

FOOD SYSTEMS BACKGROUND AND MAPPING

TE MAHINGA KAI O TAIRAWHITI | 2020





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This analysis forms background mapping of the first phase in a collective impact food systems project – *Te Mahinga Kai o Te Tairawhiti*. This project, which is expected to span up to at least two years, will inform the development of a sustainable regional food security and food sovereignty strategy for Tairawhiti, and backbone the implementation and achievement of the vision and objectives agreed upon by the *Te Mahinga Kai o Te Tairawhiti* Steering Group.

The evidence supporting a relationship between a good food system and health and wellbeing is overwhelming. This report reveals the complexities of this relationship, and the influence that such a relationship holds over the quality of life of the Tairawhiti community.

This background mapping includes a desktop analysis of existing policies, strategies and reports, accompanied by group and individual interviews with key players and important stakeholders across the system. This report explores some of the principle and key systemic influences on the local food system of Tairawhiti. The aim has been to provide

rationale behind why a large percentage of the Tairawhiti population do not and are not able to eat as well as they could despite a collective goal of optimising liveability for all. The report aims to support community leaders, stakeholders, the local food system leaders and the Tairāwhiti community in the establishment, promotion and expansion of a healthy, delicious, sustainable and fair food system for all residents in the region.

With our helicopter view of the system, we are able to reveal factors at local, regional and national levels that span across systems of economy, ecology, politics, and culture. This systems lens reveals how these systems influence and shape the food cupboards across Tairawhiti households, restaurants and cafes, and workplaces.

The report identifies gaps and weaknesses across documentation and implementation of previous and current projects and initiatives. With this information and analysis, it is possible to inform recommendations for the

development and implementation of the *Te Mahinga Kai o Tairawhiti* project.



Armed with insights, observations and learnings from Covid-19 lockdown in Te Tairāwhiti, a design challenge question was posed which was *“How might we enable a nourishing and sustainable local kai system for Te Tairāwhiti?”*

Being a desktop review, with preliminary insights from a small scale of individuals across the region interested in building a healthier and more sustainable food system, we by no means make claims that it is comprehensive or final. Rather, the report is evidence-based and seeks to build discussions, laying the foundations for the next phase of *Te Mahinga Kai o Te Tairawhiti*.



2. PRINCIPAL FINDINGS & RECOMMENDATIONS

ECONOMY

1. There are major opportunities to support existing and new growers to achieve greater produce diversity and extended production seasons in Tairāwhiti
2. There are significant economic pressures on Tairāwhiti residents that negatively affect their eating patterns and overall health and wellbeing
3. Government regulatory barriers place restrictions on the capacity of farmers and local growers to sell directly from the farm gate, with permits required for food markets and stores

Economically, food is an integral part of a balanced production and exchange system. Growing, processing, and providing food can generate sustainable employment. Tairāwhiti has an established and successful agriculture sector. However, there remain other economic areas that need focussed attention in the community. Commonly across Aotearoa, inequities in access to good food are associated with basic problems in the local

communities. Setting up or supporting exemplary small-to-medium food enterprises is one way amongst many of responding to this issue.

Economic recommendations:

- a) Diversify and expand food production, distribution, and consumption in Tairāwhiti, with an emphasis on fresh, seasonal, and most importantly, local produce
- b) Support business innovation, social enterprise and local job creation in Tairāwhiti's food system, for example through consideration of a Tairāwhiti/ East Coast food box.
- c) Explore opportunities to support the emergence of essential food providers in retail environments, especially in rural areas, as opposed to heavily burdening communities with non-essential food providers.
- d) Supporting local suppliers to provide economically accessible locally produced food.

- e) Encouraging changes in pre-existing food retailers to support people to make healthier choices, and support local food growers (such as changes in in-store promotion, promoting and selling more local produce, display of foods and food placement, menu adaptation, portion size.

ECOLOGY ---

1. The Rau Tipu Rau Ora Covid-19 Pandemic Response and Recovery Plan 2020 reflects a deep understanding of the significance of the ecological values of the Tairāwhiti region and the importance of preserving it for its biodiversity, agricultural, horticultural and heritage values.
2. Agricultural, domestic and forestry land use in Tairāwhiti are some of the most significant contributors to pollutant loads to receiving waters.
3. High levels of obesity and dietary related ill health levels in part caused by the lack of fresh food outlets (food deserts) throughout the East Coast and low levels of food literacy.

POLITICS ---

1. Systems thinking is new to most people and an emerging approach to organisational planning and strategy. Healthy Families East Cape have evaluated through reports and

4. According to Hauora Tairawhiti (2019), Tairāwhiti has the highest level of deprivation than any other district, with two thirds of the population (65%) living in Decile 8-10. This trend is further exacerbated when split by ethnicity, with 77% of Māori in Te Tairāwhiti living within deciles 8-10, and 78% of Māori children under 10 living in Deciles 8-10
5. In common with many towns and isolated regions, minimising food waste and recovering vital nutrients presents a major challenge. Over 30% of waste in the garbage bin in Tairāwhiti was food waste, constituting a major source of methane gas emissions.

Ecologically, living in a sustainable environment that enables availability and access to nutritious food has a direct relationship to better health outcomes. Adequate fruit-and-vegetable consumption, for example, can decrease the risk of obesity and diet-related chronic diseases. Growing food locally can, for example, contribute to decreasing these issues.

conversations with stakeholders throughout the community that this new way of thinking is an opportunity to test approaches and methods that are outside of the norm.

2. A regenerative, local food system with a focus on nutritious kai is mentioned in the Rau Tipu Rau Ora Covid-19 Pandemic Response and Recovery Plan 2020, where Gisborne District Council is the facilitator. There is an indication of mutually supportive players and clear strategic direction on the coordination of local governmental sectoral Key Performance Indicators and mutually supportive policies.
3. Building the capacity of individuals throughout our region to increase the sustainability of projects will be enhanced with the appropriate investment of time and energy.
4. Local governments are not often positioned to invest heavily in new programs because of the likelihood of change or disruption in the political environment.
5. A major challenge is presented by the different levels of government and their powers in localised regional affairs.

Politically, Gisborne District Council has taken the laudable step through partnering with Toitū Tairāwhiti and others to develop, in Rau Tipu Rau Ora Covid-19 Pandemic Respond and Recovery Plan 2020, a local food systems strategy that attends to the whole food system and looks to create regional food security and food sovereignty. The Healthy Families East

Cape team and project partners are acutely aware of the critical issues that affect a vibrant food system. They are clear about what political environments can directly change, what it can influence, and what is beyond its jurisdiction. Local council could thus take a local, state-wide, and national lead in this area. That is, Tairāwhiti-Gisborne could become a city and region that consciously treats food as a central part of its social life. In political terms, this means building questions of the vitality of the local food system into the centre of its policy-making.

Political recommendations:

- a) Build capacity amongst council and throughout stakeholders by integrating food systems thinking across different business units and within key council plans and strategies
- b) Evaluation processes and priorities should be in place from the outset of the project
- c) Council adoption of policies that protect and prioritize local food providers, providing to the local region
- d) Advocate to other levels of government through research and case studies for changes in planning policy for better control around density and proximity to vulnerable communities of fast food outlets.

CULTURE

1. The strongest predictors (amongst others) of inadequate vegetable consumption and inadequate vigorous moderate physical activity is “a lack of time”: many East Coast residents working in Tairāwhiti are faced with long commutes by car to work however this is not the only cause with cost and convenience significantly relevant factors

2. Eating habits and healthy lifestyles are learnt; and there are powerful economic interests that shape eating habits of families and children

3. Conversations with key stakeholders revealed that engagement and sustainability of future projects would be greatly enhanced if they were designed with a community-led approach, in a ‘bottom up’ way

4. Advocacy for change and accountability greatly benefit from vision, inspiration and living examples of possibilities.

Culturally, the liveability challenges of employment, transport in and around the Tairāwhiti region, including the East Coast, and cost of living pressures, together with a planning framework that has privileged the expansion of non-essential food providers, mean that ‘making healthy choices the easy choices’ is not easy for many of our whānau. Transforming a food system that, in effect, makes unhealthy choices the easy choices, to one that supports optimal health and

wellbeing for all of Tairāwhiti, will require united and committed action around the aspirational visions and targets of the *Te Mahinga Kai o Te Tairawhiti*. Tairāwhiti stakeholders within the food sector, service providers and food banks already take food very seriously. This provides a strong basis for acting in the area of food. Even though this cultural strength does not yet translate into more than an emergent political engagement with food issues in the local area, the signs are promising.

Cultural recommendations

- a) Healthy eating and dietary habits and related issues must be analysed within a broad systemic context that factors in potential causes and their effects. This is needed to build a shared understanding of the Tairāwhiti food system, and its challenges and opportunities amongst a diverse and representative group of stakeholders
- b) Establish a shared and widely understood definition and baseline of food literacy with Tairāwhiti residents and food system stakeholders
- c) Raise levels of food literacy across the region, particularly amongst the youth
- d) Establish a local food security coalition of food producers, distributors, and consumers to strengthen food security
- e) Evaluation and iterative community engagement processes worked into

the life of the project but especially at
the outset are essential.



3. INTRODUCTION

The principal findings and recommendations illustrate a Tairawhiti that is experiencing significant unresolved and underlying social and health challenges throughout. These challenges have, and continue to have vast negative impacts on the health, wellbeing and quality of life of many residents. Facing these challenges head on using a systematic approach, guided by collective impact and a shared vision across all institutions, organisations, stakeholders and community in Tairawhiti will be required for positive impact.

Many of the serious challenges, such as high rates of obesity and chronic health issues, have their origins in the food system. The Healthy Families East Cape team is working in partnership with local food system stakeholders and the wider system to create a substantial knowledge base and will backbone support a number of local projects and initiatives that this project can learn from and build upon.

Other observations such as gardening, horticulture, fisheries and agriculture demonstrate Tairāwhiti's relationships within

the food system extend beyond consumer accessibility, food literacy and health. In fact, it extends into the world of economic development or decline, food production, food security and food sovereignty.

As part of the back-boning process, a Partnership Steering Group has been established, with representatives of several organisations, including Hikurangi Enterprises Ltd, SuperGrans Tairawhiti, Rongowhakaata Iwi Trust, Cobham School, Te Whare Wananga o Awanuiarangi, Gizzy Kai Rescue and Trust Tairawhiti, coming together to plan, implement, monitor, evaluate and promote the *Te Mahinga Kai o Tairawhiti* project.

Project team hui have taken place between the months of August and November 2020. The early phases of the project will help inform the development of a Local Food Plan, and subsequent project activities will support its implementation and the achievement of its objective.



HEALTHY FAMILIES EAST CAPE

Healthy Families East Cape focuses on preventative measures aimed at addressing the underlying causes of poor health in settings such as schools, early childhood centres, workplaces, neighbourhoods and streets by encouraging healthy eating and physical

activity, and reducing tobacco smoking and harmful alcohol intake.

SYSTEMS THINKING APPROACH

The Healthy Families East Cape prevention initiative is distinct from previous attempts to tackle complex health issues in that it takes a systems' thinking approach. The Healthy Families NZ Summative Evaluation report (Ministry of Health, 2018) explains that this approach 'recognises that obesity is a complex issue with many causes including biology and behaviours but is also influenced by cultural, environmental and social factors.

While the potential for a 'systems thinking approach to broaden your understanding of complex issues' was generally recognised by Healthy Families East Cape staff, there were a number of challenges to this approach highlighted in the evaluation report. Some challenges mentioned included difficulty in explaining the concept of systems thinking to other systems stakeholders and community.



5. TAIRĀWHITI CONTEXT

Tairāwhiti-Gisborne is located on the East Coast of the North Island with a current population of 48,016 throughout the entire region. The Tairāwhiti district covers a land

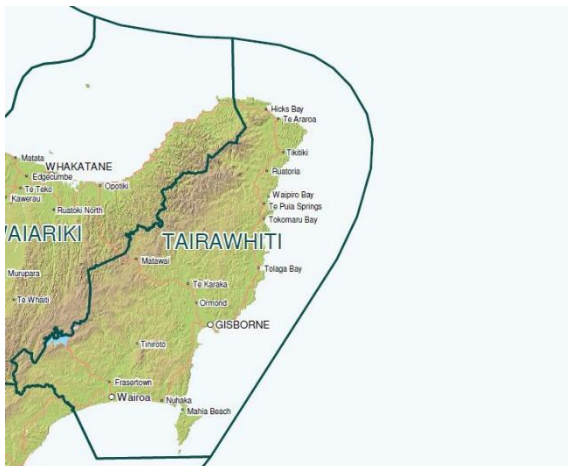


Figure 1 Tairāwhiti-Gisborne District (Maori Land Court, 2020)

area of 8,265 square kilometres, equating to approximately 5% of New Zealand’s total land area.

Figure 1 illustrates the Tairāwhiti region, including other small settlements throughout –

Matawai, Te Karaka, Tolaga Bay, Tokomaru Bay, Ruatoria, Te Araroa and Potaka.

Tairāwhiti-Gisborne has the highest population of Maori of all regions throughout the country, with 53% identifying as Maori, compared to 14% nationally. The iwi of Tairāwhiti are Ngai Tamanuhiri, Rongowhakaata, Te Aitanga-a-Mahaki, Te Aitanga-a-Hauiti and Ngati Porou.

Tairāwhiti-Gisborne is one of many regions throughout the country that have and continue to face ongoing challenges impacted and underpinned by economic, ecological, political and cultural environments. These challenges bring to light the need to explore proactive and community-led approaches that can lead to a resilient, healthy and economically thriving community. Below we present an overview of the different social domains that may influence and impact future action in the Tairawhiti region.

ECONOMIC PROFILE ---

The unemployment rate in the Tairawhiti-Gisborne District is 9.3 percent for people aged

15 years and over, compared with 7.1 percent for all of New Zealand (Stats NZ, 2020). The

Provincial Growth Development Fund investment in Tairāwhiti signifies opportunities to improve and support the region through local industry and improving the resilience of infrastructure. In September 2018, an investment package of \$152.7 million was announced to boost the region's economy, create jobs and enhance tourism opportunities. Te Huarahi Hei Whai Oranga, the Tairāwhiti Economic Action plan, lays out the region's plans for economic growth. Additionally, and more recently, Rau Tipu Rau Ora, Tairāwhiti's Response and Recovery Plan to the 2020 global pandemic, also highlights opportunities amid the challenges, and draws attention to a plan that shows a willingness and commitment to growing economic opportunities for the region.

Agriculture continues to lead the region's way in terms of providing employment. The region's long and successful history of sheep and beef farming have provided international consumers with a world-class abundance of agricultural product, creating economic prosperity for the region. Tairāwhiti's supply of fresh food, much to the credit of fertile land and soil, has also created opportunities downstream in food and beverage processing and manufacturing. The region is home to powerhouse processing facilities in LeaderBrand, Cedenco and Corsons, who hold the largest maize milling company in Australasia.

Due to the high demand of agricultural product overseas, this has meant there is limited number of fresh food retailers or providers to local customers, negatively impacting on the economic affordability and consumption of healthy, local food. This is not only for low-income families, but has also become an increasing problem for higher income families as well.

Kimihia He Oranga's (KHO) Tairawhiti Maori Economic Development Report (2017) discusses the need to move towards a collaborative and whole-of-community approach to further create economic prosperity for the region, and while the lens cast over this report is uniquely Māori, KHO see this as a valuable resource as it informs employers and business owners of how to engage effectively with Māori. This report articulates the economic aspirations of Māori in Tairāwhiti, and also provides a window of hope for Tairāwhiti.

ECOLOGICAL PROFILE ---

The Gisborne region covers approximately 839,000 Ha. 596,000ha (79%) of that space is steep hill country and 71,000ha (8.5%) is flat to gently rolling land (Gisborne District Council, 2020).

352,000ha (42%) of the region is used for pastoral farming. The region has approximately 17,000 ha of land suitable for horticultural production, with approximately

5,000 ha on the flats around Uawa, Waiapu and Tikitiki (Gisborne District Council, 2020).

According to Gisborne District Council's 2050 Spatial Plan (2019), the current 31,700 residents in Gisborne city are connected to city water supply and there is augmented water supply to Te Karaka and Whatatutu. During February 2019, a break in the water supply pipe left the city with less than 24 hours of sufficient water supply, bringing to the forefront the inadequacy of the regions drinking water supply and reliability. The on-effect such an event could have had on food production and economic use is catastrophic, demonstrating a need to improve water supply and efficiency across the region. The ongoing flooding experiences that occur annually during the winter season also hinder the capabilities of a flourishing water supply and local food economy. Regarding the important issue of water availability, increased development will also mean a vast increase in the availability of retreated water, which is suitable for many agricultural uses.

The Tairawhiti region experiences ongoing loss and sale of agricultural land to not only housing, but also a booming forestry industry that threatens the local and regional sustainability and food security in future decades. Driving this loss is also the threat of foreign and non-local developers who continue to push up the cost of land

to a rate that is uneconomical to farm and live. There are few opportunities for local residents to connect with local growers and buy local produce, due in part to policy restrictions regarding selling produce at the farm gate, as well as market share characteristics of new retail spaces which tend to favour the large corporate food retailers over smaller independent grocery stores. The key foods grown in Tairawhiti are: lettuce, broccoli grapes, tomatoes, sweetcorn, maize and pumpkins on farms located in Gisborne. The area is rich in citrus fruits, as well as kiwifruit, apples and watermelon.

Uncontrolled urban growth has the potential to spread over the productive soils of the Poverty Bay Flats. These fragments reduce the land available for food production and therefore, threaten the viability of a local food economy for the Tairawhiti region. Key drivers of land fragmentation are demand for lifestyle block living and the financial gains derived from property owners subdividing and selling their land (Gisborne District Council, 2020). Access to reliable water supplies, and the impact that subdivisions and non-regenerative intensive production can have on soils and ecosystems, are critical constraining factor on future agricultural production capacity.

There is a lack of public transport in Gisborne, with the only bus route run by Gizzy Bus. This service is strictly “Monday to Friday, 7.10am to 5.40pm” (Gisborne District Council, 2020). There are no weekend bus routes run, increasing the reliance on a car-centric transport system that sees an average of 0.79 vehicles per dwelling in New Zealand (Ministry of Transport, 2020). This figure demonstrates a growing number of residents notably dependent on fuel and vulnerable to energy costs and potential shortages. We therefore, cannot ignore the impact on greenhouse gas emissions that continue to rise throughout the Tairawhiti region.

There continues to be opportunities for the Gisborne District Council to collect household organic food waste, recycling through community to develop healthy urban and rural township recycling and waste management. There is also an opportunity for markets to be tested and develop further to allow municipal food waste as soil conditioner.

POLITICAL PROFILE ---

Gisborne District Council is the local government body for the Gisborne/Tairāwhiti Region. The Gisborne District Council are a unitary authority - both the district and regional council for the Gisborne district

(Gisborne District Council, 2020). The local food system in Tairawhiti is impacted by the policy context at multiple levels: local, regional, national and global. While the present focus is about the local food system, it is clear that interactions with national policy contexts are important factors. In particular, the national policy context bears directly on some of the critical determinants of affordable access to healthy food as regards the ‘competition’ framework that favours large supermarkets and non-local retailers; and the Gisborne District Council planning framework which permits the proliferation of fast food outlets in residential areas, amongst other critical issues.

CULTURAL PROFILE ---

The Tairāwhiti region has a rich Maori history that stems back to the arrival of the Takitimu and Horouta waka. The Tairawhiti region was named Tūranga-nui-a-Kiwa, which means 'the great standing place of Kiwa', as Kiwa was the captain of the Horouta waka. Hundreds of years after the arrival of the two waka, Captain James Cook arrived ashore at Kaiti Beach near the mouth of the Turanganui River. When European settlers started arriving in the region, the settlement was called as Tūranga. This name was changed in 1872 to Gisborne, to avoid confusion with Tauranga in the Bay of Plenty. This arrival documents the first meeting between Maori and Pakeha in Aotearoa.

From the southern boundary of the district, the iwi of Te Tairāwhiti are: Ngāti Porou, Ngāi Tāmanuhiri, Rongowhakaata, and Te Aitanga-a-Māhaki. Ngāti Porou has the highest number of iwi affiliation among Gisborne Māori, with just over 12,000 people in the district identifying with that iwi. The local iwi, community and whanau have a strong connection to local and seasonal produce through whakapapa and identity connections to the whenua of Tairawhiti. The multicultural makeup of Tairawhiti has led to ongoing conflict throughout the years. In 2019, the region was part of and hosted the Tuia – Encounters 250, a commemoration marking 250 years since the first onshore encounters between Māori and Pākehā in 1769. Tuia 250 celebrated Aotearoa New Zealand’s Pacific voyaging heritage and was a national opportunity to hold honest conversations about the past, the present and how we navigate our shared future.

The Tuia 250 event also coincided with the creation of the Te Maro sculpture, an artwork by Nick Tupara that depicts the Ngati Oneone ancestor Te Maro, who was the great grandson of the chief, Rakaiatane. Te Maro was a gardener, and his job was to feed the people (Forbes, 2016).

The rich Māori cultural history thrives, and this is evident in every settlement across the region. Te Poho o Rawiri marae is one of the largest marae here and it is situated very close to the city central. The ‘Pa’ sits at the

base of Titirangi maunga. It is known that the entire grass area at the back of the Pa was once used for maara kai. The Pa are aspiring towards mahi maara and currently have the support of the Whaia Titirangi crew who have been working as part of a joint venture under the Gisborne District Council to the restore parts of the maunga.



6. POLICY CONTEXT: NATIONAL AND LOCAL



How might we
design a better local
food system for
tomorrow?

As discussed, the local food system in Tairawhiti is impacted by the policy context at multiple levels: local, regional, national and global. Here, we briefly discuss the local and national context.

NATIONAL PRACTICE

According to the NZ Nutrition Foundation (2018), the third New Zealand Healthy Food

Environment Policy Index (Food-EPI) was conducted in February to May 2020 by an Expert Panel of over 50 independent and government public health experts. It used an evidence-based approach to benchmark policies and actions of the Government against international best practice for creating healthier food environments. The Government has made virtually no progress on

implementing healthy food policies since 2017 (Mackay, S. et al, 2020). Some policies were at the level of international best practice, but many large ‘implementation gaps’ were identified, including for healthy food in schools, fiscal policies and marketing restrictions for unhealthy foods. Gaps were identified relating to government infrastructure support for prevention of obesity and diet-related diseases, in particular the lack of government leadership and limited monitoring of progress.

The Expert Panel recommended 39 actions, prioritising 13 for immediate action. There is a strong call for a renewed approach to developing a comprehensive multi-sector Food Systems and Nutrition Strategy to improve

food systems and diets. The Government is strongly urged to act on the priority actions to improve the diets of New Zealanders, especially for children, and to reduce the burgeoning health damage and healthcare costs of obesity and unhealthy diets.

The 13 recommendations from the Expert Panel which were prioritised for immediate action to improve the healthiness of New Zealand’s food environments can be grouped into four main areas: Food Systems and Nutrition Strategy; Infrastructure; People’s capacity; Healthier Food Environments (Figure 2). These actions would collectively result in positive outcomes for environmental sustainability, economic prosperity, improved health and increased equity.

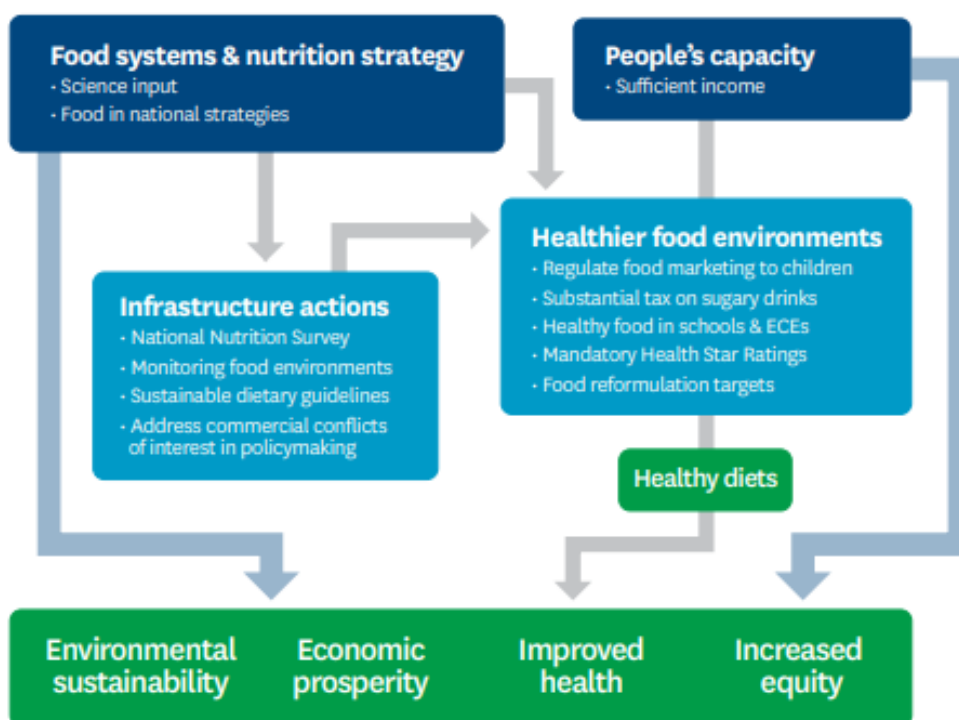


Figure 2 Actions prioritised by the Expert Panel for Government to improve the healthiness of New Zealand food environments (Mackay, S. et al, 2020)

LOCAL GOVERNMENT

PRACTICE ---

It is at the local government level where policy and practice development are most notable regarding food systems in general, and local food systems in particular. It is possible to detect what amount as successive waves of policy, research and practice development, and more specifically bylaws, as follows:

- Food Act 2014
- Alcohol Control 2015
- Food Hygiene
- Trade Waste
- Mobile shops and other traders

This report is part of the first phase of Te Mahinga Kai o Tairawhiti. Its purpose is to map existing food system work through desktop document review and discussions with past and present Council Staff and partners.



This preliminary research was conducted by Healthy Families East Cape between April and November 2020.

1. A literature review of the local health data.
2. A broader food policy analysis and literature review of national to local experience.
3. A review of key Council documents and a series of discussions with a small number of internal and external Tairawhiti food system stakeholders (to explore opportunities to collaborate and strengthen the focus on the local food system in Council documents).
4. Mapping of relevant data highlighting key issues and information gaps.

DATA SOURCES AND KEY INFORMANT SELECTION

Data was collected from a range of documents and websites shared with Healthy Families East Cape and other key informants. Healthy Families East Cape also undertook an online independent search for documentation and data to attain maximum coverage and understanding of the contexts and issues.

Documents reviewed as a part of the desktop review of local health data and key policy document and supporting documentation are listed in the table below.

Table 1: Documents reviewed for the Background Mapping Report

Local Government Plans and Policy Documents	National Policy and Supporting Documentation (Ministry for Primary Industries, 2020)
<p>Food Hygiene regulations Resource Consent Building Consent Trade Waste Environmental Health</p>	<p>The New Zealand Health Monitor 2002 National Healthy Food and Drink Policy 2019 Food Act 2014 (National Program) Healthy Food Environment Policy Index Food Control Plan Food Regulations 2015 Food (Uncooked Comminuted Fermented Meat) Standard 2008 Food (Tutin in Honey) Standard 2016 Consumers’ Right to Know (Country of Origin of Food) Act 2018 Biosecurity (Meat and Food Waste for Pigs) Regulations 2005 Animal Products Notice: Manufacture of Dairy Based Infant Formula Products & Formulated Supplementary Foods for Young Children Animal Products Notice: Labelling Requirements for Exports of Dairy Based Infant Formula Products and Formulated Supplementary Food for Young Children Animal Products Notice: Honey and Honey Based Products - Food Standards Exemption Animal Products Notice: Export Requirements for Infant Formula Products and Formulated Supplementary Foods for Young Children Animal Products Notice: Animal Products - Food Standards Code – Labelling Exemption Food Additives and Fragrance Materials (Combustible) Group Standard 2017 Food Additives and Fragrance Materials (Corrosive [8.2C]) Group Standard 2017 Food Additives and Fragrance Materials (Flammable) Group Standard 2017 Food Additives and Fragrance Materials (Flammable, Toxic [6.1]) Group Standard 2017 Food Additives and Fragrance Materials (Subsidiary Hazard) Group Standard 2017 Food Additives and Fragrance Materials (Toxic [6.1]) Group Standard 2017 Food Additives and Fragrance Materials (Toxic [6.1], Combustible) Group Standard 2017 Food (Continuation of Dietary Supplements Regulations) Amendment Bill Food (Exemption from Compliance with Verification Requirements) Regulations 2020 Food (Fees and Charges) Regulations 2015 Food Notice: Approved Food Control Plan Template (British Retail Consortium BRC for Horticultural Operators) Food Notice: Approved Food Control Plan Template (Bunnings Warehouse)</p>

	<p>Food Notice: Approved Food Control Plan Template (Care Association of New Zealand)</p> <p>Food Notice: Approved Food Control Plan Template (GLOBALGAP)</p> <p>Food Notice: Approved Food Control Plan Template (Lone Star Café & Bar Franchise Limited)</p> <p>Food Notice: Approved Food Control Plan Template (Ministry of Education)</p> <p>Food Notice: Approved Food Control Plan Template (New Zealand Aged Care Association)</p> <p>Food Notice: Approved Food Control Plan Template (New Zealand Good Agricultural Practice (NZGAP))</p> <p>Food Notice: Approved Food Control Plan Template (Organic Farm NZ)</p> <p>Food Notice: Approved official templates for food control plans developed by third parties</p> <p>Food Notice: Exemption from operating under a registered food control plan or national programme</p> <p>Food Notice: Food for Export - Exemptions from Domestic Compositional Requirements No. 5 2020</p> <p>Food Notice: Food Service and Food Retail Business Food Control Plan templates issued under section 39</p> <p>Food Notice: Importing Food</p> <p>Food Notice: Maximum Residue Levels for Agricultural Compounds</p> <p>Food Notice: Requirements for food businesses operating under registered Food Control Plans or National Programmes during the COVID-19 response</p> <p>Food Notice: Requirements for Food Control Plans and National Programmes</p> <p>Food Notice: Requirements for Recognised Agencies and Persons</p> <p>Food Notice: Waiver from evaluation for custom food control plans developed through the 'What I need to do' tool</p> <p>Food Safety Law Reform Act 2018</p> <p>Import Health Standard: Specified Foods for Human Consumption Containing Animal Products Medicines (Related Products (Exempted Foods)) Regulations 2003</p> <p>New Zealand (Australia New Zealand Food Standards Code) Food Standards 2002</p> <p>New Zealand (Bee Product Warning Statements—Dietary Supplements) Food Standards 2002</p> <p>New Zealand (Permitted Fortification of Bread with Folic Acid) Food Standard 2012</p> <p>New Zealand Food (Supplemented Food) Standard 2016</p>
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The key informants were identified based on who either currently or previously worked in collaboration or alliance with the Te Mahinga Kai o Tairawhiti project partners to improve health outcomes and food access for its

residents. Interviewees were asked broad questions relating to their area of expertise on the local data and information available, relevant policies and procedures as well as gaps in the existing data.

The key informants and interviewees included a small, local business and a Non-Government Organisation (NGO).

The below is a preliminary yet significant summary of the content of those discussions:

1. The local policies/regulations/legislations are required for compliance of the business include, but are not limited to: Trade Waste (requirements for grease traps & trade waste consent, requirements for food waste) - <https://www.gdc.govt.nz/trade-waste/>; Building consent (requirements for fire proof walls, change of use); Resource consent (car parking etc.)
2. The barriers/ challenges faced by local businesses and NGO's includes, but are not limited to: lack of communication and support from departments, organisations and government, in order to address what is needed and required for certificate of compliance/ set up/ implementation of small, local businesses; the need to abide by certain regulations that impede the forward thinking nature and 'emergency response' nature of businesses and NGOs; the high cost of set up in order to comply with regulations and legislation; lack of communication between local and national departments to allow for the

smooth set up of small, local businesses.

As a part of the preliminary assessment process these discussions served as at a point of reference to interrogate and compliment the document findings to uncover further undocumented or emerging work, partnerships or players.

COLLECTIVE IMPACT MODEL —

The partnership between Healthy Families East Cape, Hikurangi Enterprises Ltd, SuperGrans Tairawhiti, Trust Tairawhiti, Rongowhakaata Iwi Trust, Cobham School, Te Whare Wananga o Awanuiarangi and Gizzy Kai Rescue is based on the shared view that collective impact will provide a long-term opportunity to address the issue of food sustainability and food literacy in the community through a community action approach.

It's anticipated that other partners will join this collective approach over time, as we build and paint a picture of the Tairawhiti Food System. A collective impact approach is whereby a group of stakeholders from different sectors commit to a common agenda for solving a complex social problem. There are five conditions of success that together lead to meaningful results. These being:

- common agenda;

- shared agreement on the way's success will be measured and reported on;
- mutually reinforcing activities;
- continuous communication; and backbone support (an independent, funded staff resource dedicated to the initiative to coordinate the activities).

As the project progresses into its following phases and future partnerships and collaboration potential and community perspectives and vision are explored, the Collective will agree, in accordance with the principles of the Collective Impact model to continuously monitor and evaluate the data and progress against the baseline, and ensure that this information is fed back to the community in order to facilitate change.

Healthy Families East Cape, Hikurangi Enterprises Ltd, SuperGrans Tairawhiti, Trust Tairawhiti, Rongowhakaata Iwi Trust, Cobham School, Te Whare Wananga o Awanuiarangi and Gizzy Kai Rescue also agree to be open to new ways of doing things and new approaches during this agreement period.



8. DISCUSSION AND OBSERVATIONS

As well as the background literature and desktop review, the conversations had with key individuals have provided additional insight to the findings and reflections of the reports and evaluations. In what follows, we set out our principle findings and recommendations.

ECONOMIC

1. Diversify and expand food production, distribution, and consumption in Tairāwhiti, with an emphasis on fresh, seasonal, and where possible local produce

- Based on desktop analysis and preliminary interviews, there appears to be a considerable opportunity to get greater produce diversity and extended production seasons in the Tairāwhiti area. In Ruatoria, Hikurangi Enterprises in partnership with the local community is about to experiment with growing more diverse foods and starting a pilot food box subscription (currently at the feasibility stage). They have begun a conversation with local Gisborne-

based producers about supplementing produce for the Ruatoria community and in the interim local Ruatoria-based food producers are to increase produce diversity for food resiliency for the Ruatoria community. If the pilot is successful it can be scaled to build food resiliency in other East Coast communities. It is important to tap into and support existing research and networks.

- There is a significant economic pressure on Tairāwhiti residents that negatively affects their eating patterns and overall health and wellbeing. This situation is not limited to people who are unemployed and / or on fixed low incomes, as demonstrated by the growing number of ‘working poor’ who are accessing emergency food relief. Part of this pressure is due to the limited local employment and postsecondary educational opportunities in Tairāwhiti. This means that less time, energy and money is available for pursuing healthy eating and active living – which is a major part

of the liveability challenge facing the Tairāwhiti as a whole. Efforts to change eating habits in the Tairāwhiti must look beyond access and food literacy to get to the root of the problem.

- Government regulatory barriers mean that farmers are not able to sell directly at the farm gate. Current market share characteristics that favour large supermarkets do little to support the local economy, the local food system and community health. On the contrary, the continued concentration of retail market power tends to undermine broad-based local economic development, and jeopardises the integrity of local food systems and community health.

2. Support business innovation and local job creation in Tairāwhiti's food system, for example through consideration of a Tairāwhiti/ East Coast food box

- The Rau Tipu Rau Ora Covid-19 Pandemic Response and Recovery Plan 2020 reflects a deep understanding of the significance of the ecological values of the Tairāwhiti region and the importance of preserving it for its biodiversity, agricultural,

horticultural and heritage values. It highlights potential avenues for economic development and building a strong agricultural sector. Support must come from policies that prioritise local food movement.

POLITICAL

1. Build capacity amongst council and throughout stakeholders by integrating food systems thinking across different business units and within key council plans and strategies

- Systems thinking is new to most people and an emerging approach to organisational planning and strategy. The Healthy Families NZ evaluation report and conversations with former staff highlighted the lack of clarity and confidence in its communication as an ongoing challenge. Applying a 'food lens' to Council strategies and programs will help build understanding, focus engagement and generate support for integrated action. A more in-depth understanding of the amount of work already done in systems thinking would be beneficial so that a definitive foundation is laid for the Te Mahinga Kai o Te Tairawhiti project. Change takes time, and can be

greatly facilitated by senior staff support for projects.

- Any community food plan will need a systems perspective that works with council stakeholders to clearly outline the relationship and role of each area of government so that they are reflected in strategic planning and action. It will take time to build a shared vision, which is something that should be allowed to evolve over time. Support for building this vision can be found in other local or global case studies that help demonstrate the possibilities in integrated and systemic approach.
- Building the capacity of staff to increase the sustainability of projects will be enhanced with the appropriate investment of time and energy. Equally important to the sustainability of these projects, from the project management perspective of the Te Mahinga Kai o Te Tairāwhiti project, is a realistic appreciation for the amount of time and resources needed to build up and support certain activities over such a culturally and geographically diverse area for the long term. The message is not to underestimate the capacity (time, energy and resources) needed to sustain an active community network or the capability of network managers to facilitate a

network or community initiative. Also, to highlight the fact that in more successful cases, it has been invaluable having someone assigned by high level staff and not letting “it sit with one person!”

2. To advocate to other levels of government through research and case studies for changes in planning policy for better control around density and proximity to vulnerable communities of fast food outlets

- Evaluation processes and priorities in place from the outset of the project is key. It is also important to consider how to evaluate/share the unexpected outcomes.
- A major challenge is presented by the different levels of government and their powers in localised regional affairs. There is a need to be strategic. One key piece of feedback is that the general public is not clear on the roles and responsibilities of different areas of government. How could they be better informed? What are the processes in place that facilitate community input/feedback to food systems change?
- Advocacy for change and accountability greatly benefit from vision, inspiration and living examples of possibilities. A food forum is a good opportunity to share experience and stimulate conversations and networks.

CULTURAL

1. To build a shared understanding of the Tairāwhiti food systems, and its challenges and opportunities amongst a diverse and representative group of stakeholders

- The general public and local government employees are generally cautious of investing too heavily into new programs because of the likelihood of change or disruption to previous health and social programs linked to government funding and election cycles.
- Conversations with key stakeholders revealed that engagement and sustainability of future projects would be greatly enhanced if they were designed with community input in a 'bottom up' way. This contrasts with the 'top-down' approach.

2. To establish a shared and widely understood definition and baseline of food literacy with Tairāwhiti residents and food system stakeholders

- Evaluation and iterative community engagement processes worked into the life of the project but especially at the outset are essential.

3. To raise levels of food literacy across the region, particularly amongst the youth

- Eating habits and healthy lifestyles are learnt. There is little indication from the council documents reviewed that there is an understanding of the importance of healthy food culture and healthy eating. Interviewees suggested that schools were enthusiastic participants in some of the work done to date, and opportunities for further engagement with schools will be presented with the likely neighbourhood regeneration project with Cobham School and the Elgin community.

IDENTIFIED GAPS

Given the high vulnerability of the Tairāwhiti food system to rising fuel prices and its impact on climate change greater attention will need to be given to creating the conditions for responding appropriately to the challenges to an ecologically sustainable food system in Tairāwhiti and to support the Council and stakeholders to prepare for and adapt to the challenges of a low carbon future by informing the ecological content and direction of a Tairāwhiti Food Security and Food Sovereignty Strategy.

The New Zealand Government's carbon emissions programme has potential to be closely linked to the Te Mahinga Kai o Te Tairāwhiti project. Food and its associated energy costs from paddock to plate are not

specifically highlighted as causes of rising energy outputs in the contextual analysis. The plan though deals with energy security and identifies the link between food security and energy security, and hence contains many actions around changes to the food system. A significant contribution to the systemic change needed to achieve greenhouse gas emissions and energy reduction targets can be made if the realistic effect and mitigation of food systems energy costs (production, transport, processing, waste) are factored into Tairāwhiti economic and development planning when it is within their power to do so.

POLITICAL ACCOUNTABILITY ---

Political change and insecurity can undermine new projects. This affects the energy and enthusiasm of staff and target participants and their willingness to engage. 'Buy-in' by senior management staff can help mitigate the impact of any change including by project design and their assignment of work to more than one person so that if one leaves, the project will not stagnate. It is an issue of political accountability for the long-term future and can be mitigated by building autonomy and sustainability into projects.

SUSTAINABILITY ---

Sustainability has to be built into the strategic design. If it is bottom up--that is, owned, driven and designed by the community being targeted

- then it is more likely to be sustainable. This is because it is less vulnerable to political change and fickle upheaval.

NETWORKS ---

There is already lot of work completed across different sectors related to building a healthy and fair, local food system across the Tairawhiti region. All conversations held with key informants highlighted the importance of tapping into existing networks and community organisations. Currently, Trust Tairawhiti are progressing the development of a food and beverage innovation strategy for the region, with recent endorsement from the Tairāwhiti Economic Action Plan (TEAP) Steering Group (Trust Tairawhiti, 2020). There are some very active people and networks who are keen to support the creation and growth of a sustainable, healthy and thriving local food system. Accordingly, the collective impact model upon which the Te Mahinga Kai o Te Tairawhiti project is based on is well placed to support and work with and through these existing networks.

While many of these observations and recommendations are more processed and project implementation focused, it is not the purpose of this report to define future projects. Rather it is to highlight the existing gaps and issues that currently exist and the lessons from these experiences.



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NGĀ MIHI!

Ngā mihi nunui

To the partnership steering group, whānau and community of Te Tairāwhiti, key informants and stakeholders who have contributed to this desktop analysis and background mapping report of the region.



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