

Commonwealth Department of Health, Housing and Community Services

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# FOOD and NUTRITION policy

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The development of a food and nutrition policy for Australia has involved representatives from the public and private sectors, agriculture, food manufacturing, retailing, consumers and the media sectors.

The policy has identified key areas for action in education/information, food supply, people with special needs and monitoring and surveillance. My hope is for the catch-cry of 'healthy food choices being easy food choices' to be a reality for all Australians.

Australians can be proud of our safe and nutritious food supply. However, there is increasing evidence that, for some groups in the community, access to this food supply is limited by where they live, what their income is and lack of good information and education. The result is a lower health status for these groups compared with the community as a whole.

For the general population, the level of diet related disease is still of great concern, and it is my hope that the implementation of this policy will go far in reducing unnecessary early death and illness.

I commend the Oversighting Committee for its hard work and Professor Paul Nestel who, as Chair of the committee, played a vital role in developing this consensus policy.

I am pleased to endorse the food and nutrition policy and recommend its adoption and implementation by all concerned.

Peter Staples Minister for Aged, Family and Health Services

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Sound NUTRITION IS A VITAL COMPONENT of health. The Government's food and nutrition policy is to facilitate and support action through the entire food and nutrition system (food production, processing, and distribution, and nutrition knowledge and education) in order to achieve better nutrition for all Australians, and especially for those most disadvantaged.

The Government's role is to coordinate, monitor and, where required, regulate. It has a clear mandate for the promotion of public health and the achievement of social justice.

The fundamental aim of food and nutrition policy is to make healthy food choices, easy choices.

The policy builds on initiatives and infrastructures arising from the development and implementation of the National Better Health Program (NBHP). That program, in turn, arose from the work of the Better Health Commission, which was established in March 1985 and which represented the first concerted national effort to change the basic direction of health policy in Australia. Nutrition was identified as one of the five priority areas for action for the NBHP. Central to public health nutrition strategies in Australia, are the Australian dietary guidelines, which were first adopted by the then Department of Health in 1979 and consequently by the National Health and Medical Research Council (NHMRC) in 1983. These guidelines have now been reviewed and include for the first time statements about specific nutrients, namely calcium and iron.

The food and nutrition policy is closely linked to other relevant government policies, notably the food industry strategy, the support for Australian food export marketing, and ecologically sustainable development. In 1991 the Government completed the fundamental reform of Australia's food standards setting process through the creation of the National Food Authority (NFA) and the historic National Food Standards Agreement with the States and Territories. The NFA will play a significant role in the further development of food and nutrition policy through its legislated functions.

There have recently been several major government sponsored or initiated reviews of policy issues which impact on the key issues underlying the National Food and Nutrition Policy. These are listed in Appendix 3. By beginning to link food and nutrition policies, Australia is now in the forefront of international activity in this area. The strategy arising from this linkage acknowledges the importance of the food system as a major employer and contributor to the economy, and the importance of good nutrition in reducing ill-health in the community.

The strategy includes demand and supply side action which support and reinforce food choices for a healthy diet being made easier. Ongoing monitoring and surveillance of the impact of these actions against food and nutrition targets will provide the means for reviewing and refining this strategy.

#### **Social Justice**

Good nutrition and its role in the context of a healthy life-style is a fundamental part of achieving social justice.

Social justice is about developing a fairer, more prosperous and more just society for every Australian. It is directed at expanding choices and opportunities for people so that they are able to participate fully as citizens in economic, social and political life and are better able to determine the direction of their own lives. (*Towards a fairer Australia: social justice strategy statement 1990-91*).

The role of proper nutrition in the achievement of social justice has in the past been underrecognised against other social and economic concerns. Proper and adequate nutrition is linked to growth, strength, education outcomes and health throughout life.

A fundamental aim of the policy is then to increase the *availability* of nutritious foods, especially in remote areas, to increase the *affordability* of nutritious foods for economically disadvantaged people and to increase the *understanding* of good nutrition and foods. For most of the population, the issue is one of making nutrition choices more consistent with the dietary guidelines. It is clear that the messages conveyed by the guidelines have been able to be more readily implemented by people with higher socioeconomic-economic status. It is essential to extend this opportunity to all.

Certain sub-groups of the Australian population are *at risk of under-nutrition*. For example:

- # Aboriginal and Torres Strait Islander people suffer from a range of nutrition problems, highlighting the difficulties of obtaining a nutritious diet in remote areas in addition to social, economic and educational disadvantage.
- # Similar issues of access affect all isolated *rural Australians*.
- # Compared with more advantaged groups, *low income households* spend a considerably larger proportion of their budget on food and for some low income families, food is often the only discretionary item in their budget.
- # The role of many women as 'gatekeepers' of their families' health requires special attention. Women in poverty may compromise their own nutrition by choosing to look after the welfare of other family members before their own and may need improved food skills to obtain good nutrition from foods which they can afford.
- # *Migrant groups* in the community could be at risk if there are difficulties in maintaining traditional diets or if traditional diets need supplementation.

Newly arrived migrants require access to information and education about food in their adopted environment.

In developing programs as part of the implementation of the food and nutrition policy, the Government will give high priority to matters affecting the access to a nutritious diet by more disadvantaged Australians. The principles of social justice will inform the development of these programs.

#### Quality of the food supply

Food and nutrition policy cannot simply be about quantity - the *quality* of food needs to be a prerequisite. In terms of the food and nutrition policy, quality refers to maximising the retention of nutrients along with minimising the dependence on chemicals, whilst retaining acceptable taste and appearance.

With current global consumer concerns about environmental health, including pesticide and heavy metal residues in food, this country is, and should continue to be, recognised as a producer of 'clean' and uncontaminated food. Issues relating to quality - such as the regulation of chemical residues and the appropriate degree of application of processing technologies - need to be continually reviewed and addressed.

The industry can be responsive to the marketplace in regard to quality. Australian growers and manufacturers increasingly use quality to their advantage to promote their food on the basis of nutrition and other qualities. This increases the desirability of Australian products for domestic and international consumption with consequent gains to food production and processing in Australia. It may also be an incentive for further improvement in nutrition quality of particular foods.

The foods consumed in Australia need to conform to a comprehensive set of food standards. The NFA is responsible for developing these standards in an open and accountable process. The States and Territories are responsible for implementing and administering these food standards. The policy basis for setting and revising standards is under review by the NFA.

Regular market basket surveys of foods are also conducted nationally by the NFA and show that the levels of heavy metals, specific pesticide residues and other contaminants being consumed through the food supply are generally well below internationally specified acceptable intakes. Nevertheless, this issue is still of concern to many consumers and vigilance should not be relaxed.

The policy in relation to quality is to support the food supply system to improve the nutritional quality of food, and to reduce chemical usage while retaining the qualities of flavour and freshness expected by consumers.

# Community Participation and accountability

Australia is a pluralistic, multicultural society with a market driven economy. Government is expected to play a role in regulation for public health, to ensure the provision of adequate information to make informed choices and to ensure fair trading - but not otherwise to determine the operation of consumer choice.

In the last part of this century, people in Australia expect that public policy - and indeed significant actions by the private sector - will be formed in the light of community consultation and participation, and that public bodies and the private sector will be accountable for their decisions and actions.

It also needs to be borne in mind that food is more than a source of nutrients to most people. Eating is a social activity and a sensual experience and food and diet are the subject of many deep seated beliefs and practices.

All of these factors mean that food and nutrition policy cannot be imposed from above with fixed rules about 'good' and 'bad' food; nor can it be formulated by the government, or by the Government and the industry, without the participation of consumers.

Community and welfare organisations with an active role in providing food have a significant role to play in ensuring nutritious food is available to the people they assist. These groups can also motivate local action to enhance the availability of an accessible and low cost nutritious food supply. The food and nutrition policy is a partnership of governments, industry and the community and all are closely involved in its development and implementation.

# The Food and Nutrition System and its wider Interaction

The food and nutrition system covers food production (the agriculture sector), food processing (manufacturing), distribution (transport), marketing and retailing, with substantial Government roles in regulation, research and education. It is a very significant part of the economy and of international trade.

Australia is a major world producer and exporter of agricultural products, and there is substantial unrealised export potential of value added and manufactured food. Increasing the innovation and competitiveness of the local market would assist in realising this potential, and help ensure that a diverse supply of high quality and nutritious food continues to be available locally.

Effective food and nutrition policy requires food producers to increase their skills related to knowledge of dietary issues and apply these to product development; food marketers to understand nutrition issues and consumers' perceptions; Government to support generic promotion of the Australian dietary guidelines; community and social welfare groups to be aware of the nutritional needs of their clients; and educators to teach the nutritional benefits of foods and the link between food and nutrition. The food system needs also to interact with wider activity - changes in planning of transport and local government services, for example, may enhance the availability of nutritious foods. Media have an important role in helping inform consumers of healthy food choices.

The food and nutrition policy needs to be wide ranging and to ensure that the impacts of individual programs are examined throughout the food and nutrition system.

#### Ecologically Sustainable Development (ESD)

The food system must be both economically viable - and indeed contribute to economic growth and export performance - and maintain the quality and integrity of the environment.

Major issues in agriculture include the conservation of scarce resources such as top soil, water and finite reserves of fossil energy; and the amelioration of land degradation problems associated with salinity, deforestation and chemical contamination. These issues were raised in the recent reports of the ESD Working Group on Agriculture. The food processing industry is a minor user of energy and aims to contribute to ecologically sustainable development through improved manufacturing methods which will efficiently use raw materials and improve product storage. The food industry does, however, provide a visible element of the domestic waste stream but is actively participating in promoting waste management solutions.

The food and nutrition policy acknowledges the importance of ecological sustainable development so that resources are managed to ensure good health for future generations.

#### Goal

The goal of the food and nutrition policy is to improve health and reduce the preventable burden of diet-related early death, illness and disability among Australians. The policy will be implemented through strategies which support the Australian dietary guidelines, involve key sectors in the food system, and foster community participation.

The Policy requires coordinated effort between

- # health, education, transport, primary
  industry, and manufacturing industry
  sectors;
- # public, private and non-government agencies including community welfare agencies;
- # different spheres of government; and
- *#* the Australian consumer.

It is essential that strategies to improve health through improved nutrition are based on accurate data and research.

### **Priority Implementation Objectives**

The Policy aims to:

- # to improve the knowledge and skills necessary for Australians to choose a healthy diet;
- # to incorporate food and nutrition objectives into a broad range of policy areas and sectors;
- # to support community based initiatives towards improving the diet of people with special needs; and
- # to regularly monitor the food and nutrition system.

# **Goals and Targets**

As part of the implementation of the policy, diet and nutrition goals and targets will be defined. These will relate to the overall National Health Goals and Targets at present under development. A draft set of diet and nutrition goals and targets are being released with the policy statement.

# **Roles and Responsibilities**

The Commonwealth Department of Health, Housing and Community Services as part of its Health Advancement program will be responsible for coordinating the implementation of the policy in cooperation with other groups. The NFA is responsible for food standards and for other matters within the NFA Act. The Department will draw upon the advice of a broadly based consultative group in the implementation of the policy. The group is to include people with backgrounds and expertise in the relevant industry sectors, appropriate academic fields, and community and consumer groups. The Department will also work closely with the NFA and other Commonwealth departments and agencies in progressing the policy.

The Commonwealth and the States will cooperate in relevant areas affecting the policy through existing mechanisms including the Public Health Committee (PHC) of the National Health and Medical Research Council (NHMRC) and the Australian Health Ministers' Conference.

Local Government planning authorities and communities will have an active and participatory role in affirming and implementing policy objectives at a local level.

The PHC will continue to be responsible for scientific advice on nutrition and for the continuing review of dietary guidelines.

#### Review

The food and nutrition policy will require review and refinement. This review will include measuring policy implementation progress against a series of appropriate goals and targets. It is proposed a policy review will recommend future action in food and nutrition and be undertaken after three years.

# **Objective 1**

Improvements in the knowledge and skills necessary for Australians to choose a healthy diet.

# Strategies

- (a) National food and nutrition education curriculum material for schools will be developed and supported through program development and teacher training.
- (b) Programs to upgrade the nutrition skills of primary health care workers will be developed.
- (c) Communication strategies to make the dietary guidelines much better known to present and future consumers will be implemented. Such strategies may include:
  - # education programs in schools, adult education authorities, community health centres and energy utilities to increase consumer knowledge and skills in purchasing, preparation, and storage of foods;

- # public and private health
   organisations to provide
   consistent nutrition messages;
- # the food processing industry, governments and retailers to provide point-of-sale information relevant to diet;
- # the food industry and governments to promote generic foods supported in the dietary guidelines (for example bread and cereals, fruit and vegetables).
- (d) The NHMRC is to develop and promote dietary guidelines for children, with the issue of advertising directed at children to be further researched as part of their development.
- (e) The NFA in its review of food standards is to consider the need to optimise accurate and meaningful consumer information.

# **Objective** 2

Incorporation of food and nutrition objectives into a broad range of policy areas and sectors.

# Strategies

 (a) Demonstration projects will be supported to improve signals between customers and producers and encourage the production and marketing of food in a range of settings which is consistent with the dietary guidelines.

- (b) Public and private sector food services (including school canteens), food manufacturing companies and at all levels of government will be encouraged to adopt nutrition policies; health services and the food industry should lead by example in this area.
- (c) Recognising the need for ecologically sustainable development (ESD), food production, processing and distribution reforms will be supported which improve the competitiveness of the Australian food industry in a manner consistent with ESD.
- (d) Local government authorities will be encouraged to take food issues into account. Such issues would include access to supermarkets, land use, food availability and local food and nutrition needs.

# **Objective 3**

Support for community based initiatives to improve the diet of people with special needs.

#### Strategies

 (a) Support will be provided for research and development projects on barriers to the availability, accessibility and cost of nutritious food for communities which have either socioeconomic and/or geographic disadvantage, with a view to action to overcome these barriers. The needs of lower socioeconomic groups and older people need to be particularly considered.

- (b) In line with recommendations contained in the report from the National Conference on Aboriginal Nutrition in Remote and Rural Communities (1991):
  - # models for community based food and nutrition programs for Aboriginal and Islander people will be developed; and
  - # appropriate curriculum material will be made available for nutrition components in Aboriginal Health Worker (and other professional) education, training and employment programs.
- (c) Support appropriate and ongoing training for nutrition advisors for special needs groups.

# **Objective 4**

Ongoing monitoring and surveillance of the food system.

# Strategies

(a) The Australian Institute of Health and Welfare (AIHW), in collaboration with other relevant agencies, will report publicly on a biennial basis (initially), and assess against the national food and nutrition goals and targets:

- # changes in the food supply;
- # information on food sold;
- # national dietary survey analyses which show food and nutrient intakes of individuals; and
- # changes in the nutritional status of the community and subgroups;
- (b) Key sectors in the food system are to support the continuation of regular monitoring and wide dissemination of the information on:
  - # food borne and food related
    illness;
  - # pesticides and chemicals
    residues in the food supply; and
  - # the composition of the food supply.
- (c) The AIHW is to continue monitoring health morbidity/mortality data in relation to food and nutrition at the whole community level and for subgroups in the population.
- (d) NHMRC is to:
  - # develop research strategies to characterise food consumption patterns and increase understanding of determinants of dietary change,
  - # evaluate current literature on the links between diet and disease and recommend dietary change to the community, and
  - # define costs and benefits of different components of implementation strategies.

# Appendix 1

### **Oversighting committee**

# Membership

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# **Terms of reference**

In line with the Government's commitment to social justice, microeconomic reform and the rationalisation of existing regulatory frameworks, and Health for All Australians:

- oversight the development of a draft National Food and Nutrition Policy for consideration by Government in May 1992;
- 2 plan and oversight broad based public consultation with State/Territories, key government departments, industry, professional and consumer groups in the policy development process;
- 3 respond (as required) to various issues raised in the context of developing a National Food and Nutrition Policy; and
- 4 advise on the intersectoral issues which promote or hinder the achievement of nutritional goals and targets.

# Appendix 2

# Australian dietary guidelines (endorsed by NHMRC June 1992)

- 1 Enjoy a wide variety of nutritious foods.
- 2 Eat plenty of breads and cereals (preferably wholegrain), vegetables (including legumes), and fruits.
- 3 Eat a diet low in fat, and in particular, low in saturated fat.
- 4 Maintain a healthy body weight by balancing physical activity and food intake.
- 5 If you drink alcohol, limit your intake.
- 6. Eat only a moderate amount of sugars and foods containing added sugars.
- 7 Choose low salt foods and use salt sparingly.
- 8 Encourage and support breastfeeding.

# **Guidelines on specific nutrients**

- 1. Eat foods containing calcium. This is particularly important for girls and women.
- 2. Eat foods containing iron. This is particularly important for girls, women, vegetarians and athletes.

#### Appendix 3

Major recent government sponsored or initiated review and policy documents relevant to the national food and nutrition policy.

#### Draft 'National strategy for ecologically sustainable development' - Department of Prime Minister and Cabinet, AGPS June 1992.

The draft strategy has as its goal, sustainable, ecological development that improves the quality of life, both now and in the future. Three core objectives have been identified: to enhance individual and community well-being and welfare by following a path of economic development that safeguards the welfare of future generations; to provide for equity within and between generations (that is, intragenerational and intergenerational equity); and to protect biological diversity and maintain ecological processes and systems.

The `Draft national strategy for ecologically sustainable development' is intended to be read in conjunction with its companion document, the `Draft national greenhouse response strategy'. This responds in detail to the majority of recommendations of the Energy Use, Energy Production and Transport Working Group reports, and outlines a proposed phased response by governments in Australia to the threat of climate change.

#### Joint Statement on Australian Agri-food Industries - DPIE and DITAC, July 1992

This statement provides a national strategy to improve the international competitiveness and export orientation of Australia's agricultural and food processing industries, including further industry integration, workplace reform and market development activities.

#### Health for all Australians -Report of the Health and Targets Implementation (Health for All) Committee to Australian Health Ministers, AGPS, 1988

This report outlines the health of Australians identifying the major causes of death and disease in Australia. From this the report identifies various goals and targets for achieving Health for All. The report represents Australia's response to the World Health Organisation's aim of health for all by the year 2000, and formed the basis for the National Better Health Program (NBHP) implemented in Australia from 1989 to 1992. Implementing the dietary guidelines for Australians -Report of the Sub committee on Nutrition Education, National Health and Medical Research Council, AGPS, 1989

The report provides strategies for disease prevention and health promotion using the Australian dietary guidelines. In developing the report, the subcommittee took a broad view of nutrition education in which traditional education techniques are complemented by strategies which promote a supportive environment, addressing social, cultural and economic factors that influence nutritional status. Chapters contained in the report include:

- # issues in implementing the dietary guidelines;
- # processes and strategies in
  implementation;
- *#* evaluation;
- # implementation: reaching the
  whole population;
- # implementation: reaching the
  children;
- # implementation: reaching
   specific at-risk groups;
- *#* implementation: educating the educators.

#### International conference on nutrition - Australia's country paper 1992

Australia's country paper is available from the Nutrition Section of the Department of Health, Housing and Community Services. The paper provides the current social and economic conditions in Australia and relates that to the nutritional status of Australians.

#### Nutrition policy statements National Health and Medical Research Council, AGPS, 1990

This publication provides all statements issued by the former expert Nutrition Committee of the National Health Medical and Research Council(NHMRC) and endorsed by the NHMRC. These statements are provided under the headings of:

- # nutrition education;
- # nutrition and health;
- *#* vitamins and minerals;
- *#* dietary references;
- # maternal infant and child nutrition:
- *#* working party reports;
- # special diets;
- # dietary guidelines.

#### Review and revision of the national health goals and targets - Department of Public Health, University of Sydney, 1992

The Report of the review contains a series of health goals and targets grouped into five categories:

- *#* preventable mortality and morbidity;
- # healthy life-styles and risk factors;
- # personal health literacy and health
   skills;
- *#* healthy environments; and
- # goals and targets for the health care system.

The purpose of developing goals and targets is set out in the report along with future directions in goals and targets.

#### Review of the dietary guidelines: A report to the National Health and Medical Research Council (NHMRC), AGPS, 1992

The review outlines the scientific rationale for the wording and approach used for each dietary guidelines. The guidelines are provided in full along with a brief outline of their intended use. The guidelines are aimed at healthy adults in Australia.

# *Towards a fairer Australia: social justice strategy statement 1990-91*

This statement outlines the Government's social justice strategy which aims to develop a fairer, more prosperous and more just society for every Australian. Major programs to achieve this end are included in the statement along with the identification of disadvantaged groups and specific strategies for these groups.

#### Victorian food and nutrition policy -Department of Agriculture and Rural Affairs, Health Department Victoria, Ministry of Education, 1987

The Policy document outlines the rationale, dietary guidelines and implementation for a food and nutrition policy in Victoria. It provides an approach integrating activities from three portfolio:, agriculture, education and health. The implementation is in line with the Australian dietary guidelines. Some important private sector contributions to food and nutrition policy

Diet and coronary heart disease -National Heart Foundation position statement: Medical Journal of Australia, Supplement, May 1992

This statement provides the latest information on the risk factors associated with Coronary Heart Disease and was produced on behalf of the National Diet and Heart Disease Advisory Committee of the National Heart Foundation. The supplement provides a summary of research results on the links between diet and heart disease.

#### Facts about food - Food Industry Council of Australia, 1985.

A policy document from the Food Industry Council of Australia providing information on foodstuffs and presenting, their policy position on a range of food and nutrition related issues.

Goodman Fielder Wattie Corporate nutrition policy - Goodman Fielder Wattie, 1992

This document outlines the company's policy on food and the company's commitment to enhancing its nutritional value. The policy also provides a basis for nutrition promotion of its products and aims to stimulate research and development in this area. Proceedings of Kellogg nutrition symposiums - 1988, 1990, 1992.

Three symposiums have been sponsored by Kellogg and are in print: Nutrition for Australian children; Women's health - dietary effects; and Dietary fat and health - an international updates.

Towards a national food policy -November 1991; and Proceedings from the towards a national food policy Conference, April 1992 - Australian Consumers' Association

These documents represent the consumer point of view on food policy and stem from an 18 month collaborative project involving the Australian Consumers' Association and 30 other consumer, public health, community health and environmental organisations.