste management;
- · Economy, tourism and events;
- · Recreation, open space and transport;
- Food safety;
- Social and cultural services;
- Land-use planning, growth management and housing.

How did we analyse the documents?

We used a qualitative analysis software program to analyse the policy documents against the framework of recommendations. This enabled us to highlight sections of text and 'drop' them onto the relevant recommendation(s) (Figure 3).

Once all documents had been accounted for, we used a statistical test to explore differences between the two states, and between geographical classifications (metropolitan (i.e., urban)

vs. non-metropolitan (i.e., regional and rural)^{33,34} with regard to the presence of dedicated policies or actions/objectives within policies for each recommendation of the Framework.

The data do not enable us to describe the extent to which policies are being translated into programs of work 'on the ground', nor to determine the effectiveness of LG policies concerned with food system issues.



Community Gardens Policy

This Policy provides a framework for residents who want to establish a community garden. Council supports and encourages existing community gardens to become self-managed to a high standard.

Background

Community gardens are unique forms of open spaces which are accessible to everyone, and a place where everyone can participate. They are self-managed by the community primarily for production of food and to contribute to the development of a sustainable urban environment. They provide demonstration sites for learning and sharing knowledge about sustainable living practices amongst gardeners and the local community. They also contribute to the health and wellbeing of residents by connecting people and encouraging inclusion in the local community.

Council recognises community gardening as a valuable recreational activity that also contributes to the health and wellbeing of the wider community and provides a range of environmental, social and educational benefits. There are currently a <u>number</u> of community gardens, which include footpath verge gardens, school kitchen gardens and community composting facilities, across the local government area.

Figure 3. Example of the coding process

Results

The section below describes the policies and strategies included in our study, including the number of dedicated food system policies we found. We then describe the recommendations from the Framework where we identified the greatest number of LGs acting, as well as the recommendations where we identified greater scope for LG action. We also discuss some key differences between LGs in NSW and Victoria, and between metropolitan and nonmetropolitan LGs.



Overview of the document tally

Of the 2,266 documents included in the analysis, the majority were from NSW (reflecting the greater number of LGs in NSW); however, a greater number of Victorian LGs had a dedicated food system policy than did NSW

LGs (Figure 4). Appendix 2 contains a table showing summary statistics for each recommendation of the entire framework, by total LGs, by state, and by geographical classification.

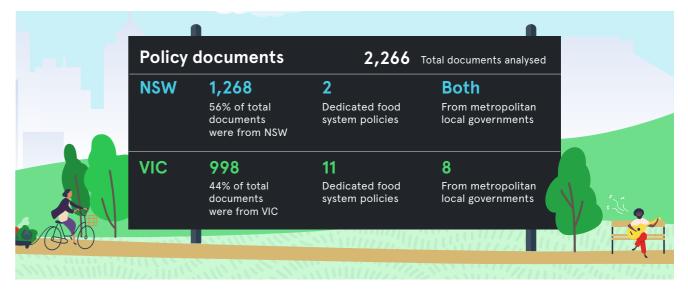


Figure 4. Overview of policy document tally

Food system policies

Dedicated food system policies applied a 'systems thinking' approach and described actions that aligned with most of the recommendations within the Framework. These documents articulated the interconnection between the environmental, social, health, and economic elements of the food system.

Victorian LGs were statistically more likely than NSW LGs to have a dedicated food system policy, as were metropolitan LGs compared to nonmetropolitan LGs.

NSW





Access to Fresh Food Policy

Sustainable Food Strategy

Victoria







Community Food Strategy Good Food f











Food System Strategy 2020-2030



Food Policy



Urban Agriculture Strategy 2018-2023



gy 2018-2023 Food Policy

Food Security Plan 2016-2021





Moreland Food System Strategy 2017-2020



Commonly addressed Framework recommendations

For some Framework recommendations, a very high proportion of LGs had a related policy or objective/action within a policy. The highest of these was food quality and safety, for which 200 of the 207 (96.6%) LGs were taking action.

This is not a surprising finding, given that monitoring and enforcing food safety requirements is a legislative obligation for LGs in both states. 35,36 Other Framework recommendations on which the greatest number of LGs were acting are shown in Figure 5, below.

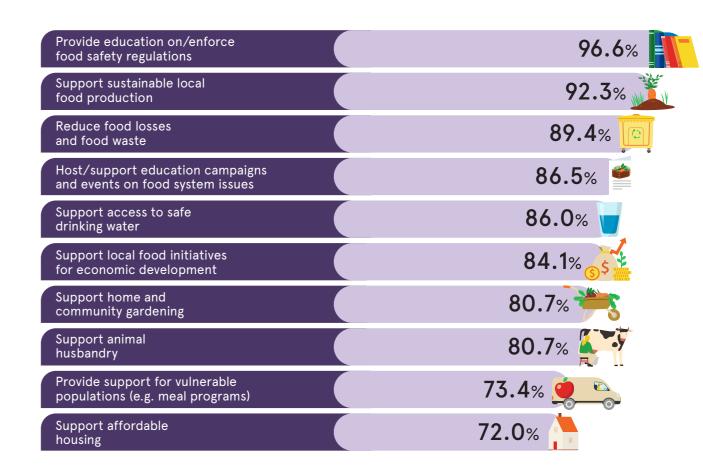


Figure 5. Framework recommendations for which the greatest proportion of LGs were taking action

Results

Framework recommendations not commonly addressed

Framework recommendations least commonly acted upon are shown below in Figure 6. Many of these recommendations relate to discouraging or limiting the sale, marketing and consumption of unhealthy foods and beverages.

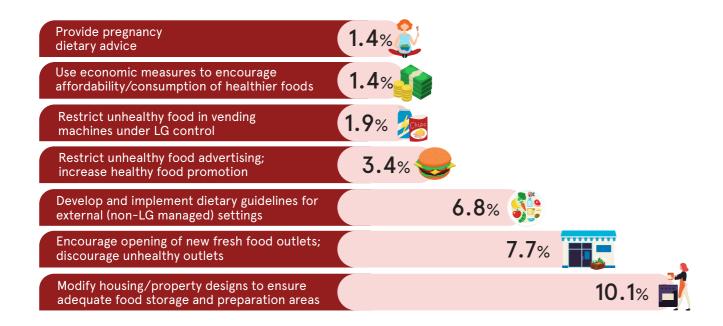


Figure 6. Framework recommendations for which the smallest proportion of LGs were taking action

Differences between states

For all but five of the 34 Framework recommendations, Victorian LGs were more likely than NSW LGs to have a policy document and/or relevant action/objective included in a policy. The largest differences are shown in Figure 7. Our data do not allow us to answer definitively

why these differences exist; however, factors such as the presence of relevant state-level legislation, and a legacy of programmatic and financial support from VicHealth, the Victorian Health Promotion Foundation, are likely contributors.

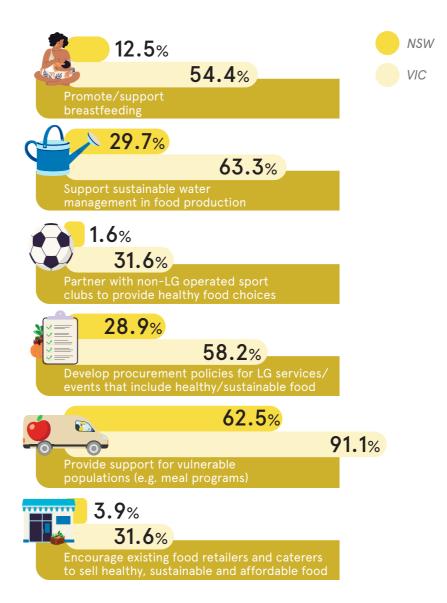


Figure 7. Framework recommendations where there was the greatest difference between NSW and Victorian LGs

Differences between metropolitan and non-metropolitan local governments

For 22 of the 34 Framework recommendations, metropolitan LGs were more likely than non-metropolitan LGs to have a policy document and/or policy actions/objectives. The largest differences are shown in Figure 8. Again, our data do not allow us to identify the precise causes of these differences;

however, it likely reflects different constituencies, and potentially the (usually) larger populations and more substantial resourcing of metropolitan compared to non-metropolitan LGs.

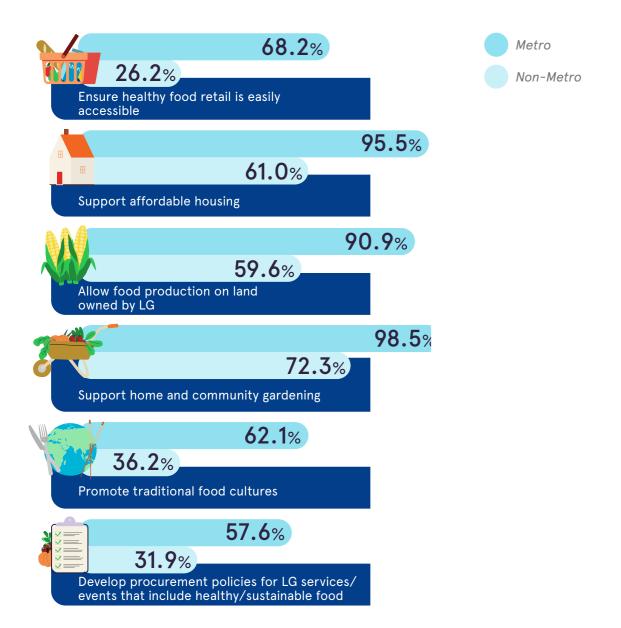


Figure 8. Framework recommendations for which there was the greatest difference between metropolitan and non-metropolitan LGs



Example actions by Framework domain

The following section provides a breakdown of the kinds of actions LGs were taking on each recommendation in the Framework, in the key domains of Health and Wellbeing; Sustainability and Environment; Economic Development;

Food Waste; Food Quality and Safety; Social Policy; and Planning Frameworks. It also discusses some food systemrelated actions we identified that fell outside the Framework.



Policy Development and Implementation within LG



Health and Wellbeing

p24



Sustainability and Environment

p26

p30



Economic Development



Food Quality and Safety

p32



Social Policy

Food Waste

p33



Planning Frameworks

р3



Health and Wellbeing

There were 16 recommendations included in the Health and Wellbeing domain of the Framework. These recommendations concerned the role of LG in improving nutrition and diet-related health, including by reducing the availability of unhealthy food and beverages and increasing access to healthy and affordable food and beverages (particularly for vulnerable groups), supporting access to safe drinking water, and promoting/ supporting breastfeeding. The five recommendations on which the largest number of LGs were acting were: education/events on food system issues (96.6%), supporting access to safe drinking water (86.0%), supporting nutrition in vulnerable populations (73.4%), promoting traditional (both First Nations and international/culturally and linguistically diverse) food cultures (44.4%), and healthy/sustainable LG food procurement (40.1%). Many of the recommendations on which we identified the fewest LGs acting related to regulating the marketing and sale of unhealthy foods and beverages (e.g., restricting unhealthy food marketing and increasing promotions of healthy foods (3.4%). Below we describe some examples of LG policies on healthy food procurement, increasing the accessibility of healthy food retail, and supporting breastfeeding. Examples of actions for each of the 16 recommendations in this domain are provided in Appendix 3.

Healthy/Sustainable LG food procurement

A number of LGs had developed procurement policies for the purchasing and provision of healthy and sustainable food and beverages at services and events they managed or hosted. The issues addressed in these policies included:

- Sourcing free trade products;
- Sourcing ethically produced animal products;
- Catering that included nutritious foods in line with the Australian Dietary Guidelines;
- Placing preference on using organic, locally grown and/or seasonal produce.

One example of a comprehensive approach to healthy and sustainable food procurement is the Blue Mountains (NSW) *Healthy Food Choices* policy. Created through a partnership between Blue Mountains City Council and Sydney West Area Health Service, this document provides direction on a range of issues addressing:

- Sustainable food environment, natural, local, fair trade and;
- Nutrition and healthy eating using a traffic light system to categorise foods and drinks as 'green' (fill the menu, healthy choices), 'amber' (choose carefully, limit serve size) and 'red' (limit at all times).



Accessible healthy food retail

LGs used a range of approaches to improve residents' ability to access food retail, including those that brought food stores closer to the people (e.g., locating supermarkets near residential areas) or that brought people closer to food stores (e.g., improving walkability).

Some LGs, such as <u>Moonee Valley City</u> <u>Council</u> (VIC), were guided in their town planning by the principles of **20-MINUTE NEIGHBOURHOODS***.

20-minute neighbourhoods aim to provide a built environment where residents can reach most of their everyday needs within 20 minutes from home without using private car transport – i.e., walking, cycling or using public transport.³⁷

The 20-minute neighbourhood may also prioritise increasing accessibility to services for disadvantaged populations within the local government area.

In the Victorian context, 20-minute neighbourhoods are a key principle of the long-term *Plan Melbourne* planning framework.³⁷

* Other LGs elected to strive for 30-minute neighbourhoods, or specified a distance rather than a time.

Promoting/Supporting breastfeeding

Policies relating to early childcare services run by LG often referred to various ways in which these services could support breastfeeding. Aside from these, a unique example of an avenue for LG to support breastfeeding is Kiama Municipal Council's (NSW) Breastfeeding Friendly Workplace Protocol. This protocol "recognises employees" choices to breastfeed, accepts and supports employees returning to work after the birth of their child to continue breastfeeding". Practical measures outlined in the protocol include providing:

- A suitable facility for breastfeeding and/or expressing breastmilk;
- Alternatives to an on-site facility such as using facilities provided by another community organisation, or going home;
- · Lactation breaks;
- · Flexible work options;
- Communication and support- inform staff of breastfeeding protocols and facilities.



26

Sustainability and Environment

There were nine recommendations included in the Sustainability and Environment domain of the Framework. The recommendations in this domain concerned the role of LG in supporting more sustainable and/or local forms of food production, reducing the environmental impact of activities such as food transport and distribution, and strengthening food system resilience. The recommendations on which the largest number of LGs were acting were: supporting sustainable local food production (92.3%); home and community gardening (80.7%); animal husbandry (80.7%), and food production on LG land (69.6%). Below we describe some examples of how LGs in NSW and Victoria are supporting sustainable local food production, and home and community gardening, and strengthening food supply and food system resilience. Examples of actions for each of the nine recommendations in this domain are provided in Appendix 4.



Supporting sustainable local food production

The ways in which LGs supported sustainable local food production were extremely varied. Actions ranged from structural interventions such as using LGs' planning instruments and policies to protect land for food production, to encouraging others to undertake sustainable food production practices (e.g., educating farmers on climatefriendly farming, or small-scale organic food growing).

Tweed Shire Council's (NSW) Sustainable Agriculture Strategy is an example of a comprehensive strategy that spans a range of actions from changing LG policy frameworks, through to educating and supporting farmers, consumers, and the community. The Strategy is guided by four desired outcomes, each accompanied by a set of objectives and range of specific actions.

Outcome 1: Prime agricultural land is preserved for sustainable primary production and land-use conflicts are avoided or managed

Outcome 2: Agricultural landscapes are farmed to maintain and enhance the natural resource base with minimal impacts on the environment

Outcome 3: Farmers are well informed and equipped with the skills, knowledge and networks required to farm sustainably

Outcome 4: Local sustainable agricultural production is valued by the community with widespread consumption of local products

Supporting home and community gardening

LGs played a very active role in facilitating residents to undertake food gardening and composting at their homes and in public spaces. This included hosting workshops on these topics and providing education via other channels and platforms.

The adoption and implementation of a community gardening policy is another important way LGs support food growing. These policies establish LG's role in food-growing activities conducted on land owned or managed by LGs. City of Melbourne's (VIC) Community Garden Policy is one example of the 34 community garden policies found in the study - 26 of these were from NSW and eight from Victoria, while 22 were from metropolitan LGs and 12 were from non-metropolitan LGs. Often, these policies recognised the benefits of community gardening to climate resilience, food security, shortened food supply chains/reduced food miles, and social connectedness among residents.

Community garden policies outline LGs' roles and responsibilities in relation to residents and community groups establishing community gardens or undertaking other forms of food growing on LG land. This included providing:

- Information and advice:
- Education and training;
- · Partnership brokerage;
- Funding support;
- Infrastructure and planning (e.g., identifying sites);
- · Site management.

Strengthening food supply and food system resilience

It is important to ensure local food supplies and systems are robust and able to withstand challenges and shocks created by climate change and the resultant increase in severe weather events, in addition to other issues such as the COVID-19 pandemic. LGs in this study were addressing food supply and food system resilience through the adoption of policies and strategies such as Climate Change Adaptation Plans.

Forbes Shire Council's (NSW) Resilience <u>Plan</u> presents a framework for preparation, prevention, response and recovery in relation to adverse events. It considers a broader range of issues other than those related to the food system. However, some of the food system-related actions in this plan included:

- · Fostering sustainable agriculture;
- Encouraging the growth of farmers' markets, local produce and decentralised food systems;
- Building a partnership with Local Land Services to better coordinate the evacuation of livestock and delivery of emergency water during times of natural disaster;
- Enabling water carting;
- · Being able to operate for one week completely shut off from outside assistance, including supermarkets;
- Facilitating farmer employment programs during rural downturns.

Results



28

Economic Development

There were four recommendations included in the domain of Economic Development, which related to creating employment opportunities in the food and agricultural sectors, supporting local food producers/ growers to strengthen their businesses, and supporting local and regional food initiatives in order to grow the economy of the relevant local government area. Policies and actions relevant to this domain were commonly included in documents such as 'Economic Development Strategies' or 'Destination Management Plans' (i.e., tourism). Of the four recommendations relevant to economic development, supporting

local food initiatives for economic development was the most-acted upon (84.1%), and supporting foodand agriculture-related tourism was one of the most common activities undertaken in relation to this recommendation. Support for local producers was the second most-acted upon recommendation in this domain (78.7%). Below we describe some innovative examples of how LGs in NSW and Victoria are supporting local food initiatives for economic development, as well as supporting local food producers. Examples of actions for each of the four recommendations in this domain are provided in Appendix 5.



Supporting local food initiatives for economic development

Brewarrina Shire Council (NSW) is an example of one LG partnering with local Aboriginal organisations to showcase and celebrate traditional cultures, including aspects related to food, alongside other local food tourism initiatives. Central to their approach is promoting the Brewarrina Fish Traps, for which LG is involved in a campaign to obtain World Heritage status, as well as hosting the Baiame's Ngunnhu Festival. Brewarrina's <u>Destination Management</u> <u>Plan</u> also includes actions related to farm stays, dedicating an area in the general store for local producers to sell their products, and permitting food vans at local tourism sites.

An objective within City of Greater Bendigo's (VIC) Food System Strategy is to "Strengthen and support a sustainable local food economy that enables the growth, production and sale of healthy food locally". To achieve this, the LG will create a 'local food brand' that increases consumer awareness of where their food comes from, potentially involving an investigation into food traceability options for food retailers; running a 'buy local, eat local', campaign; and creating a 'local food hero' campaign. They will also investigate creation of a 'healthy local' hamper, and support organisations to prioritise local food procurement. Finally, the strategy highlights the naming of Bendigo as Australia's first UNESCO City of Gastronomy.



Supporting local food producers

Edward River Council's (NSW) Agribusiness Masterplan provides a unique example of a detailed strategy that creates a framework for 'prospering in the new normal' through supporting growth in the agricultural sector. It includes seven key platforms encompassing innovation, sustainability, workforce development, water management, attracting capital for growth, business transition and positive community attitudes. Each platform is accompanied by a clear rationale, specific programs, a desired outcome, and a list of indicative projects and ideas.



Food Waste

The Framework included one recommendation on reducing food losses and food waste, and reducing food-related packaging waste. We identified most LGs (89.4%) included in the study as acting on food waste. This is most likely because waste management is a well-established function of Australian LGs under state LG legislation. LGs were most commonly addressing the issue of food waste from a management perspective whereby the target was to divert food waste from landfill disposal rather than preventing the creation of food waste in the first instance. Actions on food waste were predominantly found in Waste Management Plans and in Sustainable Event Management Policies, as LGs were acting on both food waste itself and on waste resulting from food packaging, transport and serving. Below we describe two examples of NSW LG policies on reducing food waste; additional examples of actions for this recommendation are provided in Appendix 6.



Reducing food waste and food losses

Banyule City Council's (VIC) Toward Zero Waste Management Plan describes a comprehensive range of actions related to reducing food waste and food-related packaging waste. Some of these include:

- Using existing programs such as 'Love Food Hate Waste' to promote food waste avoidance to the community;
- · Investigating the feasibility of subsidising home composting and/or biodigesters to increase households' ability to manage their own food scraps;
- · Completing a business case for the introduction of a food organics and garden organics (FOGO) kerbside collection service;
- Advocating to state government to amend the Victorian Planning Provisions to facilitate mandatory waste stream separation and collections (including food and garden organics) in multi-unit dwellings;
- · Advocating to state government to redirect a larger proportion of the Victorian landfill levy to supporting LG to work with communities to avoid waste and increase recovery of food organics;
- Discouraging single use plastic water bottles by installing and retrofitting public drinking water fountains and encouraging residents to carry a reusable bottle:
- Implementing waste management requirements (including for food) for vendors at LG-run community events.







Reducing food-related waste

Through various event-related policies and the award-winning 'Swap This For That' campaign, Northern Beaches Council (NSW) is an example of a LG with a strong focus on reducing the use and littering of single-use plastics, including those related to food.

Through their **Events Strategy**, **Event** Waste Management Guidelines, Single Use Plastics Policy, and Waste <u>Minimisation for Functions and Events</u> Approved by Council Policy, this LG has committed to increasing waste reduction and improving waste management. Cross-cutting strategies include requirements for events held in the local government area to:

- · Completely avoid the use or distribution of plastic and polystyrene products and packaging, including drinking cups, food containers/ plates, straws, cutlery, sachets (tomato sauce):
- Use products that are reusable, compostable or recyclable;

· Avoid the sale or distribution of plastic water bottles; arrange the provision of alternative water sources such as portable refill stations, and encouraging attendees to bring a reusable bottle.

The policies also encourage event organisers to donate surplus food to OzHarvest (food charity), and to incorporate educational strategies (e.g., signage) to enable stallholders and eventgoers to make informed waste management decisions.

Northern Beaches Council takes a leadership role in eliminating single use plastics through environmentally responsible procurement practices, advocating to state and federal government for legislative change (e.g., banning plastic bags), and building capacity for businesses and individuals to move away from single use plastics by promoting alternatives.



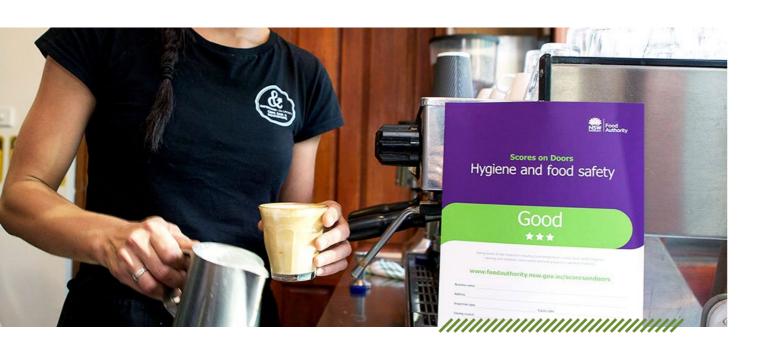
32

Food Quality and Safety

The Framework included one recommendation on ensuring a safe food supply through education on food safety and quality and administering and enforcing food safety regulations. We identified LGs in both states as being very engaged in food quality and safety (96.6% of all LGs). Again, this is likely due to the fact they have wellestablished responsibilities in relation to administering and enforcing state food legislation.^{35,36} Here we describe one example of a LG food safety enforcement policy, and additional examples of LG actions on food safety are provided in Appendix 7.

Promoting high standards of food quality and safety

While many LGs taking action on food quality and safety described responsibilities related to enforcing state-level food safety regulations using sanctions, Broken Hill City Council's (NSW) <u>Scores on Doors Policy</u> describes an incentive-based program designed to acknowledge the efforts made by the retail food industry in maintaining high food hygiene standards. This program, created by the NSW Food Authority, aims to build consumer trust and enables food businesses to display a rating certificate at their shopfront to demonstrate to customers that the business complies with food safety standards. Broken Hill City Council's policy details the objectives of the policy and program, the procedures involved in inspection of premises and granting of a food safety score, and refers food businesses to the "I'm Alert" free online food safety training available through the Council's webpage.



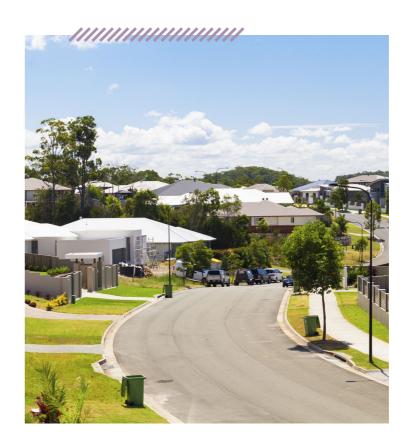


Social Policy

The domain of Social Policy included one recommendation on supporting affordable housing, which was included as a potential 'upstream' measure that affects food security. 72% of LGs included in our study addressed the issue of affordable housing, and they did so via stand-alone affordable housing policies/strategies, as well as incorporating it in other land-use and built environment planning documents (e.g., Growth Management Plans). These documents often acknowledged the limitations LGs face in influencing housing affordability and described actions requiring LGs to partner with others to create positive housing outcomes. Such actions included

advocating to state government for legislative change (e.g., mandating provision of affordable housing in NSW Local Environmental Plans) and collaborating with organisations such as housing trusts. LGs also targeted the housing construction sector through a range of measures including education, training and incentives or requirements to incorporate affordable housing in new developments, and levying contributions for affordable housing under the NSW State Environmental Planning Policy No. 70 - Affordable Housing³⁸ and Voluntary Planning Agreements.³⁹ Additional examples of actions for this recommendation are provided in Appendix 8.

Results



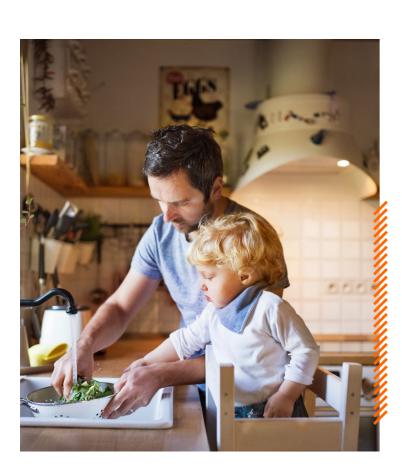
Supporting affordable housing

In Our Backyard: Growing Affordable Housing in Port Phillip details the City of Port Phillip's (VIC) 10-year vision for addressing priority local housing needs with particular consideration for the needs of older persons, low income families, singles at greatest risk of homelessness, and low income wage earners/key workers. Drawing on a range of opportunities, this strategic framework details four pillars, each of which is accompanied by a set of policies and associated actions.



Planning Frameworks

This domain included the one recommendation of modifying housing design to ensure adequate food storage and preparation facilities. This was extended to the provision of appropriate facilities in LG-managed childcare centres and community centres, LG staff housing properties, and LG offices/depots. We identified very few LGs (10.1%) as acting on this recommendation, although this may be related to our decision to exclude key local planning instruments from the research. Examples of actions for the recommendation related to housing/property design are provided in Appendix 9.



Ensuring housing/ property design includes adequate food storage and preparation areas

Glenelg Shire Council's (VIC) <u>Healthy</u> <u>Catering Policy</u> stipulated that the Council would "provide staff with safe and clean food storage and preparation facilities at their closest office or depot, such as a refrigerator, microwave, kettle, chopping boards and knives.

Manningham City Council's (VIC) Residential Strategy was one of the few LG policies that referred to actions regarding the provision of adequate food storage and preparation areas in housing/residential design. The two relevant actions pointed to the potentially limited scope of LG in implementing this recommendation, as both demanded the need for involvement from other stakeholders:

- ENCOURAGE DEVELOPERS to consider design aspects of apartments, such as...kitchen layouts...to better respond to needs of future occupants.
- ADVOCATE TO STATE GOVERNMENT
 the need for appropriate planning
 mechanisms, including car parking
 rates, that facilitate innovative
 accommodation models that
 promote communal living facilities
 such as kitchens...

Other actions identified during analysis

Our study identified some actions undertaken by LG that were not captured by the Framework. The three key actions identified were:

- O1 Providing, maintaining and funding public, open-space communal infrastructure related to food, such as picnic areas, tables and barbecues;
- O2 Providing and maintaining kitchens that could be accessed by members of the public and community groups, such as in community halls and sport clubs; and
- O3 Supporting coastal and riparian commercial and recreational fishing and other forms of aquaculture, including from a tourism perspective.

Additional food system actions



Provide communal infrastructure, e.g., picnic tables, barbecues



Provide kitchens for community



Support fishing and aquaculture

Figure 9. Additional food system actions identified during analysis

Key learnings

Our research found that LGs in NSW and Victoria undertake a wide range of actions that can contribute to a healthy, sustainable, and equitable food system, particularly in relation to enforcing food safety regulation, promoting sustainable local food production, reducing food waste, providing safe drinking water, and educating and informing the community on food system issues. Clearly, addressing food system issues requires state and federal government action on topics such as regulating unhealthy food marketing to children, taxing sugar-sweetened beverages, and financial incentives that encourage consumption of healthy food. However, this research demonstrates that LGs can and do play an important role in tackling food system challenges. Our study also identified opportunities for action at all levels of government that would support the role of LGs in creating a healthy, sustainable, and equitable food system.



Need for systems-based, joined-up policy

LGs' response to food system challenges could be strengthened by ensuring coherent, strategic and coordinated action on diet-related health, food system sustainability and equity, potentially through a **COMPREHENSIVE FOOD** SYSTEM POLICY.

Generally, LG actions on food system issues were scattered throughout various non-food specific policies. There were few examples of comprehensive food systems policies that addressed health, sustainability, and equity in an integrated way, and which joined together LGs' actions in areas such as food production, consumption, sale, marketing, and disposal. The creation of food system policies presents the opportunity for LGs to acknowledge the diverse work they are already doing on food systems in a way that raises awareness within LG (across departments), breaks down silos, and which may streamline programs and resources.⁴⁰ Developing such policies also presents an opportunity for community and/or civil society participation in food system governance at the local level, either through processes of consultation, or through a formal structure such as a food policy council.²²

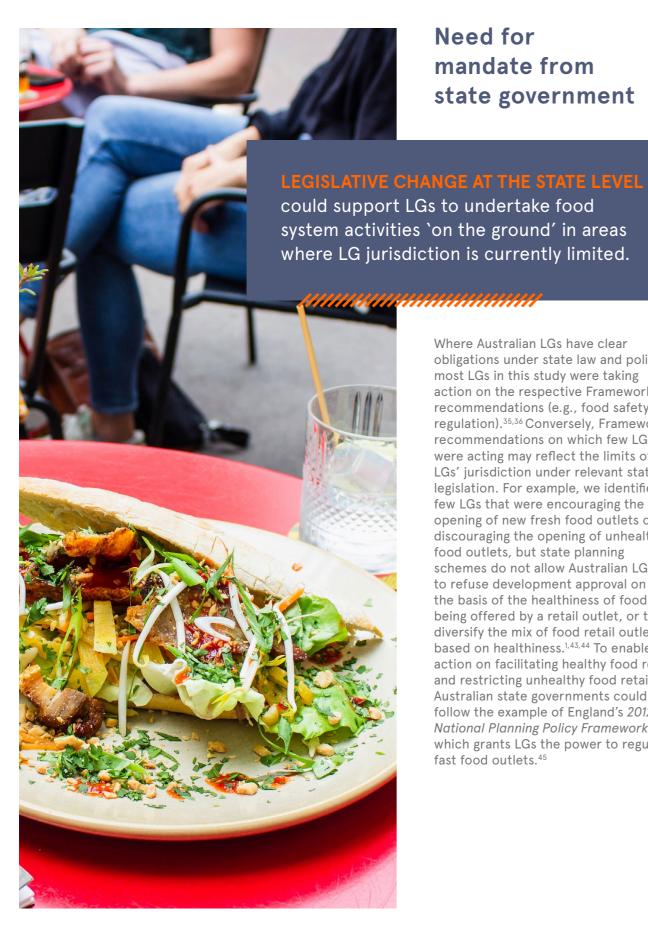
Need for equal activation across states

Establishing a focus on food system issues within and across relevant state government departments in NSW may enable NSW LGs to prioritise and act on food system issues at a level **COMPARABLE**

There was a significant difference between the number of NSW compared to Victorian LGs acting on the recommendations in the Framework, with Victorian LGs more likely to be acting on all but five of the 34 recommendations, and more likely than NSW LGs to have adopted comprehensive food systems policies. We speculate this may arise from differences in relevant Victorian and NSW state legislation and policy, especially in the fields of public health, planning, and climate change. For example, Victorian state planning policy specifies that 80-90% of households should be within 1km of a town centre of sufficient size to allow for provision of a supermarket.⁴² NSW does not have a similar statelevel policy, 41 and this may explain why a far greater proportion of Victorian LGs acted on food retail accessibility

compared to NSW LGs. Additionally, technical and financial resources provided by VicHealth - a state funded health promotion agency - create an enabling environment for Victorian LG action on food system issues that is not present to the same extent in NSW. VicHealth has a long history of supporting LG action on diet-related health, including providing \$5 million to eight LGs to address food security as part of its 2005-2010 Food for All program.⁴² In 2021, VicHealth launched a Local Government Partnership with a specific focus on building LG capacity in relation to food systems policy making. Similar funding, resourcing, and enabling policy and legislative frameworks in NSW could help to grow the role of NSW LGs in food system policy making. The next section details some specific recommendations for legislative reform at the state level.





Need for mandate from state government

Where Australian LGs have clear obligations under state law and policy, most LGs in this study were taking action on the respective Framework recommendations (e.g., food safety regulation). 35,36 Conversely, Framework recommendations on which few LGs were acting may reflect the limits of LGs' jurisdiction under relevant state legislation. For example, we identified few LGs that were encouraging the opening of new fresh food outlets or discouraging the opening of unhealthy food outlets, but state planning schemes do not allow Australian LGs to refuse development approval on the basis of the healthiness of food being offered by a retail outlet, or to diversify the mix of food retail outlets based on healthiness.^{1,43,44} To enable LG action on facilitating healthy food retail and restricting unhealthy food retail, Australian state governments could follow the example of England's 2012 National Planning Policy Framework, which grants LGs the power to regulate

fast food outlets.45

Some LG policies included in our study mentioned advocating to state government to amend state planning schemes to strengthen LG capacity in this manner, e.g., amending state planning legislation to enable LGs to implement zoning restrictions to increase opening of new fresh food outlets and discourage opening of unhealthy food outlets. Policies also indicated that LGs were leveraging

opportunities in innovative ways to maximise their involvement in other food system issues where there was no direct mandate to operate. However, a clear mandate from state governments for LGs to act on food system issues (accompanied by dedicated state funding) would enhance the role of LGs in creating a healthy, sustainable, and equitable food system.

Based on this, we make the following specific recommendations:

01

NSW state government should follow the examples of Victoria, South Australia and Western Australia in establishing a Public Health legislative framework that sets goals and targets at the state level and requires every LG to develop a Public Health and Wellbeing Plan that is consistent with the statelevel plan, and which explicitly sets targets and requires action on key food system priorities.

02

NSW state government should legislate on Climate Change (as Victoria has done), and in doing so, make clear the link between climate change and health. Further, the recommended NSW Public Health and Wellbeing Plans should require LGs to take action on both climate change and health, with an explicit focus on food systems.

03 -

Both NSW and Victoria need to urgently amend respective planning frameworks in order to address the lack of power LGs have with regard to the approval or refusal of food outlet type, and thus stem the phenomenon of 'food swamps'1.

04 -

Both NSW and Victoria need to develop state-wide, integrated and comprehensive Food System and Food Security plans that set objectives and targets at the state level, and which empower and resource LGs and communities to set local objectives and targets on priority food system issues, and then work toward their achievement.



What next?

For local governments

Embrace the next review of strategic documents (NSW community strategic plan, Victorian Council plan) as an opportunity to garner community and internal LG support for development of a dedicated food system policy.

In addition, consider how to embed elements of the food

system in all policies and plans, and to ensure communication and coherence between different areas of LG involved in addressing food system challenges (e.g., health and environment).

Use this report as a resource to understand the range of actions available to LG to address food system challenges and to leverage the actions your LG is already undertaking to promote a healthy, sustainable, and equitable food system.

Consider developing a dedicated food system policy, using those identified in this report as examples that can be tailored to local contexts and needs.

Continue responding to local contexts (including community demographics, environment, and location) and needs, including those identified through comprehensive consultation with community members, in order to integrate food system issues into new, non-food specific policies.46

For other levels of government

42

- O1 Acknowledge the work already undertaken by LGs regarding food system issues and consider how amendments to legislative frameworks (particularly at the state level) could create a mandate for LGs to enact positive change.
- O? Develop, adopt, and implement dedicated, mutually reinforcing food system policies at national and state levels that provide an overarching framework for the food system work undertaken by LGs.
- O3 Create dedicated and ongoing resourcing and funding opportunities available to LGs to address food system issues of relevance to their local contexts.

For researchers

- 1 Following on from this policy mapping study, our research team conducted a series of focus groups with six pioneer LGs (three in each state) to explore the factors that enable and hinder development and implementation of food system policies. The findings of this piece of research will be made available on the project website once finalised.
- 102 Future research should investigate the question of "what works?" at the local level in addressing the health, sustainability and equity challenges created by contemporary food systems. Monitoring the implementation and impact of LG food system policies to determine effectiveness is vital for accountability and ensuring that policies are having the anticipated effect (and the extent of this effect).
- **03** Future research should also investigate barriers to effective and coherent action by LG emanating from the state and federal levels (and the relationships between all three levels), and how these can best be addressed.



For other stakeholders and advocates

- 1 Advocate for change at other levels of government to enable LGs to strengthen their food systemrelated activities.
- **02** Activate and continue mutually beneficial partnerships with LG to deliver programs and services relevant to creating a healthy, sustainable, and equitable food system.



Additional resources for local governments

Further resources for developing food systems policies, including international examples, are available on these websites:

Australian Local Food System **Policy Database**

See the database here

(Developed by this research team)



Global Database for City and Regional Food Policies (University at Buffalo's Food Systems Planning and Healthy Communities Lab)

See the database here

B.C. Food System Policy Database

(Kwantlen Polytechnic University's Institute for Sustainable Food Systems)

See the database here

City Region Food System Toolkit (Food and Agriculture Organization of the United Nations)

See the toolkit here

Local Government Food Policy Database (USA & Canada) (Growing Food Connections)

See the database here

Strengthening Governance For Better Nutrition In Cities: A Framework for Assessment and Action (Global Alliance for Improved Nutrition)

See the resource here

Writing a Food Strategy: From Concept to Delivery (The Food Foundation)

See the resource here

Two Steps for Local Governments to Make Food Policy Work (Lara Sibbing, for Food Action Cities)

See the resource here

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44

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Appendices

Appendix 1. Framework of recommended policy actions for Australian local governments on food system issues

RECOMMENDED AREA FOR ACTION

Food System Policy

48

Develop a dedicated food system policy.

Health and Wellbeing

Promote sustainable, healthy diets through education (including in childcare, school, and other community settings), interactive workshops, events and festivals, health promotion and communication campaigns.

Support the provision of and access to safe drinking water and secure water supply.

Support programs and meal services providing healthy, sustainable food to vulnerable populations.

Promote traditional food cultures and traditional food growing, preparation practices and cooking skills, including Aboriginal and Torres Strait Islander food cultures.

Develop procurement policies that support the provision of healthy, sustainable, locally, and equitably sourced food for when local governments (LGs) purchase or procure food (e.g., for LG meetings), and for food purchased or provided at LG-operated premises and LG-run services.

Ensure that affordable, healthy food retail is easily accessible, including for those without private transport, people with limited mobility and with other access needs.

Promote/support breastfeeding.

Implement programs and environmental changes to promote healthy eating and water consumption by LG staff members.

Encourage existing food retailers and caterers to sell healthy, sustainable, and affordable food.

Partner with sport clubs (not owned/operated by LG) to provide healthy food choices for participants and spectators.

Encourage the opening of fresh food outlets and discourage the opening of unhealthy food outlets.

Develop and/or support implementation of sustainable, food-based dietary guidelines to inform consumers, city planners, food service providers, retailers, producers, and processors.

Restrict advertising for unhealthy food and increase promotions for healthy food.

Restrict unhealthy food in vending machines under LG control.

Provide dietary advice to women during pregnancy for healthy weight gain and adequate nutrition.

Use economic measures such as price promotions and subsidies to improve affordability/encourage consumption of healthier food products and discourage consumption of less healthy options.

Food Waste

Reduce food losses and food waste, and reduce food-related packaging waste.

Appendix 1. Continued

Sustainability and Environment

Promote/support sustainable local food production.

Support home and community gardening in private and public domains, including growing and composting food.

Support animal husbandry.

Promote or allow food production on land owned or managed by LG.

Strengthen the connections/coherence between food production, processing, distribution, and consumption, and maintain infrastructure for local food distribution.

Establish/strengthen policies and programs on food supply and food system resilience.

Promote and support sustainable water management in agriculture and food production.

Promote local food processing based on sustainable approaches.

Promote increased crop and livestock diversity, local agrobiodiversity, and wild foods.

Food Quality and Safety

Ensure a safe food supply through education on food quality and safety and administering and enforcing food safety regulations.

Social Policy

Support affordable housing.

Economic Development

Support local and regional food initiatives, e.g., roadside sales, farm gate sales, and van sales, buy local campaigns, agritourism, and food-related tourism, including food trucks/ mobile food vending.

Support local food producers and growers to conduct and grow their businesses, including in relation to farming and sustainability practices, technological innovations, and business administration.

Create jobs and facilitate training and employment pathways in the food and agricultural sectors.

Support public food markets (e.g., farmers' markets and food co-ops) and other food distributors.

Planning Frameworks

Modify housing/property designs to ensure adequate food storage and preparation areas.

Additional Actions Identified During Analysis

Provide, maintain, fund, and increase the use of communal infrastructure related to food, such as picnic areas and public place barbecues.

Provide and maintain kitchens that can be accessed by members of the public and community groups, such as in community halls and sport clubs.

Support commercial and recreational fishing, and other forms of aquaculture.

Appendices

Appendix 2. Complete results from local government food system policy mapping (all local governments, comparisons by state, comparisons by geographical classification)

				ICINI										
	T-	otal	N	ISW	Vic	toria								
Number of LGs	2	207		128		79								
Number of metropolitan LGs		66		34		32								
Number of non-metropolitan LGs		141		94		47								
Total documents	2	266	1	268	9	798								
Irrelevant core documents ^a		40		16		24								
Framework of recommendations domains and actions	To	otal	N	ISW	Vic	toria			Total	Metro	Total No	on-metro		
Food System Policy	n	%	n	%	n	%	X ² statistic	p-value	n	%	n	%	X ² statistic	p-value
Food system policy	13	6.3%	2	1.6%	11	13.9%	12.68	<.000	10	15.2%	3	2.1%	12.96	<.000
Health and Wellbeing														
Education/events on food system issues	179	86.5%	103	80.5%	76	96.2%	10.34	0.001	65	98.5%	114	80.9%	11.95	0.001
Access to safe drinking water	178	86.0%	115	89.8%	63	79.7%	4.13	0.042	58	87.9%	120	85.1%	0.29	0.592
Nutrition in vulnerable populations	152	73.4%	80	62.5%	72	91.1%	20.54	< .000	59	89.4%	93	66.0%	12.66	< .000
Traditional food cultures	92	44.4%	57	44.5%	35	44.3%	0.001	0.974	41	62.1%	51	36.2%	12.26	<.000
Healthy/sustainable LG food procurement policies	83	40.1%	37	28.9%	46	58.2%	17.49	<.000	38	57.6%	45	31.9%	12.33	<.000
Accessible healthy food retail	82	39.6%	40	31.3%	42	53.2%	9.81	0.002	45	68.2%	37	26.2%	33.06	<.000
Breastfeeding	59	28.5%	16	12.5%	43	54.4%	42.15	<.000	24	36.4%	35	24.8%	2.94	0.086
Healthy eating by LG staff	34	16.4%	15	11.7%	19	24.1%	5.41	0.02	13	19.7%	21	14.9%	0.76	0.385
Encourage existing retailers/caterers to sell healthy, sustainable and affordable food	30	14.5%	5	3.9%	25	31.6%	30.33	<.000	15	22.7%	15	10.6%	5.3	0.021
Partner with sport clubs to provide healthy choices	27	13.0%	2	1.6%	25	31.6%	38.98	<.000	6	9.1%	21	14.9%	1.34	0.248
Encourage opening of new fresh food outlets; discourage unhealthy outlets	16	7.7%	3	2.3%	13	16.5%	13.64	<.000	9	13.6%	7	5.0%	4.74	0.029
Dietary guidelines for external settings	14	6.8%	3	2.3%	11	13.9%	10.39	0.001	3	4.5%	11	7.8%	0.76	0.385
Restrict unhealthy food advertising; increase healthy food promotion	7	3.4%	1	0.8%	6	7.6%		0.013b	3	4.5%	4	2.8%		0.682b
Restrict unhealthy food in vending machines under LG control	4	1.9%	1	0.8%	3	3.8%		0.156b	1	1.5%	3	2.1%		1 ^b
Pregnancy dietary advice	3	1.4%	1	0.8%	2	2.5%		0.559b	3	4.5%	0	0.0%		0.031 ^b
Use economic tools to encourage affordability/consumption of healthier foods: discourage less healthy foods	3	1.4%	1	0.8%	2	2.5%		0.559b	2	3.0%	1	0.7%		0.239 ^b

^a All core documents were included in the analysis and chi-squared test. Irrelevant core documents are those that contained no actions from the framework of recommendations.

foods; discourage less healthy foods

Appendix 2. Continued

Framework of recommendations domains and actions	To	otal	N	sw	Vic	toria			Total	Metro	Total No	on-metro		
	n	%	n	%	n	%	X² statistic	p-value	n	%	n	%	X² statistic	p-value
Sustainability and Environment														
Sustainable local food production	191	92.3%	115	89.8%	76	96.2%	2.77	0.096	53	80.3%	138	97.9%	19.46	<.000
Home and community gardening	167	80.7%	96	75.0%	71	89.9%	6.93	0.008	65	98.5%	102	72.3%	19.71	<.000
Animal husbandry	167	80.7%	92	71.9%	75	94.9%	16.67	<.000	47	71.2%	120	85.1%	5.57	0.018
Food production on LG land	144	69.6%	78	60.9%	66	83.5%	11.79	0.001	60	90.9%	84	59.6%	20.85	<.000
Strengthen food chain connections/distribution	131	63.3%	78	60.9%	53	67.1%	0.8	0.372	36	54.5%	95	67.4%	3.19	0.074
Food supply and food system resilience	115	55.6%	70	54.7%	45	57.0%	0.1	0.749	29	43.9%	86	61.0%	5.3	0.021
Sustainable water management in food production	88	42.5%	38	29.7%	50	63.3%	22.57	<.000	25	37.9%	63	44.7%	0.85	0.356
Local, sustainable food processing	45	21.7%	32	25.0%	13	16.5%	2.1	0.148	7	10.6%	38	27.0%	7.06	0.008
Agrobiodiversity and wild foods	24	11.6%	9	7.0%	15	19.0%	6.81	0.009	10	15.2%	14	9.9%	1.2	0.351
Economic Development														
Local food initiatives for economic development	174	84.1%	107	83.6%	67	84.8%	0.05	0.816	53	80.3%	121	85.8%	1.02	0.313
Local food producers	163	78.7%	99	77.3%	64	81.0%	0.39	0.531	28	42.4%	135	95.7%	76.36	<.000
Food-related job creation	134	64.7%	81	63.3%	53	67.1%	0.31	0.578	36	54.5%	98	69.5%	4.41	0.036
Public food markets and distributors	115	55.6%	59	46.1%	56	70.9%	12.16	<.000	48	72.7%	67	47.5%	11.57	0.001
Food Waste														
Food losses and waste	185	89.4%	115	89.8%	70	88.6%	0.08	0.779	65	98.5%	120	85.1%	7.12	0.008
Food Quality and Safety														
Education on/enforce food safety regulations	200	96.6%	122	95.3%	78	98.7%	1.75	0.186	66	100.0%	134	95.0%	3.39	0.066
Social Policy														
Affordable housing	149	72.0%	95	74.2%	54	68.4%	0.83	0.361	63	95.5%	86	61.0%	26.47	<.000
Planning Frameworks														
Modify housing/property designs to ensure adequate food storage/ preparation areas	21	10.1%	11	8.6%	10	12.7%	0.89	0.347	13	19.7%	8	5.7%	9.7	0.002
Others														
Provide communal infrastructure	149	72.0%	87	68.0%	62	78.5%	2.68	0.102	53	80.3%	96	68.1%	3.33	0.068
Provide kitchens for community	100	48.3%	64	50.0%	36	45.6%	0.38	0.535	28	42.4%	72	51.1%	1.34	0.246
Support fishing/aquaculture	84	40.6%	56	43.8%	28	35.4%	1.4	0.237	19	28.8%	65	46.1%	5.59	0.018

^b Fisher's exact test

LG: local government; NSW: New South Wales; NA: Not applicable

Appendix 3. Examples of LG action in the domain of Health and Wellbeing

Framework Recommendation	Examples
Promote sustainable, healthy diets through education, interactive workshops, events and festivals, health promotion and communication campaigns.	 Activity types: festivals; information material; cross-promotion of non-LG initiatives; classes/workshops; demonstrations; tours. Topics: waste; food growing; food safety; nutrition/healthy eating; sustainability; and social services (e.g., food vouchers/food relief guides). Settings: Childcare services, schools, libraries, community gardens, religious sites, open spaces, community centres, aged care/health facilities, supermarkets.
Support the provision of and access to safe drinking water and secure water supply.	 Install drinking water fountains. Responsibility for water utilities/infrastructure. Drinking water quality/safety policies. Water carting policies. Actions/objectives related to water security, availability, affordability, taste.
Support programs and meal services providing healthy, sustainable food to vulnerable populations.	 Populations targeted: seniors; people with a disability; children; Aboriginal and Torres Strait Islander people; people experiencing homelessness; migrants; low socioeconomic communities; women's groups/services. Actions: Provide Meals on Wheels/home support services; support charitable food services; provide grocery shopping assistance; encourage food donation; gardening/cooking programs; research food access needs; healthy eating/nutrition training for staff working with vulnerable people.
Promote traditional food cultures and traditional food growing, preparation practices and cooking skills, including Aboriginal and Torres Strait Islander food cultures.	 Aboriginal and Torres Strait Islander: bush tucker education and gardens; farmer education on Traditional Custodians' agricultural practices; tourism; festivals; cottage bush food businesses; encouraging restaurants to use native foods/ingredients. Festivals/events celebrating diverse cultures. Multicultural 'Starting Your Own Food Business' workshops. Open space for ethnic groups to grow preferred foods.

Appendix 3. Continued

Framework Recommendation	Examples
Develop procurement policies that support the provision of healthy, sustainable, locally, and equitably sourced food for when local governments (LGs) purchase or procure food (e.g., for LG meetings), and for food purchased or provided at LG-operated premises and LG-run services.	 Create catering/procurement policies (or implement existing guidelines) for meetings, events, childcare, aged care. Include health, fair trade, organic, locally grown, animal ethics, cultural food traditions, dietary requirements in these policies.
Ensure that affordable, healthy food retail is easily accessible, including for those without private transport, people with limited mobility and with other access needs.	 Zoning/planning prioritises fresh food outlet accessibility. New residential developments/infill areas include healthy food retail. Build new housing near existing shopping centres. Locate supermarkets in activity centres/near public transport interchanges. Map food deserts. Use (Vic) Food Sensitive Planning and Urban Design Framework. Improve walkability and cyclability. Create "30 minute" neighbourhoods where residents can access food retail within 30 minutes by active transport. Accessible built environment and store layout.
Promote/support breastfeeding.	 LG-operated childcare policies: educate staff/parents; provide places for mothers to express; include fathers in discussions. Promote Australian Breastfeeding Association programs. Breastfeeding friendly workplace protocols. Signpost breastfeeding facilities. Advocate for breastfeeding in public places.

Appendix 3. Continued

Framework Recommendation	Examples
Implement programs and environmental changes to promote healthy eating and water consumption by LG staff members.	 Hold Work Health & Safety expos – include diabetes risk checks, chronic disease screening, information about nutrition, cooking demonstrations, healthy food tasting. Use staff newsletters, meetings, posters, brochures, and presentations by dietitians to promote healthy eating messages. Run staff wellbeing (nutrition) challenges. Allow staff to take leave to attend educational programs such as nutrition consultation sessions. Encourage staff social groups to promote preparing and sharing healthy food (e.g., Soup and Salad group). Provide free fruit for staff at LG offices. Provide adequate food storage and preparation facilities on LG premises to encourage staff to bring fresh food. Avoid placing unhealthy fundraisers (e.g., chocolate drives) in staff kitchens and other public places on LG premises. Create a team environment that is supportive of tea and meal breaks being taken. Install water bottle refill stations in staff offices.
Encourage existing food retailers and caterers to sell healthy, sustainable, and affordable food.	 Assess vendors for LG-run events against Australian Dietary Guidelines or other healthy eating guidelines; prioritise vendors selling fresh, healthy raw or prepared foods. Assess food businesses against healthy eating criteria (e.g., 'Taste for Health'). Encourage environmental changes to supermarkets/stores (e.g., shelf labels, signage, end of aisle displays, menu labelling). Hold education sessions to provide information to retailers on healthy food guidelines and link retailers to appropriate food distribution businesses. Encourage business participation in initiatives such as Healthy Oils Project; Best Bites Program. Encourage local businesses (such as take away shops) to sell lowenergy foods and reformulate meals to provide healthier options.
Partner with sport clubs (not owned/operated by LG) to provide healthy food choices for participants and spectators.	 Encourage sport clubs to participate in healthy club environment initiatives (e.g., Finish with the Right Stuff (NSW), Health at the Y - YMCA project; Good Sports; Water in Sport). Assist sport clubs to implement the Victorian Healthy Choices Guidelines, including through canteens, sponsorship, player vouchers and fundraising. Provide direct and indirect funding (inform of opportunities and assist writing grant applications) assistance. Host workshops with or provide information to sport club canteen staff/volunteers on improving availability of healthy food and drinks.

Appendix 3. Continued

Framework Recommendation	Examples
Encourage the opening of fresh food outlets and discourage the opening of unhealthy food outlets.	 Advocate for state government planning schemes to reduce fast food outlets. Increase fresh food outlets as townships expand.
Develop and/or support implementation of sustainable, food-based dietary guidelines to inform consumers, city planners, food service providers, retailers, producers and processors.	 Support implementation of existing guidelines (e.g., Australian Dietary Guidelines; Victorian Healthy Choices Guidelines) by businesses, food vendors, schools, universities, health services, etc. Develop healthy catering guidelines for (non-LG) workplaces. Support food agencies to develop healthy food donation guidelines.
Restrict advertising for unhealthy food and increase promotions for healthy food.	 Reduce marketing of unhealthy foods at LG facilities. Disallow advertising of unhealthy food products, suppliers and fast-food restaurants at recreation/sport reserves. Use Vic Government Healthy Choices Guidelines to inform eligibility of food advertisements/promotions.
Restrict unhealthy food in vending machines under LG control.	 Specify in contracts the types of foods and drinks that are suitable for supply in vending machines. Use Victorian Government Healthy Choices Guidelines to inform healthy vending machine options.
Provide dietary advice to women during pregnancy for healthy weight gain and adequate nutrition.	 Host presentations at pregnancy groups to encourage healthy eating by women and their partners. Provide information addressing healthy eating following a diagnosis of gestational diabetes.
Use economic measures such as price promotions and subsidies to improve affordability/encourage consumption of healthier food products and discourage consumption of less healthy options.	 Support farmers' markets offering produce at competitive prices. School canteens have healthy (green traffic light) options that are cheaper than less healthy (amber and red) options. Advocate for tax incentives to make water cheaper than sugary drinks.

Appendix 4. Examples of LG action in the domain of Sustainability and Environment

Framework Recommendation	Examples
Promote/support sustainable local food production.	 Protect land for food production. Reduce land-use conflicts. Support farmers with holistic land management. Provide information/education on sustainable farming practices (e.g., regenerative, climate-friendly, holistic grazing, on-farm biodiversity, salinity, soil health); managing biosecurity and weed/pest control; monitoring pollution from agriculture. Encourage native species planting and crops suited to climate/soil/water availability. Support sustainability-focused initiatives utilising technological innovations, Centres of Excellence, and research and development.
Support home and community gardening in private and public domains, including growing and composting food.	 Adopt/implement community gardening policies. Fund community garden groups. Teach residents about food growing/composting through workshops/demonstration gardens. Provide information on local edible species.
Support animal husbandry.	 Adopt and implement policies for residents on keeping animals (e.g., chickens, bees). Prioritise ethical production (i.e., free range, cruelty free). Operate saleyards/livestock exchange. Allow roadside and public open space grazing of livestock, land agistment, and stock droving. Facilitate operation of local abattoirs and processing facilities. Support the local livestock industry to enter and succeed in high-end quality niche product markets and/or exports. Encourage sustainable methods: holistic grazing, effluent reuse on intensive animal farms, protecting soil and water health. Support animal-related research initiatives (e.g., Animal Health Laboratory regarding animal diseases; breeding and genetics).
Promote or allow food production on land owned or managed by LG.	 Adopt/implement community gardening policies. Demonstration food gardens. Use native plant/bush tucker species in parks. Fruit tree verge plantings. Advocate for state government planning schemes to allocate land for public food production.

Appendix 4. Continued

Framework Recommendation	Examples
Strengthen the connections/coherence between food production, processing, distribution and consumption, and maintain infrastructure for local food distribution.	 Establish/maintain infrastructure for local/regional distribution. Facilitate short food supply chains: support farmers' markets/ food co-ops; encourage local retailers/businesses to sell/use local produce; educate community members and staff on 'food miles'; implement catering/procurement policies prioritising local food. Participate in regional rail transport projects. Build freight precincts with storage/containerisation facilities. Co-locate production, processing and distribution centres. Facilitate access to local and global markets (e.g., airport infrastructure).
Establish/strengthen policies and programs on food supply and food system resilience.	 Support community gardens and farmers' markets to reduce reliance on a globalised food supply and susceptibility to shocks. Partner with research centres for field trials of climate and disease resistant plant varieties. Within policies, integrate food production, climate change, and food security concerns Use climate change scenario modelling to assist farmers to plan for a range of eventualities. Respond to natural disasters: emergency disaster relief funds and pop-up pantries; livestock evacuation plans; post-disaster food hygiene surveillance.
Promote and support sustainable water management in agriculture and food production.	 Use reclaimed water/effluent for agricultural irrigation, community gardens and saleyards. Explore and promote alternatives to groundwater use for agricultural purposes. Support farmers to improve farm water management (e.g., preserving water, irrigation best practice, avoid riparian zone contamination, construct cattle fencing), and to practice water capture and use. Encourage alternative farming methods (e.g., dryland, hydroponic). Secure water supply for agricultural purposes (e.g., managing conflict with mining industry, advocate for water security, water storage projects, water trading policies, pipeline projects, monitoring groundwater levels). Encourage on-farm aquaculture to maximise water resource use.
Promote local food processing based on sustainable approaches.	 Support on-farm value adding and development approvals for abattoirs and other processing facilities close to productive farms. Land use planning promotes agribusiness precincts/clusters, and avoids conflict with other land uses. Retain existing food processing infrastructure. Host workshops on preserving excess fruits and vegetables.

Appendices

Appendix 4. Continued

Framework Recommendation	Examples
Promote increased crop and livestock diversity, local agrobiodiversity and wild foods.	 Support safe and sustainable hunting practices (including for kangaroo). Allow wild, small-scale harvest of fish (e.g., Indigenous fish traps). Promote consumption of edible weeds (through workshops and education), foraging (including native and non-native) and mushrooming. Increase native plants (e.g., in windbreaks) and native seed production. Support crop diversification (including development of climate [hot and cold] resistant varieties). Encourage farmers and gardeners to use heirloom species.

Appendix 5. Examples of LG action in the domain of Economic Development

Framework Recommendation	Examples
Support local and regional food initiatives, e.g., road side sales, farm gate sales, and van sales, buy local campaigns, agritourism, and food-related tourism, including food trucks/mobile food vending.	 Promote food- and agritourism: food trails, on-farm cooking classes, mushrooming, farm stays, paddock to plate initiatives, food truck markets. Tourism activities celebrating Aboriginal and Torres Strait Islander cultures: bush tucker tours, traditional fishing, camp cooking, Brewarrina Fish Traps. Support identification, availability and purchase of local foods: labelling, buy local campaigns, encouraging local retailers, cafes and restaurants to stock and cook with local food products. Permit operation of roadside stalls/farm gate sales without development applications.
Support local food producers and growers to conduct and grow their businesses, including in relation to farming and sustainability practices, technological innovations, and business administration.	 Economic priority: Economic Development Strategies under which agriculture was identified as a pillar of growth; Agriculture and Agribusiness Strategies; enabling access to domestic and export markets. Business support: information and workshops to farmers on digital skills, Rural Financial Counselling Service, e-commerce workshops, holistic financial planning and decision making; business awards; low interest loans; support value adding and diversification; support start-ups, incubators and social enterprise; keep register of farms for sale/lease. Environmental farm management for benefits to productivity and economic returns: Information, education and incentives related to weed management, water runoff quality and biodiversity; whole-of-farm plans; holistic grazing; climate change and energy forums; awards recognising environmentally-sustainable farm management; promote "green" economic activities. Networking: Cooperative farming/landshare; industry events (e.g., food forums, agricultural shows and expos, field days); committees and advisory groups (including participation by Council staff). Infrastructure: Agribusiness clusters/precincts; saleyards/livestock exchanges; abattoirs; internet and mobile phone coverage; road maintenance and heavy vehicle transport infrastructure; aerodromes and rail infrastructure. Innovation: Centres of Excellence and agricultural research centres; connect producers to research institutions; encourage uptake of technological advances. Staffing: Succession planning and mentoring across generations; attract seasonal workers; accommodation for seasonal workers; Agribusiness Workforce Forum.

Appendices

Framework Recommendation	Examples
Create jobs and facilitate training and employment pathways in the food and agricultural sectors.	 Facilitate succession planning, and cross-generational mentoring to upskill young farmers and enable older farmers to retire. Provide or support institutional training and employment pathways in "agri-education" (agriculture, agribusiness, horticulture). Includes partnerships with the agricultural sector, universities/TAFE and businesses, and trade training programs. Facilitate pathways for young farmers into farm ownership (e.g., share farming, management buy-out, low interest loans). Collate a register of farms for sale/lease; connect [potential] producers to land owners of vacant or underused farmland. Support agribusiness start-ups/incubators/social enterprises/entrepreneurial initiatives. Create new food-related jobs through economic development activities (e.g., establishing food manufacturing hubs, agricultural expansion, investment prospectuses). Right to Farm policies. Fair trade issues: preference caterers that employ local people; use fair-trade certified products. Retain skilled workers and address skilled labour shortages (e.g., seasonal labour share programs, encourage new migrants to settle in regional areas, "Work for the Dole" program partnering with food producers, seasonal worker accommodation). Hold multicultural 'starting your own food business' workshops. Support projects and initiatives that promote Women in Agriculture.
Support public food markets (e.g., farmers' markets and food co-ops) and other food distributors.	 Support farmers' markets: permit on local government/public land; streamline application processes; assist market organisers to secure grant funding; aid promotion and marketing; provide financial contributions. Councillors participate in market committees. Support community groups to establish local food co-ops and community grocers. Support establishment or retention of rural produce stores.

Appendix 6. Examples of LG action in the domain of Food Waste

Framework Recommendation	Examples
Reduce food losses and food waste, and reduce food-related packaging waste.	 Encourage at-home and school composting and worm farms through educational workshops and rebates to subsidise the cost of equipment. Food Organics and Garden Organics (FOGO) kerbside collection service – provision or investigation of feasibility. Composting at local government-managed buildings and offices. Promote existing local, national and international food waste campaigns and initiatives (e.g., Love Food Hate Waste, International Compost Awareness Week). Encourage community members and businesses to donate surplus food to food relief agencies. Individual behaviour change initiatives to reduce food-related packaging waste (e.g., beeswax wrap making workshops, disseminating information about 'nude' lunchboxes. Structural and/or policy mechanisms such as event policies that prohibited single-use plastics. Support the state Container Deposit Scheme (NSW), or advocate for implementation of such a scheme (Victoria).

Appendix 7. Examples of LG action in the domain of Food Quality and Safety

Framework Recommendation	Examples
Ensure a safe food supply through education on food quality and safety, and administering and enforcing food safety regulations.	 Enforcement of respective state-based Food Acts. Environmental Health Officers inspect food business premises. Provide education to businesses, temporary events, and markets on the requirements of the Food Acts and safe food handling procedures. Implement food hygiene and safety scoring programs (e.g., Scores on Doors in NSW; Best Bites in Victoria).

Appendix 8. Examples of LG action in the domain of Social [Housing] Policy

Framework Recommendation	Examples
Support affordable housing.	 Stand-alone affordable housing policy/strategy. Also included in other land-use and built environment planning documents (e.g., Growth Management Plans). Development and zoning controls ensure retention of affordable housing stock, including LG-owned stock. Education, training and incentives to the housing construction sector to include affordable housing in developments. Requirements for new developments to include a specified proportion of affordable housing. Affordable housing contribution schemes (e.g., NSW State Environmental Planning Policy No. 70 - Affordable Housing). Partnerships with agencies, organisations (e.g., Housing Trusts) and the private sector. Participation in regional affordable housing alliances. Advocating to state government for provision of affordable housing to be mandated in planning policies. Support social enterprises that offer affordable housing. Provide funding for initiatives trialling intergenerational housing models that link young people seeking accommodation with older people living alone.

Appendix 9. Examples of LG action in the domain of Planning Frameworks

Framework Recommendation	Examples
Modify housing/property designs to ensure adequate food storage and preparation areas.	 NSW local approvals - Development application criteria: caravans/ moveable homes must have cooking facilities. NSW local order 21: owner/occupier of land/premises must ensure provision of suitable cooking facilities and kitchen sink. Council-operated childcare facilities have designated areas for storage and preparation of food, and storage of kitchen waste. Residential buildings have space for food waste receptacles and/or on-site composting/worm farming. Encourage developers to consider design elements, including kitchens. Rooming houses (Victoria) have food storage, preparation and dining areas. Improvement of kitchen facilities in Council staff housing properties. Design, construct and upgrade Council-owned property to enable people with disabilities to use kitchen facilities.

