



CENTRE FOR HEALTH SERVICES
RESEARCH AND POLICY

An Evaluation of the ASB Polyfest Healthy Food Policy Initiative: An Initiative Supported by Let's Beat Diabetes

Final Report

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Abbreviations

ASSHA	Auckland Secondary Schools Heads Association
CIPP	Context Input Process Product
CMDHB	Counties Manukau District Health Board
DHB	District Health Board
HEHA	Health Eating Health Action
LBD	Let's Beat Diabetes Programme
MCC	Manukau City Council
SOPH	School of Population Health
SPARC	Sport and Recreation New Zealand

Executive Summary

Literature clearly shows the importance of good nutrition, and the considerable impact of such dietary influences as the school food environment, including the related policies regarding availability and pricing, the promotion of healthy foods at all events, and behavioural modelling. In order for the goals of the Let's Beat Diabetes (LBD) programme to be met and these influences addressed, collaboration between various stakeholders and clear changes in policies need to occur. From this basis, the ASB Polyfest Healthy Food policy initiative was developed by LBD, which serves as the focus of this evaluation report. The aims of the evaluation are to:

- Collaborate with the ASB Polyfest Healthy Food policy initiative work stream to develop and conduct an evaluation that meets the needs of the programme providers and key stakeholders, as well as the overall LBD programme.
- Describe and evaluate the implementation of the ASB Polyfest Healthy Food Policy initiative work stream.
- Describe the outputs of the ASB Polyfest Healthy Food Policy initiative work stream. Support the ASB Polyfest Healthy Food Policy initiative work stream and incorporate lessons learned.

Methods

The CIPP Evaluation model (Stufflebeam, 1983) guided the present evaluation. A mixed methodology was proposed as the most appropriate means of implementing the evaluation, with three key methods used to collect and analyse the data presented in this report. These included:

- Stall observations during ASB Polyfest;
- Stallholder telephone surveys; and
- Key stakeholder interviews.

Results

Stall observations during ASB Polyfest

- The food and drink items being sold at the Polyfest were mostly not within the specified guidelines, with a clear majority of stalls observed to be selling items that were most commonly either unspecified, not within the guidelines, or identified as being cultural.

Stallholder telephone surveys

- All stallholders surveyed were aware of the guidelines that were developed by Counties Manukau District Health Board.
- Stallholders had a very mixed response however when asked about the usefulness of the resources and support made available, with some finding them useful and others not. The resources and support were more likely to be found useful, but not necessarily useful in helping stallholders follow the guidelines.
- Most stallholders said that the competition did not encourage them to follow the guidelines. The stallholders were more concerned about making food that would sell well and generate profit than meeting the guidelines that were seen to lack sufficient incentive to follow.
- Stall holders expressed a number of concerns, including their need to make a profit and to sell items to an audience perceived as considerably economically constrained, and some of

them did not find the guidelines were clear and sufficiently supported in every way necessary. There was a widely held perception that the items within the guidelines, and the associated cost, did not fit with the items wanted for purchase, or the budget of attendees.

Key stakeholder interviews

- A number of interviewees expressed appreciation and support for the gradual, collaborative, and 'gentle' approach used for this initiative, which was seen as a culturally appropriate approach. The provision of free water and fruit was perceived as having an impact on the quantities of soft drink and water consumed, and the overall behaviour at Polyfest, although no additional evidence was collected to support this.
- Key stakeholders felt that achievements of the initiative included the supportive relationships developed through discussions and planning amongst key players. The various forms of support, particularly from the DHB and sponsors, along with collaboration, enabled the implementation and participation of stallholders. Implementation was seen as being hindered by confusion regarding the healthy food messages and the difficulty of changing long-held attitudes, behaviours and cultural norms. Other barriers to participation cited by stallholders included fear of losing profit, resistance to being 'policed', the competition for customers, the short timeframe for planning, and not being required to participate.
- Several suggestions were made as to the future direction of the initiative. The dominant theme was to broaden the message of the festival to being about healthy lifestyle, and to seek greater involvement and collaboration with schools and the community for promotion of healthy eating and lifestyle choices. Stallholders also requested clarification of healthy food choices and assistance through steps to improve the healthy food options. Furthermore, stakeholders identified that: a) additional support may be necessary for stallholders; b) an enforcement of the guidelines should be introduced; and c) there is scope for a similar initiative to be rolled-out across other such events.

Issues to Consider

The following issues should be considered by LBD and partners in the ongoing development of this initiative:

- In order to ensure appropriate time to engage with stallholders and therefore strengthen the support they receive to substitute menu items; engagement and communication must start early.
- Continue developing and strengthening the messages surrounding the justification of a healthy food and drink policy at events such as Polyfest. With festivals such as these being an annual event, some may still question the need to limit treats in such venues.
- Engage in discussion with partners and sponsors as to how to create a business solution. Stalls selling healthy food options should still make money in order to create the right incentives for stallholders. Part of this discussion should include whether the initiative should move closer towards developing an enforceable policy that stallholders must follow.
- Resources provided to the stallholders should be clear, contain consistent messages and be appropriate for the target audience. In line with creating a business case for healthy food sales, additional resources could be developed that address the financial aspect of the guidelines and questions such as, how can stallholders make a profit selling healthy food

items? A range of communication channels (e.g. mail, internet and meetings) should continue to be used.

- The 'Ten Best Food Stalls Competition' is popular among stallholders and stakeholders alike, however additional work needs to be done to ensure there is a clear understanding among stallholders as to the details of the competition.
- There needs to be a focus on classifying as many food items as possible as to whether they are in line with the guidelines or not. Increased clarity around food options will help facilitate stall holder's level of compliance.

1. Introduction

Literature clearly shows the importance of good nutrition, and the considerable impact of such dietary influences as the school food environment, including the related policies regarding availability and pricing, the promotion of healthy foods at all events, and behavioural modelling. In order for the goals of the Let's Beat Diabetes (LBD) programme to be met and these influences addressed, collaboration between various stakeholders and clear changes in policies need to occur. From this basis, the ASB Polyfest Healthy Food policy initiative was developed by LBD, and which serves as the focus of this evaluation report.

1.1 Literature summary

The Let's Beat Diabetes (LBD) programme is seeking to address the problem of poor nutrition and physical activity levels using a 'whole society' approach, with the awareness that behaviour changes, as a long-term goal, are difficult to accomplish. Ideally, whole communities would change, in both knowledge of, attitudes to, and practices regarding healthy food and exercise. It would be expected that achieving the goals of LBD would be greatly assisted by changes in food policies and environments, to provide people with opportunities, cues, and encouragement towards healthy eating. Changes to the food environment or food policies have a wider and longer-lasting impact than individual-orientated behavioural programs, and have the potential to change behaviours and social norms (Brownson, Haire-Joshu, & Luke, 2006)

The environments in which a person has food, especially the types of food and the costs of food options available, are key influencers of individual food selection behaviours (Story, Kaphingst, Robinson-O'Brien, & Glanz, 2008). Important food environments include school, and cultural events (Chapman, 1990), where large numbers of people congregate, and where children and adolescents have the opportunity to see parents and other adults modelling how and what to eat. In addition to modelling, adolescents' eating behaviours can be influenced interpersonally through reinforcement and support of eating healthily, and through a perception of healthy eating as the norm (Story, Neumark-Sztainer, & French, 2002). These can be achieved through the use of healthy food policies or guidelines at Polyfest.

Good nutrition during the period of adolescence is important for various reasons; including, the body's nutrient requirements for healthy growth and development, the potential for dietary habits formed to be long-term, in addition to both the immediate and long-term potential impacts of poor nutrition (Story et al., 2002). In order for environmental change strategies to be most effective in improving the nutritional quality of foods consumed, the accessibility of unhealthy food needs to be restricted at the same time as healthy food is made more accessible (Brownson et al., 2006). This is especially relevant because the majority of adolescents are not motivated in their food choice by the healthiness, but by taste, hunger, convenience and cost (Story et al., 2002).

Baxter (1998) argues that food preferences develop for whatever foods are associated as a reward, or with positive interaction, and that foods associated with unpleasant interaction, or as an unpleasant requirement, will not become a preferred option. This explains how creating a healthy food environment at events such as Polyfest can have a significantly positive impact, as healthy foods can be associated with the positive environment and interactions occurring during the festival. However, in doing so, it must be remembered that accessibility of healthy food is insufficient, as Williden et al. (2006) identified that the cheaper cost, as well as easier accessibility of unhealthy foods in New Zealand acted as barriers to healthy eating in children. Therefore, healthy food choices must be easily affordable as well as easily accessible, in as many environments as possible.

Foods and beverages available at school, including events, should fit with the messages being taught in class about nutrition and health. Child participants in research by Gosling et al (2008) reported that they received contradictory messages regarding food and nutrition, with messages coming from family, school, the local environment, and media. Children in Gosling et al.'s study reported that they predominantly relied on their mothers and aunts to make sure that they were eating healthily, and not too much of their favourite unhealthy foods. Story et al. (2008) argue that not only is the accessibility of healthy food important to adults, but especially so to children and adolescents, whose diet is modified through modelling of parental behaviour in regards to food choices.

It is evident in literature that children and adolescents should be given multiple opportunities to eat, and see their parents/guardians/whanau eating healthy foods. Changing the food selection behaviours of adolescents will rely upon more than modelling, however. As discussed by Baxter (1998), children's preferences for food are influenced through the repetition of exposure and the perceived nature of the food experience. This translates for a need to present children with healthy, nutritious foods more often than unhealthy foods, and for healthy foods to be associated with pleasurable social occasions. In addition, other contributing influences upon health and nutrition need to be considered, such as clever marketing. Key contributing factors of increasing obesity are not only an increase in the availability and convenience of fast-food and soft drinks, but also increases in portion sizes, and increases in fast-food advertising (French, Story, & Jeffery, 2001).

There are multiple stakeholders who compete to influence what is consumed by a population, including companies within the food and beverage industry, professional associations, government health, and agriculture (Chapman, 1990). This competition for influence, with the largest budgets for advertising typically being in the hands of the food and beverage marketers, will be best overcome through collaborative efforts. Gosling et al (2008) state that in order to maximise the chances of a collaborative effort being effective in the long-term, there needs to be penetration/exposure (i.e. reaching a greater proportion of people within a community), intensity (i.e. improving access is a stronger method than education-focussed), and duration (i.e. permanent/ongoing changes can have more impact than a one-off event).

1.2 Let's Beat Diabetes

LBD is a Counties Manukau District Health Board (CMDHB) initiative that aims to make long-term sustainable changes within their district to prevent and manage diabetes. One of the Action Areas that will provide the mechanism for these changes in health outcomes is the Health Promotion Action Area. Within this Action Area, LBD is involved in several projects strengthening health promotion co-ordination and activity. The focus of this evaluation is the ASB Polyfest Healthy Food Policy introduced at the ASB Polyfest in 2009.

1.3 Alignment to HEHA strategy

Healthy Eating Healthy Action (HEHA) is a Ministry of Health initiative to improve nutrition, increase physical activity, and achieve a healthy weight for all New Zealanders. The introduction of ASB Polyfest Healthy Food Policy to the ASB Polyfest is clearly aligned to the outcomes and actions under the HEHA framework (Ministry of Health, 2004). For example, the work being done with the ASB Polyfest Healthy Food Policy, under the Health Promotion Action Area of LBD, and HEHA both seek to ensure that sectors work collaboratively and in a co-ordinated manner to improve nutrition (HEHA outcome 1). The initiative also reflects HEHA's focus on creating environments' that promote and support healthy eating (10). The festival is attended by a large number of Maori and Pacific Island peoples, and many young people, children and their families. The ASB Polyfest Healthy Food Policy that is being implemented aims to improve the nutrition environment by providing healthy options for these high-needs groups, this is a theme throughout the HEHA framework.

1.4 Aims of the evaluation

The aims of the evaluation are to:

- Collaborate with the ASB Polyfest Healthy Food policy initiative work stream to develop and conduct an evaluation that meets the needs of the programme providers and key stakeholders, as well as the overall LBD programme.
- Describe and evaluate the implementation of the ASB Polyfest Healthy Food Policy initiative work stream.
- Describe the outputs of the ASB Polyfest Healthy Food Policy initiative work stream.
- Support the ASB Polyfest Healthy Food Policy initiative work stream and incorporate lessons learned.

1.5 Structure of the report

This report was prepared by the Centre for Health Services Research and Policy at the University of Auckland, and was commissioned by LBD. It presents the evaluation of the ASB Polyfest Healthy Food Policy initiative which is supported by Let's Beat Diabetes. The previous section provides the context in which the initiative was carried out and the aims of the evaluation. The second section presents the background and objectives of the initiative along with the programme logic. The methodology adopted for the evaluation is outlined in

the third section and the results are detailed in the following section. The report concludes with a discussion of the findings and some issues for consideration.

2. ASB Polyfest Healthy Food Policy Initiative

The work being done with the Healthy Food Policy for the ASB Polyfest is part of the Health Promotion action area of the Let's Beat Diabetes plan. Action Area 5 focuses on strengthening health promotion co-ordination and activity. The following section describes the ASB Polyfest Healthy Food Policy Initiative background and objectives.

2.1 Initiative background

The ASB Polyfest is the largest secondary school's festival of its kind in the world and show cases the best of secondary school cultural talent in Auckland. The event is held over four days and attracts over 90,000 people with an additional 8,500 students who perform on one of the many stages.

Food stalls and market places add to the vibrant atmosphere where arts, crafts and many different types of foods are sold. However, many of the food and beverages sold at the event are not consistent with the recommendations of the Food and Beverage Classification System for schools, and are high in fat, salt and sugar.

CMDHB is a major sponsor of the event and along with some other key sponsors, there is support for a food and nutrition policy to be developed.

The recommendations to stallholders in 2009 will focus on three specific areas:

- No deep-fried non-cultural food (e.g. hot dogs, chips, pies, donuts)
- No non-cultural sweets (e.g. candy floss, packets of lollies)
- No full-sugar drinks

It is recommended that these items are substituted for other food items, for example substituting chips with baked potatoes with a range of fillings.

The resources that were made available included a rationale for the policy, healthier options which included specific ideas for stallholders about what they should avoid selling and options for substitution and a letter introducing the Healthy Food Stall Competition. These resources were available online and were also sent to each stallholder. In order to emphasise the policy, the LBD Project Manager also spoke at the stallholder meetings and addressed the Healthy Food Policy. In addition to this, stallholders were contacted personally by the LBD Project Manager to discuss the policy and offered further support from a nutritionist or dietician to modify their menu.

2.2 Initiative objectives

The aim of the initiative is:

To work with key stakeholders of the ASB Polyfest to ensure an introduction of the healthy food and beverages policy at the ASB Polyfest and once achieved, to plan the roll-out of similar policies and processes for other large-scale public events¹.

2.3 Programme logic

The figure below captures in one simple diagram the nature of the whole ASB Polyfest food and drink policy initiative. This diagram is known as a programme logic and is used to depict a shared vision among all stakeholders about the desired outcomes and the means by which the programme intends to achieve those outcomes. The diagram is categorised into inputs, activities, products and outcomes (including short, medium and long term). It is also a useful tool to aid the evaluation teams' understanding of the initiative's intended goals and the pathways and processes it will take to achieve these goals. Furthermore, it can be used to clearly illustrate the links and theoretical relationships (represented by the connecting arrows) between the categories mentioned previously, for example, the links between inputs and activities; and activities to products. This provides a foundation for variables that could be measured as part of the evaluation.

The inputs are the existing, tangible resources used in the ASB Polyfest Healthy Food Policy initiative. These include:

- Stakeholders from key agencies
- LBD project manager
- Key resources including the information booklet, healthy ideas for stallholders, and healthy choice guidelines
- Ten best food stall competition as an incentive
- ASB Polyfest event
- Funding
- Human resources

Four main activities have been carried out for the ASB Polyfest Healthy Food Policy initiative. The first is collaboration with stakeholders from key agencies. Secondly, support in the form of nutritionist and dietician provided to stallholders. The third was distributing appropriate key resources to all food stall holders and finally informing stallholders of the best food stall competition.

As a result of activities implemented in the initiative, the immediate products that can be expected include firstly, stakeholders engaged and supportive of the introduction of the healthy food guidelines. Secondly, stallholders have the support they need to make healthier changes to their menu in line with the guidelines. Thirdly, all stallholders receive, read and understand the key resources; and lastly, the competition is facilitated at the ASB Polyfest.

¹ From the ASB Polyfest PAN Auckland HEHA Funding and Planning Group Funding Proposal.

The products lead to the intended outcomes of the initiative. The outcomes of the initiative sit on a continuum from short to long term outcomes. Anticipated short term outcomes include stallholders having increased knowledge about healthy options and substitute non cultural deep fried food, sweets and full sugar drinks at the 2009 ASB Polyfest for healthier options. In addition, it is anticipated that ten stalls will be awarded with a 'Best food stall' award. These short term outcomes all lead to medium term outcomes including creating a supportive nutrition environment. Another medium term outcome is rolling out similar policies and processes at other larger scale public events. Through all of this, it is anticipated that the initiative in the long term will contribute to an improvement of nutrition in the Counties Manukau population. It is important to note that throughout this outcome continuum (from short to long term), it is intended that stakeholders continually support the further implementation of the healthy food guidelines.

In illustrating the causal links and theoretical relationships between inputs, activities, products, and outcomes, the programme logic has made several assumptions. These are as follows;

- Increased knowledge and motivation will lead to health benefits.
- Improved healthy eating and behaviour leads to health benefits
- The ten best food stall competition will provide an incentive for stallholders to participate.

Barriers and enablers that may affect the initiative achieving its intended goals include engagement of stallholders, capacity to support stallholders and the appropriateness of resources.

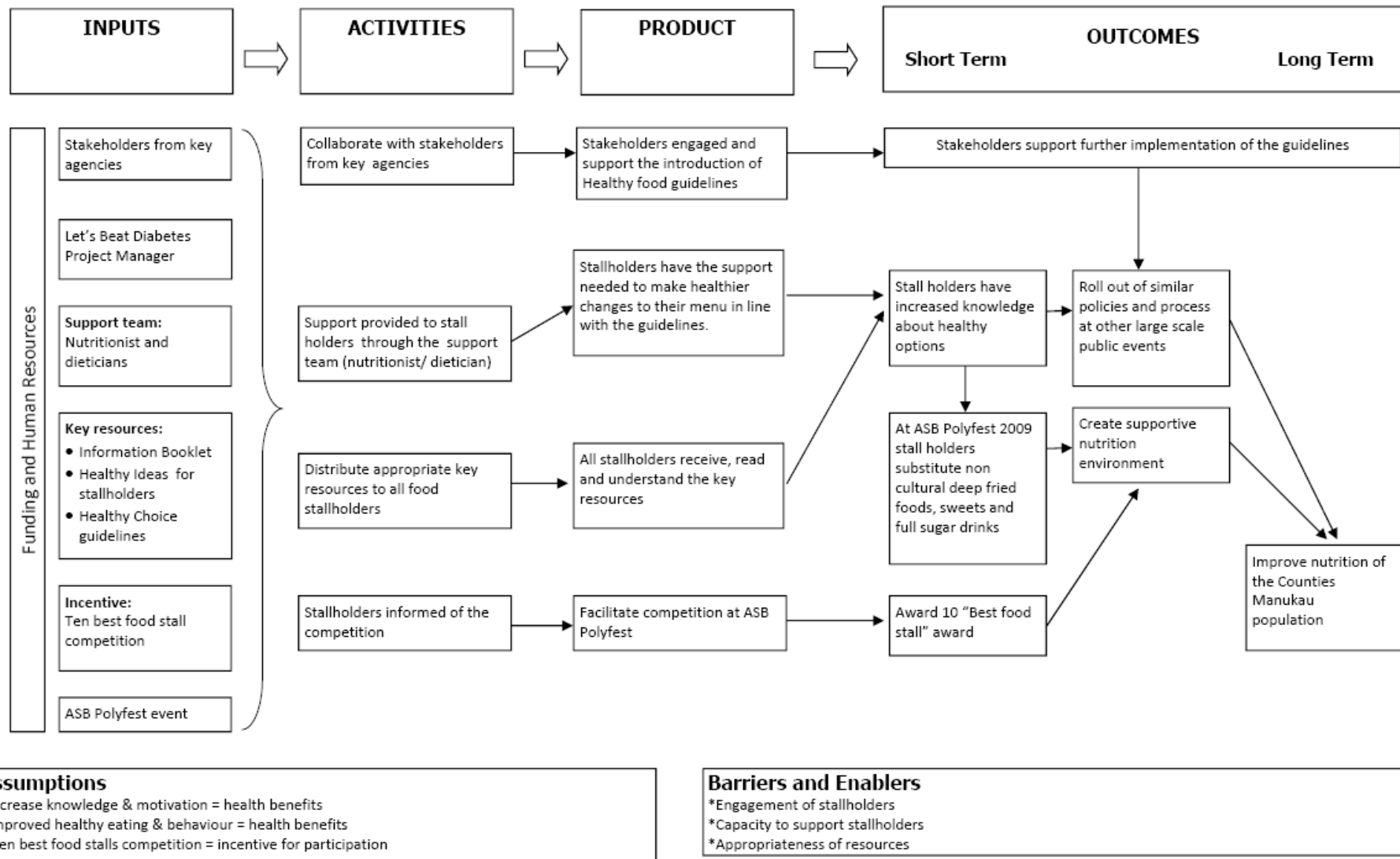


Figure 1: ASB Polyfest Healthy Food Policy Initiative Draft Programme Logic

3. Methodology

Programme evaluation is designed to support programme development through evaluating different components of a programme. Evaluation is useful for finding out whether a programme is being implemented as intended and whether what is being done works. Evaluation is also important for maximising the potential of a programme and, ultimately, the benefits to the community.

The ASB Polyfest Healthy Food Policy Initiative evaluation is based on the Centres for Disease Control and Prevention (CDC) framework for the evaluation of public health programmes. A mixed methodology was proposed as the most appropriate means of successfully implementing the evaluation. Mixed methods inquiry deliberately pulls together different research methods designed to collect different kinds of information, thus, utilising both qualitative and quantitative methods of data collection and analysis in parallel (Greene & Caracelli, 1997).

The methods and evaluation questions used in this evaluation were developed in collaboration with the key stakeholders of the ASB Polyfest Healthy Food Policy initiative work stream.

3.1 CIPP Model

Guiding the evaluation will be the CIPP Evaluation model (Stufflebeam, 1983) which will provide a valuable structure for the evaluation. The core parts of the CIPP model are context, input, process, and product evaluation of the programme (see Figure 2) which assists the decision making process within the programme.

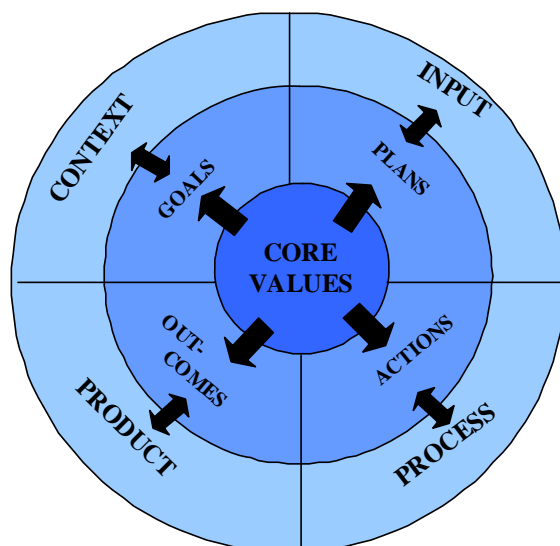


Figure 2: The CIPP Model

(The CIPP model is adapted from Stufflebeam, 2003)

The four parts of the model assist decision-makers in answering these four general questions:

1. What needs to be done? [Context]
2. How should it be done? [Input]
3. Is it being done? [Process]
4. Did it succeed? [Product]

3.2 Evaluation questions

In order to guide the evaluation, evaluation questions were developed in collaboration with the key stakeholders. These are structured using the CIPP model components:

Context

1. How was the initiative developed?
2. What are the key goals and target groups and how were these determined?
3. What was the intended programme logic?

Input

4. What are the key programme resources?
5. Were the resources appropriate?
6. Were the resources used as intended?

Process

7. What are the barriers and enablers to stallholder engagement?
8. What is the process and level of collaboration for stakeholders involved in the work stream?

Outputs

9. To what degree did the stallholders comply with the recommendations made?
10. What factors lead to the compliance or non-compliance of the recommendations?

In order to achieve the evaluation objectives set out in Section 1.4, and answer the questions outlined above, the evaluation utilised three key methods of data collection. The methods include key stakeholder interviews, stallholder telephone surveys and stall observations during ASB Polyfest, these methods are described in more detail below.

3.3 Data collection

This section outlines the methods that were used to collect data for the evaluation. The three key methods included observations, stallholder telephone surveys and key stakeholder interviews.

3.3.1 Stall observations during ASB Polyfest

During the ASB Polyfest (18-21 March 2009) observations were conducted with 59 food stalls out of a possible 106 (56% of stalls) food stalls. Two trained personnel recorded the observations over two days; the observations were carried out with LBD and the Health Promotion Action Area. The purpose of the observations was to record all the food and beverages being sold by food stallholders. The template for the observations can be found in Appendix A.

3.3.2 Stallholder telephone surveys

Telephone surveys were conducted with a sample of food stallholders and identified perceptions of the ASB Polyfest Healthy Food Policy process facilitated by LBD. The information collected provided information around factors that enabled and hindered the process, as well as whether any changes had been made and key reasons for this. Twenty-two (22) telephone surveys were conducted and each survey lasted approximately fifteen minutes. The survey can be found in Appendix B. In addition to this, in order to support the telephone survey data, the resources that were made available to the stallholders were reviewed by the evaluation team to determine their appropriateness for the target group.

3.3.3 Key stakeholder interviews

Interviews were held with key stakeholders and provided an indication of the experiences of those involved in the ASB Polyfest Healthy Food Policy initiative. This information is important to understanding process and implementation, as well as the engagement and experiences of different stakeholders. Six (6) interviews were carried out and lasted no longer than one hour, the interview identified key stakeholder perceptions of strengths, risks and areas for growth or development; along with any noted effects of the initiative. The interview guide can be found in Appendix C.

3.4 Data analysis

3.4.1 Stall observations during ASB Polyfest

Observation data was collated and entered into an excel spreadsheet. All observation data was coded into four categories based on ASB Polyfest Healthy Food Guidelines:

- **In line with guidelines** (included food and drink that were specified in the guidelines as healthy options)
- **Not in line with guidelines** (included food and drinks that were specified in the guidelines that should not be sold and should be replaced with a healthy alternative)
- **Cultural food** (included food and drink that were specified as cultural food)
- **Unspecified** (included food and drink that did not fit into any of the above categories)

The observation data was then analysed using basic descriptive statistics (frequency and percentages).

3.4.2 Stallholder telephone survey

Telephone survey data was entered into an excel spreadsheet and then analysed through SPSS (Statistical package for social science, version 15.0). The data was analysed using descriptive statistics (frequency and percentages).

3.4.3 Key stakeholder interviews

Thematic analysis was used to identify the issues that the key stakeholders identified as relevant to the ASB Polyfest Healthy Food Policy initiative. Comparisons of responses ensured that the findings reflected the views of key stakeholders while also allowing for any interesting or unexpected data to be shared. The interview findings were discussed with the interviewers and evaluation team to ensure inter-rater reliability.

4. Results

This section presents the results from the stall observations during Polyfest, stallholder telephone surveys and stakeholder interviews. A summary of these results is provided at the end of the section.

4.1 Stall observations during ASB Polyfest

Of the 106 food stallholders at the ASB Polyfest in 2009, observations were carried out with 59 (56%) of them. The observation data is based on the menu items that were being sold by the stallholders. No sales data was collected. The first two sections describe the general food and drink environment of ASB Polyfest based on the observations carried out. The third section describes the proportion of food and drink being sold that was in line with the guidelines at an individual stall level.

It should be noted that 'cultural' food was not defined in any of the stallholder resources.

4.1.1 Drinks observed at ASB Polyfest

Table 1 outlines that of the food stalls observed, 62% of the drinks being sold were not in line with the guidelines, 33% were in line with the guidelines, 7% were classified as cultural drinks and 7% were unspecified drink items. The average price of drinks not in line with the guidelines was \$1.82 compared with \$2.25 for drinks in line with the guidelines, \$2.20 for cultural drinks and \$3.64 for unspecified drinks.

Table 1: Summary of drinks observed at ASB Polyfest

Type of drink	No. of menu items	% of total observed	Average price
Not in line with guidelines	131	61.21%	\$1.82
In line with guidelines	69	32.25%	\$2.25
Cultural	7	3.27%	\$2.20
Unspecified	7	3.27%	\$3.64
TOTAL	214	100%	

The most common drink being sold that was not in line with guidelines was the Miranda range of drinks, this made up 27% of all drinks being sold that were not in line with the guidelines (see Table 2). Pepsi made up 20% of all drinks being sold that were not in line with the guidelines, followed by 7up and Mountain dew with 19% and 18% respectively. Coke was being sold in a number of stalls and made up 7% of all drinks being sold. The drink 'V' was also being sold and made up 6.5%. Other drinks being sold made up 2.5% and included E2, G-Force, Mizone and Tropical Soda.

Table 2: Types of drinks observed at ASB Polyfest that were not in line with guidelines

Drinks not in line with guidelines	#	%
Miranda (all flavours)	35	27%
Pepsi	26	20%
7up	25	19%
Mountain dew	23	18%
Coke	9	7%
V Can	5	4%
V Bottle	4	2.5%
Other	4	2.5%
Total number of menu items	131	100%

Of all the beverages that were in line with the guidelines, 36% were Pepsi Max and 36% H2Go water (see Table 3). This was followed by Fresh Up juice with 13%. Other drinks being sold in this category included NZ Natural Water, Coke Zero and Fruit Juice (no brand specified).

Table 3: Types of drinks observed at ASB Polyfest that were in line with guidelines

Drinks in line with guidelines	#	%
Pepsi Max	25	36%
H2GO Water	25	36%
Fresh up	9	13%
Just Juice	3	4%
NZ Natural Water 1.5L	3	4%
Coke Zero	2	3.5%
Fruit Juice (other)	2	3.5%
Total number of menu items	69	100%

The most common cultural drink being sold was Otai² making up 86% (n=6) of cultural drinks sold. There were a number of unspecified drinks being sold, 86% (n=6) were hot drinks, including tea and coffee and there was one case of milk shakes being sold.

The drinks available through stalls at Polyfest were predominantly those that were not within the food guidelines, and the average pricing of these was lower than for drinks meeting the guidelines.

4.1.2 Food observed at ASB Polyfest

Of the food stalls observed, 31% were unspecified foods, 28% were cultural foods 28% were foods in line with the guidelines and 12% were not in line with the guidelines (see Table 4). The average price of foods that were not in line with the guidelines was \$2.37 compared with \$3.32 for foods that were in line with the guidelines. Cultural foods were the most expensive, selling for an average price of \$6.52, unspecified foods sold for an average of \$3.96.

² Otai is a Tongan fruit drink

Table 4: Summary of food observed at ASB Polyfest

Type of food	No. of menu items	% of total observed	Average price
Unspecified	67	31%	\$3.96
Cultural	62	28%	\$6.52
In line with guidelines	62	28%	\$3.32
Not in line with guidelines	27	12%	\$2.37
Total menu items	218	100%	

The most common food being sold at food stalls that were not in line with the guidelines were hot chips (26%), followed by lollies (19%) and then candy floss (15%) hot dogs (15%) and pies (11%). Other food being sold that was not in line with guidelines included donuts and fried chicken (see Table 5).

Table 5: Types of food observed at ASB Polyfest that were not in line with guidelines

Food not in line with guidelines	#	%
Hot Chips	7	26%
Lollies	5	19%
Candy Floss	4	15%
Hot Dogs	4	15%
Pies	3	11%
Donuts	2	7%
Fried Chicken	2	7%
Total number of menu items	27	100%

There was a wide variety of unspecified food being sold at ASB Polyfest (see Table 6). The most common food was fruit and ice cream (13%). Bacon and egg rolls were also common with 9%, followed by home baking, ice blocks/ ice cream, steak and egg rolls and waffles and ice cream all with 6%. A list of the unspecified food observed at ASB Polyfest is provided below.

Table 6: Unspecified food observed at ASB Polyfest

Fruit and ice cream	Steak and onion roll
Bacon and Egg Rolls	Toffee apples
Baking	Bacon and Egg Muffin
Ice block	Bacon and Eggs
Ice cream	Caramel Corn
Steak and egg roll	Dumplings
Waffle and ice cream	Fresh Coconut
Bacon and Egg Pie	Frozen banana milk
Ice cream with fizzy drink	Lasagne
Sausage roll	Meat Patties
BBQ Plate	Mussel Chowder
Chips	Sundae
Sausages	Steak and eggs
Steak and onion sandwich	Steak and mushroom and rice

Cultural food that was observed at the ASB Polyfest was common (see Table 7). The most common food sold at food stalls were meal plates³ which made up 21% of the cultural food observed. Chop suey plates⁴ made up 16% and Tongan donuts made up 10% of the cultural food observed followed by raw fish (8%) and then poke⁵ (6%). Fried bread was also seen to be selling in number of stalls. Other food observed included corned beef, egg fu yong, lamb flaps, marinated mussels, noodles, palusami⁶, prawn/ shrimp on rice, steak pudding, stir fry, sweet and sour, and taro.

Table 7: Types of food observed at ASB Polyfest that were classified as cultural

Cultural food	#	%
Meal Plate	13	21%
Chop suey Plate	10	16%
Donuts (Tongan)	6	10%
Raw fish	5	8%
Poke (banana pudding)	4	6%
Fried bread	3	5%
Chicken	2	3%
Curry and rice	2	3%
Custard pies	2	3%
Hangi	2	3%
Rice	2	3%
Other	11	2%
Total number of menu items	62	100%

There was a variety of food observed that were in line with the guidelines. The most common food observed were American hot dogs, making up 18% of the food being sold that is in line with the guidelines. Sausage sizzles were also common with 16% followed by beef or chicken kebabs with 11%. Fruit made up 8% of the menu items observed that were in line with the guidelines. Mussel fritters and burgers with salad were also common with 6% and 5% respectively. Chicken and whitebait fritters both each made up 5% of the food observed. Green bananas, pancakes, pork buns, chicken or fish rolls and taro each had 2 menu items observed at the ASB Polyfest. Other food observed that were in line with guidelines included fruit salad, popcorn, potato salad and rice, taro and banana, toasted sandwiches, and wedges.

³ Meal Plates were a range of dishes served on one plate

⁴ Chop suey plates were a plate of either chop suey on its own or with other dishes

⁵ Poke is a banana pudding

⁶ Palusami is a Samoan dish consisting of baked parcels of taro leaves with a coconut cream, onion and meat filling

Table 8: Types of food observed at ASB Polyfest that were in line with guidelines

Food in line with guidelines	#	%
American Hot Dogs	11	18%
Sausage sizzle	10	16%
Beef or chicken kebabs	7	11%
Fruit	5	8%
Mussel fritters	4	6%
Burger w salad	3	5%
Chicken	3	5%
Whitebait fritters	3	5%
Green bananas	2	3%
Pancakes	2	3%
Pork buns	2	3%
Roll (chicken or fish)	2	3%
Taro	2	3%
Other	6	12%
Total number of menu items	62	100%

Less than a third of food menu items were in line with the specified guidelines, with the same number of items categorised as cultural foods. The largest percentage of foods available had not been specified within the guidelines.

4.1.3 Food and drink availability by stall

Sixty-nine percent (n=41) of all stalls observed sold at least one item that was not in line with the guidelines. Of those, 42% (n=17) of stalls had half or more of their menu items not in line with guidelines, while 58% (n=24) of stalls had less than half of their menu items not in line with guidelines.

Eighteen stalls (31%) did not sell anything that was not in line with the guidelines. Of those, 22% (n=4) of stalls had half or more of their menu items in line with the guidelines and 78% (n=14) of stalls had half or more of their menu items that were unspecified.

Sixty-four percent (n=38) of all stalls sold at least one unspecified menu item with 24% of those stalls having half or more of their menu items unspecified.

4.2 Stallholder telephone surveys

Stallholder telephone surveys were conducted in order to identify perceptions of the ASB Polyfest Healthy Food Policy process facilitated by LBD. Twenty-two surveys were completed and analysed and the quantitative and qualitative results are presented here.

4.2.1 Quantitative results

The results show a large proportion of participants (n=9, 41%) were at the ASB Polyfest for all four days of the event (Wednesday, Thursday, Friday and Saturday). Similarly, nine food stallholders (41%) were there for three days (Thursday, Friday and Saturday) and four (18%) were there Thursday and Friday only.

The majority of the stallholders (n=16, 73%) have had a stall at the ASB Polyfest in other years, six stallholders (27%) had not had a stall in other years. More stallholders sold food and drink that were the same as other year (n=9, 56%) and seven stallholders sold food and drink that was different from other years (n=7, 44%).

Most of the stallholders who had a stall in other years (n=11, 69%) reported that they made less money this year compared to the other years at Polyfest, two (13%) reported they made more money and three (19%) reported they made the same amount this year compared to other years at Polyfest. In addition, it was found that most of the stallholders who sold different food and drink from other years reported that they earned less (6 of 7 stalls). Over half of those who sold the same food and drink as other years reported that they earned less (5 of 9 stalls). Furthermore, most of the stallholders (8 of 11) who made less money this year compared to other years at Polyfest reported the support and resources they received did not help them follow the guidelines at their stall.

All stallholders surveyed, were aware of the guidelines that were developed by Counties Manukau District Health Board.

Respondents were asked to report which resource(s) or support they have used to help follow the guidelines. Referring to Table 9, it is apparent that stallholders made use of the phone call, stallholders meetings, guidelines, healthier options ideas and competition details to help follow the guidelines. Support from a nutritionist/dietician and other stallholders were mostly unused. Respondents reported accessing guidelines, healthier options ideas and competitions details through internet, mail and meeting. The results show that resources including the guidelines, healthier options ideas and competition details were mostly accessed by mail, followed by meeting and internet.

Table 9: Table showing the resources and supports stallholders recalled using to help follow the guidelines

Resources/ supports	Yes	No	
Phone Call	13	9	
Stallholder meeting	13	9	
Support from Nutritionist/Dietician	3	19	
Support from other stallholders	1	21	
Guidelines	13	9	4 Internet 7 Mail 4 Meeting
Healthier options ideas	10	12	3 Internet 6 Mail 4 Meeting
Competition details	9	13	2 Internet 4 Mail 3 Meeting

About sixty percent of the respondents (n=13) found that the support and resources they received were useful, six respondents (27%) reported the opposite and three respondents did not respond (16.7%). Half of the respondents (n= 11, 50%) would like to receive support to provide healthy options at their food stall in the future, the other half (n= 11) would not like to receive future support.

The competition notably encouraged six respondents (27%) to follow the guidelines at their stalls, in contrast to this, thirteen (59%) reported that the competition did not encourage them to follow the guidelines and three respondents (14%) did not provide an answer. In addition, most of the stallholders who had a stall at the ASB Polyfest in the other years (11 of 14) reported the competition did not encourage them to follow the guidelines.

4.2.2 Qualitative results

Knowledge about the guidelines

When asked what they knew about the guidelines, most stallholders who were surveyed talked about less oil, no deep fried foods and less sugar. Some stallholders spoke about having no soft drinks, no sweets and less fatty food. There was some confusion among stallholders between the Manukau City Council (MCC) Hygiene regulations and the Healthy Food Guidelines. In addition to this, there was also some confusion around what the consequences were of not following the guidelines.

Profit at ASB Polyfest

A number of stallholders believed that at the ASB Polyfest in 2009, people had less money to buy food and drink because of the current economic climate and that this contributed to stallholders believing that they made less money at ASB Polyfest this year than in other years. Other stallholders mentioned expensive menus as deterring people from purchasing food and drink. Other perceptions

about loss of money included increasing price of food, having too many stalls at Polyfest, and young people bringing their lunch from home.

Support to follow guidelines

While many stallholders found the information provided this year clear and substantial, other stallholders reported that they would like to receive more information in the future. A few stallholders thought that the guidelines need to be enforced in the future. Part of the concern for stallholders was that they would lose money if they sold healthy food while other stalls selling unhealthy food would make more money.

There were a number of people who felt they didn't need further support because they already sell healthy food. In contrast to this, some stallholders had the perception that people attending ASB Polyfest wanted to buy and eat the unhealthy food made available by some stalls.

Making changes to food and drink being sold at stalls

When asked specifically what food and drink changes stall holders made, responses were mixed. Some did not make changes to what they sold, others made changes such as selling water, and low-sugar drink options.

For those who made changes, factors that encouraged them to make those changes included being health conscious, wanting to be healthy for the young people attending the festival, and having supportive people assisting them. Again, there was some confusion between the Manukau City Council Hygiene regulations and the Healthy Food Guidelines as some stallholders thought that if they didn't follow the guidelines their stall would be shut down.

The most common response when asked what made it more difficult to make healthy changes was the perception that people attending the ASB Polyfest do not want healthy food. Another key issue was around high food prices which translated into expensive menu items. It was noted that expensive menu items do not fit with a festival that is largely attended by young people.

Best Food Stall Competition

Most of the stallholders stated that the competition was a good idea. Several stallholders surveyed felt there was a lack of information about the competition from not knowing who won the competition, to not seeing anything relating to the competition during their time at ASB Polyfest. While the competition encouraged some of the stallholders to follow the guidelines, others felt it wasn't a festival-wide competition and did not create enough of an incentive to follow the guidelines.

Future of healthy food options at ASB Polyfest

There were a range of responses from stallholders when asked what would help them make healthy changes in the future. Some encouraged a clearer, simple way to deliver the message, while others thought there needed to be more options for what they can sell. Some stallholders stated they would not consider making healthy changes in the future unless the guidelines were mandatory, others felt that there were too many food stalls. In contrast to this, one stallholder said if the

guidelines were made mandatory next year, they would not come to the ASB Polyfest as all their equipment for their stall is for making food that is not in line with the guidelines (i.e. deep fried food).

There were a number of stallholders who held the perception that people attending the ASB Polyfest did not want healthy food and that healthy food did not sell well. In addition to this, there was one stallholder who felt that the Polyfest was the wrong platform for healthy eating as it should be seen as a treat day.

In summary, stall holders expressed a number of concerns, including their need to make a profit and to sell items to an audience perceived as considerably economically constrained, and some of them did not find the guidelines were clear and sufficiently supported in every way necessary. There was a widely held perception that the items within the guidelines, and the associated cost, did not fit with the items wanted for purchase, or the budget of attendees.

4.2.3 Review of the resources

As part of the evaluation and in order to support the telephone survey data, the resources that were made available to the stallholders were reviewed by the evaluation team to determine their appropriateness for the target group.

The resources that were reviewed included:

- A rationale for the policy
- Healthier option ideas
- A letter introducing the Healthy Food Stall Competition

These resources were available online and were also sent to each stallholder. In order to emphasise the policy, the LBD Project Manager also spoke at the stallholder meetings and addressed the Healthy Food Policy. In addition to this, stallholders were contacted personally by the LBD Project Manager to discuss the policy and offered further support from a nutritionist or dietician to modify their menu.

Upon reviewing the resources provided to stallholders for the Healthy Food Policy, there are a number of issues that may impact on their use and appropriateness for stallholders:

- Resources were made available to stall holders in December 2008, three months away from the ASB Polyfest.
- Resources were only available in English.
- The amount of information provided in the documents could be perceived to be excessive for the target audience.
- The way the information was presented is not consistent across all resources, there was no uniformity to the message.
- Information was presented in full paragraphs, which may not be conducive to the target audience.
- There is no clear definition of 'cultural food' in any of the documents.
- It is not clear from the resources whether following the guidelines is optional or not.

In summary, given the large proportion of Pacific, Maori and Asian stallholders, some may have found the resources difficult to read, understand and therefore implement in the three months before the ASB Polyfest.

4.3 Key stakeholder interviews

Key stakeholder interviews were conducted in order to understand the development, implementation and current enablers and barriers to the success of the initiative, from their perspective. Six interviews were held with a range of key stakeholders of the Healthy Food Policy initiative.

The following section presents the findings from these interviews and is structured under the key themes identified through the analysis of the interview transcriptions. The key topics discussed were around:

- Vision and aims
- Approach taken
- Impact and achievements
- Enablers to implementation and participation
- Barriers to implementation and participation
- Future directions and sustainability

When asked about the development of the initiative, most describe the ASB Polyfest as an ideal controlled environment to offer support and to influence healthier food and beverage options available to the numerous festival goers that attend.

It was around trying to combat type 2 diabetes, which is quite a huge problem with our own community, and how can we engage directly, and influence the eating habits I suppose. And the Polyfest is an opportunity to influence in a controlled environment... an environment of controlled eating, where you can actually control what is offered.

4.3.1 Meeting the vision and aims

When asked whether the ASB Polyfest food and beverage policy initiative had met its vision and aims, interviewees emphasised the fact that the initiative was making progress but that it was difficult to influence eating habits quickly.

I think that they're making headway. Difficult to introduce a new way of eating, new eating habits very quickly.

To support this point, another interviewee also felt that the initiative can make improvements before achieving its aims.

You can always do better; I think it's the thing. I think in terms of providing more accessible water, most definitely yes. In terms of providing fruit, yes. In terms of working alongside the stallholders and giving them, providing them with more information and support, then it's a yes.

It was generally agreed, that although the initiative had made some key achievements, it is still early stages for key objectives to be fully met.

4.3.2 Approach taken

Interviewees cited a multi-staged approach being taken that was culturally appropriate. This type of approach was seen as being important for the implementation of the ASB Polyfest food and beverages policy initiative and focussed on being non-threatening and collaborative.

The multi-staged approach

When asked to describe the development of the initiative, most interviewees had a common understanding of how the initiative was viewed by stakeholders. They describe a multi-staged approach that was agreed on by all stakeholders at the beginning. This “gentle” approach of implementing the initiative, would require a lot of time, but was viewed to be the most appropriate for influencing lifestyle and behaviour factors and gaining buy-in from other stakeholders.

The Healthy Food Policy initiative set out to work with key stakeholders of the ASB Polyfest to introduce a healthy food and beverages policy. It was noted that the gradual introduction began with the provision of water and fruit and the encouragement of stallholders offering healthy options.

In its first year, the first stages was looking at the whole issue of water, and the importance of being able to supply water to festival goers, as opposed to people buying fizzy drinks, soft drinks, that type of thing and from what I understand, there was also fruit being given out, it was free to festival goers. And some form of encouragement to stallholders to be seen to be offering healthy options.

A few of the other interviewees commented on how taking a gentle approach can provide an opportunity to work with key stakeholders and stallholders and build relationships.

Their feeling for the festival was to be very much a gentle approach, so the initiative hasn't been driven by ourselves but has been working in conjunction with the host school and how things fit for them, and how they see things...So very much there was a gentle approach from 2007 through to 2008.

In the first year you wouldn't be able to have a, you know a complete 'this is how we are going to do it' for everybody, it would definitely be something that you, you gradually introduce and you get people on [our] side.

This multi-staged approach was further backed up by a number of interviewees who often referred to the initiative as a ‘journey’ that needs to support lifestyle changes.

This is obviously a direction that the festival will go and obviously the DHB has taken a lot of time and a lot of resource to make sure that it has been a journey that has been supportive, as opposed to something that has been put upon people.

I think it's the beginning of a journey to change their whole lifestyle of the stallholders.

In contrast, some of the interviewees were unsure whether the gentle multi-staged approach was appropriate. They felt that enforcing one general rule and taking more of a hard line approach to implementing the guidelines was needed in order to see improvements to what was being sold at the festival.

I believe we need to step it up, closer to the hard line approach. And think a little bit more about that, it's not about food policing, even though they will like to label us as that; even the stallholders, particularly the commercially minded ones favour the one general rule.

I think ...a half pie approach isn't probably going to work. You know you just need to decide what you want and then enforce it.

The cultural appropriateness of the approach was cited by two interviewees who suggest this is important when engaging with Maori and Pacific stallholders to meet face to face and discuss changes with them. This face to face contact and assurance that changes are to benefit whanau were mentioned as appropriate ways of communication and gaining support, which coincides with the staged approach discussed above. This is despite the fact that there was limited opportunity to meet with stall holders prior to the event.

...My experience with Maori and Pacific communities, the best way is to meet them face to face either in a small or big group setting to communicate with them orally but I didn't have that option.

Approach to getting buy-in

Buy-in and engagement of the stallholders was an important aspect of the initiative. Interviewees described different approaches that required certain characteristics to getting buy-in.

One interviewee mentions a non-threatening approach that was appropriate for engagement of the stallholders.

The committee associated with Let's Beat Diabetes set up some initiatives with the stallholders to provide alternative ways of cooking, and alternative food options and so on. And I think they needed to do that and it was done, from what I can gather, a particularly non-threatening way. So yeah, I think it was entirely appropriate.

Similarly, a different interviewee described their support for an approach that is not imposing and collaborative. The interviewee stated that this approach is a sensible approach in involving and supporting the community and stallholders to implement the guidelines.

I think they took a really good approach. I mean I think they rather than just coming up with something and imposing it on people, I like the way they met with the community. And I mean obviously it was... I think it was quite a considered approach in the sense that rather than just saying you know, these are what the guidelines are and we want you to implement them, they worked with the different stallholders to actually educate them in how to do things. And I think, you know, I think that worked really well. So it kind of fitted with that approach that they have taken in other areas of the community. So I thought it was a really good approach.

Overall, a multi-staged approach was considered an appropriate approach for delivering an initiative that requires time to make changes to cultural, behavioural and lifestyle norms as well as meet the needs of culturally sensitive engagement. Specific suggestions such as developing relationships and

collaborations to get buy in and engagement from key stakeholders and sponsors were discussed by interviewees.

4.3.3 Impact and achievements

This section highlights five key impacts and achievements of the ASB Polyfest food and beverage policy initiative. These include changes in the food and drink environment at ASB Polyfest; the relationships established across stakeholders and agencies; the support sponsors provided to the initiative; the healthy food stall competition; and the increased awareness of the initiative during the ASB Polyfest.

Food and drink environment

When discussing key impacts and achievements of the programme, most stakeholders spoke specifically about changes that were being made to the food and drinks provided at the festival. Two commonly cited achievements included the perception of reduced fizzy drinks at the festival and increased access to free water.

Stakeholders held the perception that there was a reduction in the amount of fizzy drinks being sold and in its place, water was more readily available for those attending the ASB Polyfest.

Well, having been there for every day of the Polyfest, I would suggest that there was a big reduction in the fizzy drink activity. You didn't see lots of people walking around with great big bottles of Fanta and Coke and stuff. Some of that might have been because you had Just Water as a sponsor this year, so there was water freely available, and that might have helped along with the initiative for healthy eating. So that was something I noticed.

One stakeholder expanded on the way water was available and noted that in addition to it being available to the public, it was being made readily available to judges and performers, taking part in the competition part of the ASB Polyfest.

There was free water, accessible within those areas. And that was a big thing. I think the other thing on top of that was that they provided, or made water accessible for people like judges, so at each stage not only was the water available at the stage front, but there was water behind the scene for performers. And also water provided for the judges as well who was sitting on podiums in front of the stages.

Furthermore, a few of the interviewees suggested that the reduction of fizzy drinks and the availability of fruit and water may have had a positive flow on effect on the general behaviour and the calm atmosphere of the festival.

Many comments were made about the calm atmosphere that whole time of the festival seems much calmer, whether that's because people weren't hyped up on fizzy drinks or whatever, I wouldn't know, but it certainly could be a factor in that.

Personally I think it had a huge impact on the general behaviour of people throughout the festival. People were pretty laid back at this particular festival and there were no real problems, behavioural problems. And once again, I can only assume that the accessibility of water and the fact that it was actually being used by the people, as opposed to the fizzy drinks would have had a huge impact on people's behaviours. On top of that, there was some

free fruit once again offered through the DHB. And I know that that was readily accessible to young people.

One interviewee however noted that the amount of water sold to stallholders for them to sell to people attending the festival, was influenced by freely accessible water at the ASB Polyfest.

Probably ten percent of sales, of total sales would be of water or diet drinks, as there [was] free water available on site.

Establishing relationships

Establishing relationships by getting buy-in and engagement of key stakeholders and sponsors were suggested as key achievements by a few of the interviewees.

This interviewee specifically mentions two relationships with Auckland Secondary School Heads Association (ASSHA) as well as with the stallholders as being key achievements.

There were a few important achievements, the relationship one is really important because this is a schools run event, the sort of governing body is the Auckland Secondary School Heads Association...So the thing I'm quite happy about is that our relationship with the stallholders have been ... good, and they are definitely very aware that we are out there.

Another interviewee felt the engagement and collaboration that was occurring between key stakeholders was very helpful. Furthermore the same interviewee comments on the support provided to stallholders as an achievement that has worked very well and worth continuing.

I think it has gone well in that, certainly people that, the buddy people that has been set up by the DHB certainly they had worked hard... to touch base with people and to find out... how they can be best supported... I think the continued support which based around stallholders and...the buddy system has been an excellent programme, and so to be able to continue that would be a great thing.

Support from sponsors

In addition to the impact of the healthy food stall competition on stallholders, a couple of interviewees spoke about the support from certain sponsors as key achievements and impacts.

Gaining support and buy-in from the water sponsor was mentioned by a couple of the interviews who spoke about this sponsor as a key sponsor, despite difficulties encountered to bringing them on board.

Yeah, I think the water sponsor being on board was key.

At the very least we wanted lots of water to be available, it's very difficult to find water, and so this company ended up sponsoring the event, which I am really happy with that to put the water issue aside, and they put water trucks in each tent, so that was a mini success.

Moreover, gaining support from Frucor was also mentioned as a success by one interviewee who spoke about how the support from this sponsor led to lower competitive prices on the healthier low sugar drinks that would eventually be sold to festival goers by the stallholders.

Frucor beverages, co-sponsors... they said well, we would look at competitive price plan to make the low sugar drinks more affordable....success in that Frucor came back with a pricing plan, they didn't have to do anything.

Healthy food stall competition

Several interviewees felt the healthy food competition was a great idea and an achievement in itself that impacted on stallholders by encouraging them in a fun way to provide and sell healthier options to festival goers.

I really like [the] idea about you know, win prizes for the healthiest stores and stuff, I think that's cool, I think that's great.

The winners of the competition were given brightly coloured resources such as balloons and footprints to help the stall stand out and attract customers.

[The Project Manager] has developed a competition for the stallholders, a healthy eating competition... trying to encourage festival-goers to actually go to these particular stores to purchase the food, so yeah... [the Project Manager] has come up with lots of novel and fun ways of people appreciating the move from a festival goer's point of view as well.

According to one of the interviewees, the brightly coloured resources were received well by stallholders who asked for them despite not winning the competition.

Certainly when we went out there physically awarding the stalls, I had some of the other stallholders say to me 'I'd like some of these please, I like the footprints' so that was quite interesting.

Raising awareness

Some more immediate impacts were also noted by one interviewee who mentions getting media coverage to raise awareness as a key achievement.

And the events company getting media coverage, they released a media release on the food [policy].

In summary, the stakeholders thought that the ASB Polyfest food and beverages policy initiative has made some significant achievements in terms of development and implementation. The initiative was considered by interviewees to have made progress to improving the food and drink environment at the ASB Polyfest. In particular the provision of free water at the festival was highlighted as a key achievement. Interestingly two interviewees pointed out that may have contributed to the calm atmosphere and good behaviour displayed at the festival. Establishing relationships with key stakeholders and sponsors was also a major achievement that interviewees noted.

4.3.4 Enablers to implementation and participation

This section explores stakeholders' thoughts around key enablers to implementing the ASB Polyfest food and beverage policy. It also identifies enablers to participation. Two enablers were highlighted by stakeholders including collaboration, support provided for stallholders and support provided by sponsors.

Collaboration

Collaborating requires stakeholders to have established relationships, engagement, buy in, communication, and coordination. So when asked about communicating and coordinating with other stakeholders, interviewees identified collaboration amongst all stakeholders as an enabler to the implementation and participation in the Healthy Food Policy.

One interviewee spoke about the important connections between certain stakeholders who are key enablers to keeping things rolling, particularly the DHB connecting with SMC.

That's why I say, DHB has to be in touch with the host school, keep the ball rolling... the key group in the whole Polyfest is the management company that is recruited to run the festival...that's SMC... And so, they make the call really... Well they stand to lose credibility if the festival doesn't work, right? So they are a company that's devoted to managing the festival, and creating something that's going to be a success.

Support

For some interviewees, support was identified as a key enabler to the implementation of the initiative and getting participation from other stakeholders and stallholders.

Support for stallholders

A couple of the interviewees cited several ways of supporting stallholders. The first, commented positively on the buddy support programme for stallholders. The programme supported stallholders with information based around healthy eating to enable them to implement what they learn at the festival.

We've worked really hard for stallholders. So for example the DHB set up a buddy programme with stallholders so once the stallholder signed up then the DHB will be privy to the stallholders coming into the festival, then they contacted them and had several conversations based around how they could support them, whether they wanted any healthy hints about preparing their food and options, and... yeah, where possible just in general supporting stallholders, giving them all sorts of information based around healthy eating. To me, that was a huge thing, and a very positive move in terms of moving forward.

Similarly the second interviewee spoke about the support to stallholders in the form of suggestions of healthy menus, cooking tips, and cooking training.

And to be able to talk to them directly, and link them up with suggestion menu, suggestion cooking, to point them to where they could go to get free training to cook their chips in a healthier way, whether they could access resources is quite helpful.

Sponsor support

Support from a number of different agencies was a key enabler that gave leverage to getting buy in from other stakeholders. One interviewee spoke about using the support from key agencies in order to gain support from other key stakeholders.

We got SPARC and Manukau City Council, saying that they would support [the Healthy Food Policy], and we are quite happy for you to communicate back to the event host school. So I communicated back to them that three major sponsors signed an agreement [to support the policy]. So then it gave me a little bit more leverage.

Overall, collaboration and support were considered to be key enablers to the implementation and participation in the Healthy Food Policy. In particular developing relationships and engaging stakeholders was highlighted. Furthermore, supporting stallholders and support from sponsors was believed to be integral to enabling participation.

4.3.5 Barriers to implementation and participation

This section highlights barriers to implementing the ASB Polyfest food and beverage policy as well as barriers that hindered participation in the initiative. A number of key barriers have been identified by stakeholders. These are behavioural and attitudinal norms; societal, cultural and lifestyle norms; the unclear health messages promoted; resistance and fears in terms of implementation and participation; a business focussed environment that centres around competition; and the short timeframe to implement the ASB food and beverage policy.

Behavioural and attitudinal norms

When asked if they encountered any barriers to the implementation and participation of the Healthy Food Policy, most interviewees viewed individual behaviour and attitude as a key barrier.

I know that it has been challenging, not only for the stallholder manager, but also for the DHB in terms of changing things ... and changing people's attitudes. I know that that's been challenging.

In particular, one interviewee referred to stallholders' behaviours and attitudes to healthy foods and drinks as sometimes being inflexible and set in stone.

I think particularly with the target audience you know, when you've got people who are so entrenched in the way that they do things and just have this belief. I mean you get it all the time with caterers, they just have this view that they know best, you know; we always serve this 'cause it's what our people want. And they are just not prepared to budge and the fact that you, you know, you might suggest to them that, yes that you have healthy options they might want those as well...they can't see that.

Another interviewee maintained this point and further added that for a number of stallholders, most may have been in the profession for many years and stuck in their ways of what makes a successful stall. The interviewee explains that for stallholders, thinking outside the square is a key barrier and challenge.

I think that's a huge barrier for people and their thinking and also in their attitudes. For a number of them also I think it's old thinking; for a number of stallholders they have probably been in the game for a while, and just kind of stuck I guess in what they perceive as being a successful store and yeah, repackaging it and think other ways outside the square has been quite challenging for people.

Another stallholder noted that for some stallholders who have been selling the same thing for a long period of time, there needs to be clear justification and encouragement for change to occur.

It's a journey for each of them, they are used to selling donuts for ten years, it's like they need a huge impetus to change.

To add to this challenge, one interviewee notes the different extremes of stallholder behaviour and attitudes to healthy food and drinks. Some stallholders are on board with the healthy eating and healthy drinks, some are just sitting on the fence and others are just there to make money.

It's huge extremes that you are working with; so there's the converters already, and those people that are totally into the healthy eating sort of regime ... and then there's the people kind of sitting on the fence and swaying either way, and there are people that are just totally, you know, not into that at all, and sort of put their business hat on and are really there just to make money regardless of what impact or implications it has. So I think that would continue to be challenging.

Societal, cultural and lifestyle norms

Broader societal, cultural, and lifestyle factors were also identified as key barriers to implementation and participation. One interviewee points out that most people know the benefits of healthier options, however, it is a challenge to choose healthier options as often times these options are not cheap.

I think you've got a number of hurdles to overcome with your food suppliers, initially, and your participants. And often eating healthier is viewed as a good thing, but it's often not cheaper to eat healthier. So you've got a number of obstacles.

In addition to this, a couple of interviewees affirm the challenge of dealing with the way cultural food is usually prepared.

It was quite a new initiative to them, and cultural foods that they're used to eating aren't necessarily healthy foods. And so there was some of that... there's a lot to overcome.

Another interviewee describes the norms at the festival to be a key barrier. Polyfest has always been primarily focussed on student and cultural performances but there is a large proportion of unhealthy foods available. According to this interviewee, this is a norm that needs extensive support for it to change.

Polyfest has been running for probably over 30 years, and they just expect the same things. It's a really enjoyable event where students perform dance, songs items, it's just a celebration of culture... the proportion of unhealthy food at the Polyfest is so large now. I am not sure how they can make the change without any support.

One stakeholder highlighted the perception of stallholders that there is a high demand for fizzy drinks at the festival and this is reflected in their desire to sell what they know festival goers will purchase.

It's just not a really big focus to them. They know that the sugary, you know, fizzy drinks are what's going to be sell on the day, and that's the demand, so while we certainly provide them with better pricing it doesn't really matter.

Interestingly, one interviewee cited the Healthy Food and Beverage Classification System. According to the interviewee, festival goers who are mostly young people, will see this festival as a once a year event that would fit in to what they know as an 'occasional treat'. Therefore it is likely that young people will buy unhealthy food and high sugar drinks.

And my personal belief is if you look at the healthy guidelines for schools, there is every day, sometimes and occasional, and this is a special event once a year, and it's a treat for these kids to come out do something different and you know, take part in their cultural you know, wouldn't this day fall into a sometimes or occasional? You know what I mean, so there's, so I know the guideline have been relaxed this year a bit, but there is an expectation that it's every day... you've got this sometimes and occasional categories, wouldn't once a year fall into that, and then you have a special treat.

Unclear health messages

There was some confusion about health messages due to various groups of people promoting the same health messages in different ways. The interviewee felt at times that even though the messages are the same, it still remains relatively fragmented.

It's been confusing, actually. In some parts, because there is the healthy eating programme and then there is the Lets Beat Diabetes programme, and I know that they work side by side, but I actually find that quite confusing and quite frustrating at times, because... I guess it's coming round from different angles and different groups, but still pushing the same message And I think it's quite fragmented, and I understand why it would be like that, but whether it's even possible to be everyone on the same sort of song sheet ... we are all promoting similar messages.

Interviewees also suggest an indication of unclear health messages, of what was healthy and what was not, filtering down to stallholders. One particular example that was referred to was the selling of healthy pineapples and watermelons but with large quantities of ice cream inside which was a very popular choice for festival goers.

I also noticed that you can have a healthy option, topped up with an unhealthy option. So you know the pineapple stall, and the melons. Fantastic, but then the ice cream goes on top. So how are you going to match what is a culturally fantastic food, and then trying to make it, they're selling it with the ice cream... [it's] hugely popular.

Part of the confusion may lie with an intention not to label food healthy or unhealthy. An interviewee highlights this approach which incorporates not labelling food and drink healthy or

unhealthy. The interviewee goes on to explain this approach because a lot of unhealthy foods can be healthier by making small changes to portions.

And even that conversation is quite a complex one to have, because we don't want to label healthy or unhealthy. We are just calling it healthy food initiative for convenience because what we are trying to say is healthier options, then the title of it becomes too long. So it's not that we want, we don't believe there is such a thing as healthy food... lots of fats can be portioned.

Resistance and fears to implementation and participation

In its initial stages, the initiative encountered resistance from stakeholders and stallholders to participate. A key barrier and challenge that many stakeholders faced at the beginning was fear of losing money.

So it was dependent then on negotiating, influencing. So when we first came on board, they were very resistant. [Some stakeholders] were worried that we would lose money.

Now when it was put to them that these changes were going to be implemented, there were some objections in terms of financial benefits being lost and things like that.

Stakeholders identified that some stallholders felt that the food and drink they were selling were going to be policed.

We had fears of the sort of food police, coming down a bit heavy handed, but that didn't happen, that wasn't the case...The first feeling that I get from them[stallholders] is fear. They think that you are going to evict them from the grounds, selling their unhealthy foods.

Business focused environment

Another commonly cited barrier mentioned by most of the interviewees was the environment that the stallholders' operated in at the festival. Most interviewees generally agree that at the festival, barriers to implement the ASB Polyfest healthy food and drink guidelines were encountered due to stallholders being focused on competition, making a profit and running a family business.

Most of interviewees highlighted the difficulty and challenge of implementing the Healthy Food Policy due to stallholders competing for customers and meeting the perceived demand of the customers.

It's highly competitive, and pretty cut-throat out there among them all.

Very difficult if there are some stallholders who are doing what we want, when they are trying to compete with others who aren't.

Interestingly another interviewee backs up this point. A key barrier to getting stallholders to engage in selling healthier options was the fact that the policy was not enforced this year. Because of this and the competition for customers, there was a perception that stallholders were not compelled to comply with the policy.

We are business people, if you tell us what the rules are, we can, or cannot sell, don't make the list huge, make it simple, well I will comply. But if you come to us and say, you'd like to encourage us to do it, why should I stop selling full sugar fizzy drinks? Because [another stall] down there, she is going to get my customers.

Yeah, I think in general the average stallholder, when you think about them coming into a festival that they are there to make money, first and foremost. And I think for a number of stallholders it's knowing that they can still achieve their primary objective, which is to make money.

In addition, an interviewee demonstrated stallholders' primary motivation for making profit. Despite receiving competitive prices for low sugar drinks, from Frucor, the interviewee noticed that stallholders were not passing on this saving to their customers, but instead increased the selling price to make a profit.

I managed to get them to come up with a pricing plan and a list of all their drinks and for the low-sugar and water drinks they priced it below, cheaper. What we found on the day, that they didn't pass that on, the vendors didn't pass the savings on. So ... I buy it cheap for a dollar, and I sell it to you for a dollar fifty, they weren't passing it on.

Another interesting barrier raised by one of the interviewees to implementation was the fact that for some of the stallholders, the drive to make a profit was family. The interviewee explains that for some stallholders, the profits are paying for fees, or buying headstones.

Some of these vendors, their families are trying to pay off university fees, trying to buy headstones, so they are worthwhile church groups. So it's about raising money. So they're worried that if we don't let them sell hotdogs and chips which people love eating, what if nobody buys my sandwiches. So that was the real fear.

Short timeframe for implementation

A number of interviewees commented that the short timeframe was a barrier to implementation. In particular at the initial stage of implementation, the guideline was only developed very close to the actual event which did not leave sufficient time for influence.

There was no policy around what the stallholder needed to provide, and the event was in March. So the lead in time was quite small. So you will have probably managed to ensure that a number of suppliers, or stallholders were going to offer some of the healthy options, but your timeframe was such that the notice probably meant that you couldn't influence as much as perhaps you would want to have done.

Lack of time meant that the contact with stallholders was somewhat limited.

Yeah, but most of them [were contacted] once, and then I see them face to face once at the stallholders meeting. That was all that was achievable in the time frame.

In the next year of the initiative, one interviewee highlights the need to have a head start in order to get buy in from host schools, stallholders and sponsors.

I think we need to start early, because this is a cultural movement, it is a cultural movement. Next year, Sir Edmund Hillary College is the host school, so you've got new opportunity with a new school, you need to start talking to them now. Because the organisation of it starts in October, so now it's March, I think you want to talk about it now, because you want to get the agreement on the intent.

Overall, the barriers discussed were around the individual and cultural norms that have to be changed in order for significant change to occur. Interviewees also view the business oriented environment that stallholders operate in at the ASB Polyfest as a major barrier to implementing the healthy food and beverage policy.

4.3.6 Future directions and sustainability

This section provides key suggestions for the future direction and sustainability of the ASB food and beverage policy initiative. Stakeholders highlight five suggestions for the future of the initiative and how it can be sustainable including:

- Address broader factors such as combining healthy eating with healthy lifestyle messages, increasing awareness, and involving schools and communities
- Address unclear healthy eating messages
- Provide ongoing support for stallholders
- Enforce one policy in the next ASB Polyfest
- Roll out the initiative to other large scale events.

Addressing broader factors

When discussing the future directions and sustainability of the Healthy Food Policy initiative, most interviewees suggested addressing broader societal factors external to the festival. One interviewee concisely sums up this point.

It's broader than just no smokes, or no drugs, or no whatever. It's about a broader activity. We've got a big opportunity for that particular target audience to reinforce some really good principles, really good morals going forward. So I think it's part of a bigger group of change indicators for them.

Four reoccurring suggestions were raised by interviewees on how to address these broader societal factors.

Combining healthy eating with healthy lifestyle messages

One interviewee saw an opportunity to re-examine the festival's existing health messages of smoke-free and no drugs and incorporate the healthy eating messages. The interviewee suggests the event needs look at promoting healthy lifestyle messages that not only focus on no smoking and drugs but also ensuring a place for the healthy food and drink policy at the festival.

I suppose I see the healthy eating is part of a bigger healthy lifestyle which means it fits in nicely with the smoke-free, no drugs, healthy eating ensemble of things. So as long as you can still tie it into that. ...it's almost like promoting the healthy lifestyle, and making this one

of the many prongs of that... I think we should broaden it into healthy lifestyle, to incorporate that it's a smoke free and drug free type event. So it's about a lifestyle choice.

Increasing Awareness

Increasing awareness outside the festival of healthy eating was suggested by another interviewee through traditional channels for social marketing, for example television, radio and posters.

... I think the more that the public events, not just Polyfest, but public events particularly in South Auckland ... get the message out, it just has to be posters, and radio and TV, keep it all going.

Involving Schools

Schools are already very much involved in the cultural performance side of the festival. One interviewee comments that the initiative running at the festival can potentially influence food being offered at school tuck shops.

It seems to be an ideal platform to promote the Let's Beat Diabetes campaign you know. There are a lot of food stores operating there. And it might also affect how the school operates, in terms of its own tuck shop and catering groups... it all ties in.

With this in mind, several interviewees felt that involving schools at some level was therefore paramount to moving forward and for the sustainability of the initiative. An interviewee suggests involving schools prior to the festival by attending school events and conferences where teachers can be captured to promote the Healthy Food Policy objectives with their schools.

So they've got a conference due sometime in November, healthy eating programme for schools, or whatever, HPS or something. Now that's in November, and the Polyfest, they're already thinking and practicing what's going on for the next competition in November. But that's getting at the teachers in school who are promoting healthy eating. So you'll get more buy-in and you'll get more promotion of the whole thing back in schools.

The interviewee goes further to suggest that if the food policies are not involving the schools, they must at least align it to what is already happening in schools in terms of their existing healthy eating policies.

We can really push it, but if you push it in isolation, they need to make sure they're working it, and I'm sure they are. But in line with the healthy eating programme in schools.

Another interviewee encourages schools to continue pushing the healthy eating message, so that the habit of seeking and choosing healthier options is there by the time the next ASB Polyfest arrives.

So that type of thing would be great. I think to continue to encourage schools to be following certain guidelines of the healthy eating area ... And I would like to think that schools continue educating our young people as to the right choice is the healthy choices and healthy options, so that when they do go off to events, such as the festival, that they too are looking for

better options. So I think it's a two way process, it should not only come from people selling the food, but also people purchasing the food.

Interestingly, one interviewee recommended incorporating the cultural performance focus of the ASB Polyfest and health focus of the healthy food and beverage initiative to both focus more on education. This would involve students not only performing at the festival but also as part of their school curriculum to do a study on healthy food and drinks at the festival by perhaps having their own stall.

We are currently looking at ways of developing the festival with very much an educational focus...I think any programme[that] can be packaged and implemented into schools would be a really positive thing...so that it's not only people that are into traditional songs and dance that would come along to the festival, but it may be students, for example that are studying nutrition through various classes at secondary school level, and also at tertiary level, that can come to the festival and use it as a research project, or they can supply a store themselves, and they have that experience. So I think to be able to use that whole healthy eating area to dovetail and to some of the learning programmes that are offered at secondary and tertiary, would be a really positive thing.

Involving Communities

Involving the outside community was also discussed by several interviewees as key to moving forward and to the sustainability of the initiative. Interviewees saw that community involvement could increase awareness and improve knowledge about healthy food in order to prepare communities that go to ASB Polyfest to choose healthier food and drink options offered at the festival. In addition to this, it was mentioned that this would also prepare stallholders to provide and sell healthier options.

I think it's a much bigger task for the DHB and that's really continuing the work they do in their wider community with providers, you know, like takeaways and various things, so that people are getting that whole education you know, they've done all that thing where they work with the heart foundation ... where they look at what's in the fats in cooking fries and using chunkier potatoes instead of skinny little things ...I think that sort of ongoing work will eventually mean that when the stallholders get there they will have that kind of thought in mind when they are filling out. I think if they could do that, then it would be much easier in the long run than just each time they have the festival to pick out the stallholders and say, well this is what we want you to do.

I can see opportunities for maybe kind of cooking lessons for community groups and things, right throughout, and say this is a better way to cook this, or don't eat this pork fat.

Addressing unclear healthy eating messages

Unclear healthy eating messages was another commonly referred to theme that interviewees felt needed to be tackled for future success and sustainability of the initiative. The pineapple and ice-cream example was viewed by both as an illustration of unclear messages about healthy food. Suggestions on how to address this include, clearly defining healthy food versus unhealthy and also introducing gradual changes from full fat ice cream to healthier ice cream in the pineapple.

They were scooping out the ice-cream at the same time. So it was a wonderful combination, but maybe the next step for them is, light ice-cream. So maybe there's a next step.

They've got to keep the issue clear, in the front of people's lives, keep the awareness raising going ...I can see how hard it was for people to avoid the pineapple filled with ice cream, and that sort of stuff.

When considering the future of the ASB Polyfest Healthy Food Policy, one interviewee recommends having sponsors and co-sponsors at the festival who have similar health food messages.

I think it's really important that we have a say, and who are the co-sponsors, 'cause Pacific corned beef is sponsoring one of the stages. It's very confusing for people, I believe... I think for a normal person it's very confusing when you have different sponsors, you've got tip top ice cream vans everywhere and then you've got Health Boards, you know. So I think there must be some common thread aligning the sponsors at the moment.

The future direction of the initiative will focus on cultural foods. One interviewee believes that while the initiative is in its next steps, it needs to clearly define what is and what is not cultural food.

And there's a perception around what's actual cultural food, and what's perceived to be cultural food... for me it's a case of thinking what is acceptable.

Ongoing support for stallholders

Stallholders are key to the success of the Healthy Food Policy and therefore need to have ongoing support. A few of the interviewees agree that this ongoing support for stallholders is important for future directions. One interviewee believed the buddy support system implemented this year is an excellent programme that must be continued on to the future.

I do believe that perhaps a number of people will need further support going into 2010....I think the continued support which is based around stallholders and I think the buddy system has been an excellent programme, and so to be able to continue that would be a great thing.

In contrast, another interviewee felt the support for stallholders in the future needs to acknowledge the business nature of their work at the festival.

[It is] a business problem, and needs a business solution. The influences are money in this case, money being paid by vendors to be there, to put the stalls up, as the money they are concurring, providing the food, the money the events company is getting from various sponsors, it's money. And we need to get the incentives, commercial tools to solve that. So it's got to work, it's got to make more money in the end.

The interviewee recommended providing accreditation opportunities for stallholders as a form of support. Examples mentioned include having an accredited healthy option stall with a healthy heart tick. The interviewee believes this form of support to be appropriate as it adds value to stallholders' business.

Supporting and working with the mobile food vending industry, some of them said to me that maybe if you get an accreditation type thing going with the healthy heart tick or something

they could earn, and be accredited like say a healthy option stall, then they might put the effort in ... it's got to work for them and increase the value of their business.

Enforcement of one policy

According to two interviewees, the next step for the Healthy Food Policy is enforcement and making it compulsory for all stallholders that sell foods at the festival.

I talked to some of the caterers... basically their thoughts were, if you are going to push this, then make it compulsory, and make it that everyone's got to do this.

One of the interviewees felt that one clear rule needs to be voiced to all stallholders on what foods are and are not allowed. However, in contrast to the previous interviewee, a more gentle approach of enforcing is needed. The example put forth is calling the guidelines a 'statement' of clear rules, not a 'policy'.

I think that we absolutely need to have some statement, they don't want to call it a policy, it has to be a statement, expressed statement in the stallholder thing that says, we would like a healthy environment where there's more healthy options than in the past, maybe a ratio needs to be in there...It's not that forceful, they need to see that, this event is going healthy.

Rolling out to other events

For two of the interviewees, the ASB Polyfest Healthy Food Policy initiative is a great example and case study that can be rolled out to a number of other festivals that may focus on other populations such as Maori, Indian and Asian populations.

I think it can influence other events. You know we've got lunar festival, Waitangi Day. Waitangi Day has got the same issues. We've got Pasifika event coming up, so we could utilise what's in here to influence those other events and Council has an opportunity to do that quite a lot because we sponsor a lot of events...So there's a lot of good stuff here that could be shared and encouraged

Yeah, well I think it would be a really good little case study to do to give to other events organisers...You know like, I mean, Pasifika is the obvious one, 'cause that's a similar type of audience. And to take that talk to city councils and say to them, look, this is something we piloted, this is how we did it, and see if they can get sort of you know, agreement to, to trial the same thing, roll out to other festivals.

It is envisaged that once the aims have been achieved in this initiative, roll out to other events that are sponsored by CMDHB is anticipated.

That was supposed to be, and it is, the first of many events that we would like to influence, so that any event that the DHB sponsors from here on will adhere to some nutritional standards of food and drinks.

Overall, the interviewees suggest that the initiative could benefit from ensuring broader factors are addressed such as involving schools and communities. Addressing unclear messages was also discussed by the interviewees who felt that a clear definition of healthy and unhealthy food as well as clearly defining what cultural food is will help to avoid confusion. Enforcing the Healthy Food

Policy was also a key point made by stakeholders who believe it will be important for the next ASB Polyfest.

5. Discussion and conclusions

The ASB Polyfest is the largest secondary schools cultural festival of its kind in the world. With 90,000 people attending the festival over four days, food stalls add to the vibrant festival atmosphere. CMDHB are a key sponsor of the event and have facilitated the development of a Healthy Food Policy implemented by food stallholders at the 2009 ASB Polyfest. This section provides a summary of the findings and a discussion structured by the evaluation questions that were developed in collaboration with stakeholders.

5.1 Summary of findings

This section provides a summary of the findings from the observations, stallholder telephone surveys and key stakeholder interviews.

The food and drink items being sold at the Polyfest were mostly not within the specified guidelines, with a clear majority of stalls observed to be selling items that were most commonly either unspecified, not within the guidelines, or identified as being cultural.

Stallholders had a very mixed response when asked about the usefulness of the resources and support made available, with some finding them useful and others not. The resources and support were more likely to be found useful, but not necessarily useful in helping stallholders follow the guidelines.

Most stallholders said that the competition did not encourage them to follow the guidelines. The stallholders were more concerned about making food that would sell well and create profit than meeting the guidelines that lacked sufficient incentive to follow them.

A number of the key stakeholders expressed appreciation and support for the gradual, collaborative, and 'gentle' approach used for this initiative, which was seen as a culturally appropriate approach. The provision of free water and fruit was perceived as having an impact on the quantities of soft drink and water consumed, and the overall behaviour at Polyfest, although no additional evidence was collected to support this.

Key stakeholders felt that achievements of the initiative included the supportive relationships developed through discussions and planning amongst key players. The various forms of support, particularly from the DHB and sponsors, along with collaboration, enabled the implementation and participation of stallholders. Implementation was seen as being hindered by confusion regarding the healthy food messages and the difficulty of changing long-held attitudes, behaviours and cultural norms. Other barriers to participation by stallholders included fear of losing profit, fear of being policed, the competition for customers, the short timeframe for planning, and not being required to participate.

Several suggestions were made as to the future direction of the initiative. The dominant theme was to broaden the message of the festival to being about healthy lifestyle, and to seek greater involvement and collaboration with schools and the community for promotion of healthy eating and lifestyle choices. Stallholders also requested clarification of healthy food choices and assistance

through steps to improve the healthy food options. Furthermore, stakeholders thought that additional support is needed for stallholders, that an enforcement of the guidelines should be introduced, and that there is scope for a similar initiative to be rolled-out across other such events.

5.2 Answering the evaluation questions

The following is a summary of the evaluation questions posed in collaboration with stakeholders, which guided the evaluation of the ASB Polyfest Healthy Food Policy Initiative.

How was the initiative developed?

Along with other key agencies such as SPARC and Manukau City Council, LBD began working with key agencies to develop a process to increase the availability of healthy options at the festival. Other key partners involved in the development of the policy included the events company managing the festival, the host school and key drinks sponsor Frucor. It is clear from discussions with stakeholders that there was a level of uncertainty about the introduction of the policy, however after extensive discussions, all key partners agreed on the most appropriate approach to be taken and supported the implementation of the policy. The approach agreed upon was a multi-stage, 'gentle' approach that would initially encourage stallholders to make healthy changes to their menus with support of several resources provided as part of the Healthy Food and Policy Guidelines. The work carried out for the ASB Polyfest in 2009 and the implementation of the guidelines, has proven to be an important step in the multi-stage approach.

What are the key goals and target groups and how were these determined?

Documents provided to the evaluation team and discussions with key stakeholders indicate that there were three main goals for the policy in 2009. These included: to reduce deep-fried non-cultural food, reduce non-cultural sweets and reduce full-sugar drinks. It was recommended that these menu items were substituted for other food items suggested as part of the policy. Based on the evidence collected, it is apparent that while the goals are relevant to the first year of a multi-stage approach, there is some confusion among stallholders and stakeholders around the definitions of food groups and the overarching goals, for example, 'cultural' food was not defined in any of the stallholder resources. There is some work to do around ensuring that definitions and goals are clear to stakeholders and stallholders alike.

What are the key programme resources? Were the resources appropriate? Were the resources used as intended?

In order to effectively implement the policy at the ASB Polyfest, a range of resources were developed in collaboration with the key partners. From the telephone surveys conducted, the most commonly cited resources used were the general guidelines, healthier options resource and competition details. Other resources cited included receiving a phone call from the LBD Project Manager and receiving information at the stallholder meeting.

The different channels for receiving information which included internet, mail and the meeting were all used to some degree indicating that it is important to provide the information through multiple communication channels to accommodate the wide range of stallholders.

Despite having a range of resources available through different forums, there was some confusion among stallholders between the Healthy Food Policy and MCC Hygiene Regulations, it is important that a distinction is made between these two policies and that stallholders are clear as to the consequences of each.

Upon reviewing the resources provided to stallholders for the Healthy Food Policy, a number of issues were identified that may impact on their use and appropriateness for stallholders. A number of recommendations are made to improve their appropriateness including the following.

- Translation into other languages and the use of simple, plain English.
- Consistent theme to the resources so they are easily identifiable as the guidelines for healthy food and drink at Polyfest.
- Clearly outline the consequences of not following the guidelines.

Determine whether initiative strategies were effective in engaging stallholders.

The approach taken to implement the guidelines in 2009 was seen to be 'gentle'. For some stallholders the approach supports their existing beliefs around healthy eating, for others there has been an increase in awareness and a desire for more information next year. In contrast to this, there are stallholders who felt that the guidelines need to be enforced to allow for a level playing field among all stallholders. For some, there was a real concern around other stalls pulling in more business if they sold unhealthy food instead of buying healthy food and a number of stallholders noted that this happened at the ASB Polyfest. This has implications on future stallholder engagement and adherence with the guidelines.

While nutritionists and dieticians were made available to provide additional support to stallholders, it was clear from the stallholders surveyed that this opportunity was not readily taken up. Stakeholders felt that this was an excellent option for stallholders, however this is not matched by the data that suggests it was not popular among stallholders. It is important to note that 22 stallholders were surveyed out of a possible 106 (21% of all stallholders), therefore this sample is not representative of all stallholders.

The healthy food stall competition was developed to provide an incentive for stallholders to implement the guidelines at their stall. It was proposed that all stalls would be judged and ten would be awarded with a 'Best Food Stall' Certificate, balloons and large foot prints spray painted onto the grass in front of the stall. During the ASB Polyfest, 23 stalls were judged and seven were awarded with a 'Best Food Stall' award. While there was great support for the competition by stakeholders, stallholders had mixed reactions to the competition. Most felt that the competition was a good idea, but there was some confusion about how they were meant to be involved and who won the awards. The competition is seen positively by stallholders and stakeholders alike, however additional work needs to be done to provide more information to stallholders as well as ensuring the stallholders know who will be judged and when. It was noted by one stakeholder that a stall received a 'Best Food Stall' award on one day and then the next they were selling items that were not in line with the guidelines, having one prize each day may combat issues like this.

What are the barriers and enablers to stallholder compliance with recommendations?

There are several enablers to the engagement of stallholders. Some stallholders already support providing healthy options in their stall and are therefore more likely to engage and adhere to the guidelines. The range of resources available to stallholders, while not widely used, was useful to a number of stallholders who found that the resources helped them follow the guidelines. Furthermore, the various channels used to disseminate the resources is appropriate given the range of stallholders involved.

Being the first year that the guidelines were introduced, there are likely to be a number of barriers to stallholder engagement. The resources, while providing some stallholders with the information they needed, were not taken up well by others. Potential reasons behind this include the appropriateness of the resources and the information provided. Interestingly, a flyer that was developed by the evaluation team (available in Appendix D) to inform stallholders of the evaluation was well received and resulted in a number of calls being made to the SOPH regarding the healthy food and drink guidelines. While there was clearly some confusion about the purpose of the flyer, the response received may be related to simple nature of the flyer. Timing was another clear barrier to engaging with stallholders, one stakeholder noted that there was not enough time to adequately connect with all stallholders, therefore impacting on the knowledge and support that they received.

A major barrier that impacted on stallholder engagement was around the concern about loss of money. Stallholders noted that healthy food is more expensive and is not in as much demand as unhealthy food, therefore there was a perception that stalls selling unhealthy food would make more money than stalls selling healthy food. Of the 22 stallholders surveyed, 69% said that they made less money than previous years. Stallholders did not directly attribute this to the Healthy Food Policy, instead they felt that it was based on a number of factors such as the poor economic climate impacting on people's ability to buy, food being generally more expensive this year due to increasing food prices and one stallholder noted that some school children were being encouraged to bring their lunches from home instead of buying food at the festival. For the guidelines to be taken up by the majority of stallholders, there needs to be a well planned business solution to selling healthy food instead of unhealthy food that is perceived by stallholders to sell better.

It was noted that a number of stakeholders found the messages around healthy eating confusing given all the other messages circulating at the festival around healthy lifestyles, for example, smoke-free and drug-free messages as well as the Hygiene Regulations being monitored by the MCC. If stakeholders involved in the development of the policy find the messages confusing, it is likely that stallholders find the messages confusing also. This is also reflected in the confusion between the Healthy Food Policy and the Hygiene Regulations.

Another barrier to engaging with stallholders is their perception about healthy food options and its applicability to the Counties Manukau population. Many stallholders surveyed held the perception that people attending the festival did not want healthy food and therefore it wouldn't be well received at Polyfest. This perception is somewhat supported by stakeholders who suggest in order for change to occur, behavioural, attitudinal and cultural norms will all have to be challenged, some stakeholder suggested that schools and the community have a place in helping to shift these

mindsets. In addition to this, it was suggested that the Healthy Food Policy messages should be integrated with the other health messages being delivered at ASB Polyfest.

What is the process and level of collaboration for stakeholders involved in the work stream?

Initially, a number of key stakeholders were unsure about the implementation of the Healthy Food Policy at the ASB Polyfest in 2009, particularly surrounding what kind of approach the initiative should take in a continuum starting with encouraging healthy options on one end and enforcing change through official policy. However, it is clear from the key stakeholder interviews, that while stakeholders come from different fields and hold different perspectives, there is overwhelming support for the continued implementation of the Healthy Food Policy.

To what degree did the stallholders comply with the recommendations made?

From the 59 stall observations that were carried out, it is clear that the drinks available at ASB Polyfest were predominately those that were not in line with the guidelines, making up approximately 60% of the drinks observed. However, it should be noted, that a number of key stakeholders felt that despite there still being a high proportion of fizzy drinks, there were fewer in 2009 than in previous years. Due to the cross-sectional nature of this evaluation, this perception cannot be confirmed or denied. There was some frustration among stallholders that while they were encouraged to provide healthy options such as low-sugar fruit juice, diet drinks and water; water was made freely available on site, which led to fewer people purchasing water. Similarly free fruit was made available through the CMDHB stall, which may have added to this feeling.

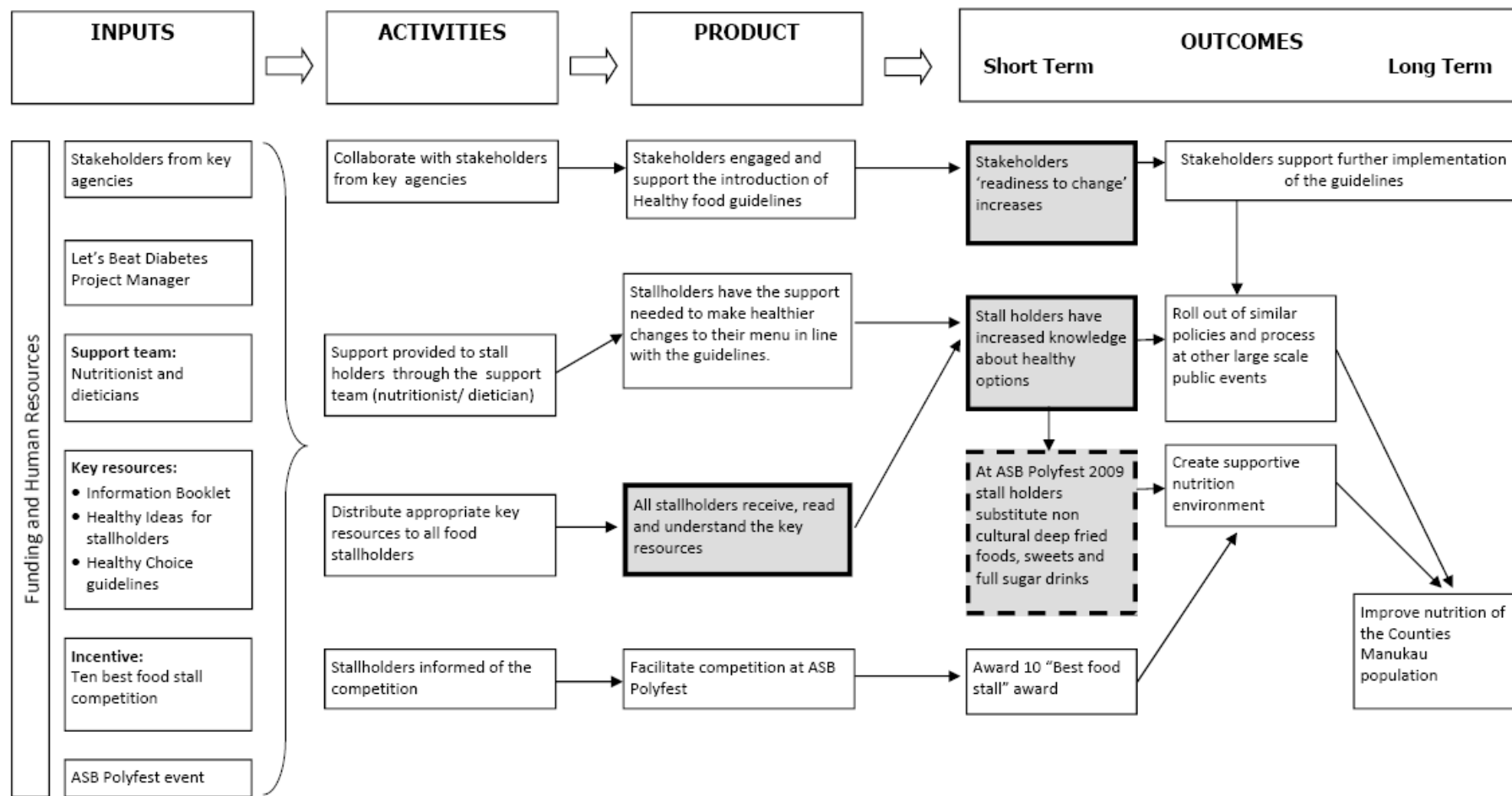
Stall observations showed that there were few food items that were not in line with the guidelines and just under one third of the food observed was in line with the guidelines. The majority of the food available was unspecified, that is, it is unclear whether they were in line with the guidelines or not. It is this group of food that should become the focus for implementing the guidelines in the future. Furthermore, as there is some confusion around what cultural food entails, this also needs to be clearly defined for stallholders.

Review of the Programme Logic

The programme logic presented in Section 2 represents what should be a shared vision of the project among stakeholders. It was assumed that through the distribution of resources, stall holders would read and understand the Healthy Food and Drink Guidelines and access other forms of support, which would increase their knowledge about healthy eating and menu substitution. Although there is clearly some evidence of this occurring among stallholders with positive feedback regarding the resources and support received, there is still a lingering question about the appropriateness of resources, particularly for certain groups in the community, as well as uncertainty around understanding guidelines.

In addition, it is clear from the stakeholder interviews that stakeholder readiness to introduce healthy food guidelines was at best uncertain and at worst reflected resistance. The communication and collaboration process throughout this initiative proved successful in engaging stakeholders to the point where there now seems to be full support for the continuation of this initiative in future years. From the evaluators' perspective, it seems that this initial phase of the project focussed on relationships and stakeholder buy in, as well as adding new partners such as those responsible for

water. The approach with stallholders involved optional adoption of guidelines and non-drastic approaches to promote healthy eating. Therefore it seems that an important outcome not previously included in the programme logic is stakeholder readiness to implement the strategy. With greater stakeholder readiness, buy in, and commitment, future phases of this initiative will be better able to focus on food and develop the technical aspects of the guidelines, ensuring its appropriateness for the target audience. This is reflected in the modified programme logic, presented below (Figure 3).



Assumptions
 *Increase knowledge & motivation = health benefits
 *Improved healthy eating & behaviour = health benefits
 *Ten best food stalls competition = incentive for participation

Barriers and Enablers
 *Engagement of stallholders
 *Capacity to support stallholders
 *Appropriateness of resources

Figure 3: Reviewed ASB Polyfest Healthy Food Policy Initiative Draft Programme Logic

5.3 Limitations

When reading and interpreting this evaluation report, it is important to remember that convenience sampling methods were used for stallholder surveys as well as for stallholder observations conducted during ASB Polyfest. The non-random nature of this surveying technique does not allow for findings to be generalisable to the entire stallholder population. The reader must note that these techniques serve as an indication of the food available at the festival as well as the perceptions of stallholders regarding the initiative.

5.4 Issues to consider

Stakeholders provided the following recommendations for the future of the project, which were outlined in Section 4.

- Continue addressing broader factors such as combining healthy eating with healthy lifestyle messages, increasing awareness, and involving schools and communities in order to reinforce the healthy food and drinks message during future Polyfest events.
- Address unclear healthy eating messages including portion size in order to avoid stall holders converting healthy options such as fruit into a less healthy item.
- Continue provide ongoing support for stallholders, as this was seen as an extremely positive activity by some stakeholders.
- Enforce one policy or statement in the next ASB Polyfest.
- Roll out the initiative to other large scale events.

In addition to the above recommendations put forward by stakeholders themselves, the following issues should be considered by LBD and partners in the ongoing development of this initiative:

- In order to ensure appropriate time to engage with stallholders and therefore strengthen the support they receive to substitute menu items; engagement and communication must start early.
- Continue developing and strengthening the messages surrounding the justification of a healthy food and drink policy at events such as Polyfest. With festivals such as these being an annual event, some may still question the need to limit treats in such venues.
- Engage in discussions with partners and sponsors as to how to create a business solution. Stalls selling healthy food options should still make money in order to create the right incentives for stallholders. Part of this discussion should include whether the initiative should move closer towards developing an enforceable policy that stallholders must follow.
- Resources provided to the stallholders should be clear, contain consistent messages and be appropriate for the target audience. In line with creating a business case for healthy food sales, additional resources could be developed that address the financial aspect of the guidelines and questions such as, how can stallholders make a profit selling healthy food items? A range of communication channels (e.g. mail, internet and meetings) should continue to be used.

- The 'Ten Best Food Stalls Competition' is popular among stallholders and stakeholders alike, however additional work needs to be done to ensure there is a clear understanding among stallholders as to the details of the competition.
- There needs to be a focus on classifying as many food items as possible as to whether they are in line with the guidelines or not. Increased clarity around food options will help facilitate stall holder's level of compliance.

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Appendices

Appendix A: Observation template

ASB Polyfest – Healthy Food Policy Initiative Observation Sheet		ID No:
Food stall name:		
Owner:		
Date:		
Time:		

BEVERAGE BEING SOLD

Name/ type	Price

FOOD BEING SOLD

Name/ type	Price

Appendix B: Stallholder telephone survey

Introduction

Good morning/afternoon/evening.

Can I please speak with [..... *name of stallholder*.....].

My name is [...*interviewer name*...]. I am from the University of Auckland and am doing some research on the food and drink guidelines at the ASB Polyfest.

I understand you had a food stall at ASB Polyfest this year? At the stallholder meeting that was held before Polyfest there was some information (and a flyer) about the research we are doing. If you have a few minutes I'd like to talk to you about what you thought about the guidelines and the support you got to help follow the guidelines. We are trying to help improve the support you get as a stallholder for following the guidelines.

Would you like to take part in this survey and answer a few questions? It shouldn't take longer than 10 minutes.

Do you have any questions before we start?

1. What was the name of your food stall at the ASB Polyfest this year? (*write down*)

2. What days were you at the ASB Polyfest this year? (*circle one*)

Wed **Thurs** **Fri** **Sat** **ALL**

3. In other years, have you had a stall at the ASB Polyfest?

No [skip to question 8] **Yes** [go to next question]

4. Are the food and drink you sold this year different from other years?

No [skip to question 6] **Yes** [go to next question]

5. What was different about it? [go to next question]

6. Do you think you made more or less money this year compared to other years at Polyfest?

More [go to next question] **Less** [go to next question]

7. Why do you think this happened? [go to next question]

8. Are you aware of the food and drink guidelines that were made by Counties Manukau District Health Board/ Let's Beat Diabetes?

No [go to next question] **Yes** [skip to question 10]

9. Do you know anything about the Best Food Stall competition or get any ideas from anyone about how you can make your menu at ASB Polyfest healthier?

No [skip to question 25] **Yes** [go to next question]

10. What can you tell me about the guidelines? What did they say? [go to next question]

11. Can you tell me about the resources or support you used to help follow the guidelines?

[only prompt if they don't say anything] [go to next question]

- Phone call (from Christine Martin)
- Stallholder meeting (Christine Martin spoke)
- Support from Nutritionist/ Dietician (offered by Christine Martin)
- Support from other stallholders
- Guidelines **internet** **mail** **meeting** **(circle one)**
- Healthier options ideas **internet** **mail** **meeting**
- Competition details **internet** **mail** **meeting**
- Other (please explain):

12. Would you like to receive support to provide healthy options at your food stall in the future?

No [skip to question 14] **Yes** [go to next question]

13. What type of support would you like to receive? [skip to question 15]

14. Why would you prefer to not have support to provide healthy options at your food stall?
[skip to question 15]

15. Did you find the support/resources useful?

No [go to next question]

Yes [go to next question]

16. Of the resources/ support that you used, what were the most useful support/resources and why? [go to next question] Refer to question 11 to prompt their thoughts

(circle)

Phone call

Stallholder meeting

Support from nutritionist/ dietician

Support from other stallholders

Guidelines **internet** **mail** **meeting** **(circle one)**

Healthier options ideas **internet** **mail** **meeting**

Competition details **internet** **mail** **meeting**

Other (please explain):

17. Of the resources/ support that you used, what were the least useful support/ resources and why? [go to next question] Refer to question 11 to prompt their thoughts

(circle)

Phone call

Stallholder meeting

Support from nutritionist/ dietician

Support from other stallholders

Guidelines **internet** **mail** **meeting** **(circle one)**

Healthier options ideas **internet** **mail** **meeting**

Competition details **internet** **mail** **meeting**

Other (please explain):

18. Did the support/resources you received help you follow the guidelines at your stall?

No [skip to question 21]

Yes [go to next question]

19. What food and drink changes did you make at your stall? [go to next question]

20. What kind of things encouraged you to make these changes? [go to next question]

21. What kind of things made it difficult to make changes? [go to next question]

22. What did you think about the Best Food Stall competition? [go to next question]

23. Did the competition encourage you to follow the guidelines at your stall?

No [go to next question]

Yes [go to next question]

24. Why did it encourage you/ not encourage you to follow the guidelines at your stall?
[skip to question **28**]

25. Would you consider making healthy changes to the food and drink you sell at your stall in the future?

No [skip to question **27**]

Yes [go to next question]

26. What would help you make healthy changes at your stall? [skip to question **28**]

27. Why wouldn't you consider making healthy changes at your stall? [go to next question]

28. That's all the questions we have to ask you today, do you have any other comments you would like to make? [go to next question]

29. Would you like a copy of the results from this survey?

No [end of survey]

Yes [go to next question]

What is your full name and address?

Name: _____

Address: _____

Thank you for taking part in this survey, we appreciate your time and answers.

Appendix C: Key stakeholder interview questions

1. Please tell me about your role as a key stakeholder in the ASB Polyfest Healthy Food Policy Initiative?
2. Can you describe the development of the initiative?
3. What is the vision or aim of ASB Polyfest Healthy Food Policy Initiative? Do you think the initiative has met these aims/ achieved the vision?
4. Do you think the process of engagement with the stallholders was appropriate? Why/ Why not? What can be done to improve this process?
5. What resources were available to the stallholders? Do you think these resources were appropriate? Why/ Why not?
6. From your experience, can you identify any specific achievements or impacts of the initiative so far? What are the key factors that contributed to this success?
7. Have you encountered any barriers to the implementation the ASB Polyfest Healthy Food Policy Initiative?
8. How easy or difficult has it been to communicate and coordinate with other stakeholders?
9. Buy-in describes the level of commitment a person puts forth toward a shared goal. Has there been buy-in from all stakeholders?
10. What factors do you think are needed to ensure the future sustainability with an initiative such as this?
11. Do you have any suggestions for the future work with the ASB Polyfest Healthy Food Policy Initiative?

Appendix D: Evaluation Flyer

RESEARCH ABOUT FOOD & DRINK AT ASB POLYFEST

The School of Population Health at the University of Auckland would like to invite you to share your thoughts about:

- ❖ **Ways to improve the support you get as a stallholder at the ASB Polyfest**
- ❖ **Ways to make sure the kids (and adults) at the ASB Polyfest have healthy food and drink options**

When will it happen?

During the 2 weeks after the ASB Polyfest.

How will it happen?

One of our team members will call you. You do not have to take part if you do not want to.

What will we talk about?

- ❖ Types of food and drink you sold at the 2009 Polyfest
- ❖ What you think about the ASB food and drink guidelines
- ❖ The support you need to follow the guidelines

**We look forward to seeing you at the
2009 ASB Polyfest !**

For more information about this research you can contact:

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