



Cabinet Report

Report of: Simon Green

Report to: Cabinet

Date: 18th June 2014

Subject: Refreshed Sheffield Food Strategy

Author of Report: Jessica Wilson (0114 2057467)

Key Decision: YES /

Reason Key Decision: Affects 2 or more wards

Summary: The original Sheffield Food Plan was published in July 2011. The plan was developed in partnership, with funding from the Sheffield Let's Change for Life Programme (to tackle childhood obesity) which has now ended. Progress to deliver the plan has been variable due to a number of factors and a decision was taken to refresh the Strategy.

There are 3 outcomes that will be addressed by the refreshed strategy. They reflect the key challenges facing the UK food system based on the latest evidence. Overall we want to ensure:

1. Environmental sustainability
2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
3. Contributing where we can to a strong food economy

There are six areas of work prioritised within the strategy for action over the next 3 years. The six priority work areas are the ways in which we will aim to achieve the three key outcomes outlined above.

1. Tackle Food Poverty in Sheffield
2. Help make takeaway food on offer in Sheffield healthier
3. Support communities to eat well
4. To encourage more people to learn about and get involved in growing their own food
5. Boost the role food plays in the local economy
6. Explore the value of an independent Sheffield Food Trust

The work in each of these priority areas will focus on activities which impact on key populations and vulnerable groups and will incorporate the cross-cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

A draft implementation plan has also been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities.

An evaluation framework has also been developed to enable progress towards meeting the three core outcomes.

The development of the strategy has been overseen by the Food and Physical Activity Board and the strategy has been signed up to by the Joint Health and Wellbeing Board. The delivery of the strategy will be monitored by the Food Executive.

Reasons for Recommendations:

1. The actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. Therefore a refresh is required that also includes plans for implementation and clear governance arrangements.
2. Public consultation has told us that issues such as food poverty; cooking skills; food growing and the links to environmental sustainability and an understanding of where our food comes from; and the impact of takeaways on neighbourhood 'feel' and healthy eating are all important to the people of Sheffield. A Food Strategy for Sheffield will make clear the response that Sheffield City Council, and partners, will make in order to address these important issues.
3. The six chosen priorities are informed by research evidence and also by the experiential evidence and local intelligence gathered through the consultation process. By taking action in these key areas we will have an impact on the 3 key outcomes – environmental sustainability, health and reduced health inequalities and a strengthened role of food in the economy.
4. The Joint Health and Wellbeing Board have already signed up to this policy

Recommendations: Accept the Refreshed Food Strategy

Background Papers: Draft Sheffield Food Strategy and draft implementation plan

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Alison Chambers 21/05/2014
Legal Implications
Cleared by: Nadine Wynter 21/05/2014
Equality of Opportunity Implications
Cleared by: Ian Oldershaw 15 th May
Tackling Health Inequalities Implications
YES
Human Rights Implications
NO
Environmental and Sustainability implications
YES
Economic Impact
YES
Community Safety Implications
NO
Human Resources Implications
YES
Property Implications
NO
Area(s) Affected
Various
Relevant Cabinet Portfolio Lead
Cllr Jack Scott
Relevant Scrutiny Committee
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
Press Release
YES

REPORT TO CABINET

Refreshed Sheffield Food Strategy

1.0 SUMMARY

- 1.1 The original Sheffield Food Plan was published in July 2011. The plan was developed in partnership, with funding from the Sheffield Let's Change for Life Programme (to tackle childhood obesity) which has now ended. Progress to deliver the plan has been variable due to a number of factors and a decision was taken to refresh the Strategy.
- 1.2 There are 3 outcomes that will be addressed by the refreshed strategy. They reflect the key challenges facing the UK food system based on the latest evidence. Overall we want to ensure:
 1. Environmental sustainability
 2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
 3. Contributing where we can to a strong food economy
- 1.3 There are six areas of work prioritised within the strategy for action over the next 3 years. The six priority work areas are the ways in which we will aim to achieve the three key outcomes outlined above.
 1. Tackle Food Poverty in Sheffield
 2. Help make takeaway food on offer in Sheffield healthier
 3. Support communities to eat well
 4. To encourage more people to learn about and get involved in growing their own food
 5. Boost the role food plays in the local economy
 6. Explore the value of an independent Sheffield Food Trust
- 1.4 The work in each of these priority areas will focus on activities which impact on key populations and vulnerable groups and will incorporate the cross-cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.
- 1.5 A draft implementation plan has also been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities.
- 1.6 An evaluation framework has also been developed to enable progress towards meeting the three core outcomes.
- 1.7 The development of the strategy has been overseen by the Food and Physical Activity Board and the strategy has been signed up to by the Joint

Health and Wellbeing Board. The delivery of the strategy will be monitored by the Food Executive.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

2.1 The Food Strategy aims to improve the health of Sheffield residents and reduce health inequalities, strengthen the local economy and limit the environmental impact of food production and consumption.

2.2 Target groups of interest for the Food Strategy are:

- Local food businesses and their employees - Sheffield has 4951 registered food businesses. There are 588 takeaways and sandwich shops registered on the Food Hygiene rating site in Sheffield. In Sheffield in 2011 a total of 12,574 people were employed in food related industry.
- The wider Sheffield population, in particular those who are experiencing food poverty (estimated to be 40,000), those who are not eating a healthy diet (only 24.7% of people in Sheffield aged 16+ eat a healthy diet, it is estimated that over 30,000 people in Sheffield are malnourished) and those who are overweight or obese (up to 60% of adults in Sheffield).

2.3 There has been a great deal of public consultation during the development of the Food Strategy and this has led to the resulting priority areas of work. Growing food and eating well were of particular interest to the people of Sheffield and so they have found their way into higher prominence within the strategy. In particular people have been concerned about the lack of cooking skills within local communities. Food Poverty has continued to be at the forefront of people's minds.

2.4 Another issue that concerned people greatly is the growing number of takeaways within neighbourhoods. Concerns related to where these may offer unhealthy food but also about how too many outlets change the nature of neighbourhoods. However, the people we spoke to also recognised the tensions here because some outlets may provide a healthy offer and certainly provide much needed employment. There have also been concerns expressed about the amount of food waste in the city and what more can be done to minimise this. Finally people are concerned about the changing the food culture within Sheffield and the importance of education around where our food comes from and what it contains. People are concerned that we have lost touch with the food system.

3.0 OUTCOME AND SUSTAINABILITY

3.1 Many of the actions that will be implemented through the Food Strategy will need to be achieved within existing resource through changes to policy and through bending and influencing existing activity. The draft implementation plan that accompanies this paper outlines potential resource implications for each action. The implementation plan includes existing activity and

suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. It is intended to be developmental and responsive to changing and emerging priorities.

3.2 An evaluation framework for the Food Strategy is in development and will allow baseline measures to be established and progress towards the outcomes to be tracked. Some of the desired changes are long term and therefore a mixture of shorter term success indicators and longer term outcome measures will need to be used. In many cases there is no simple way to measure progress and so a selection of measures will need to be used. Example outcome measures are outlined below.

3.3 **Environmental sustainability:** Our local food system is sustainable and the environmental impact of our food production, processing, retail and consumption is minimised

Suggested outcome measures:

- Reduction in household food waste/ Impact evaluation of citywide food waste campaign
- Decrease in number of vacant allotment plots/ Increase in number of growing sites citywide
- Increase in number of Public Sector organisations with food as a component within Board-approved sustainable management plans
- Number of public sector caterers achieving 'Food for life' or similar
- Number of schools engaged in growing and quality of opportunities

3.4 **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities:** The local community are food literate, and have a good understanding of the whole food system and how important food is for their health. *Everyone* can access food that is safe, nutritious and that benefits their health and wellbeing

Suggested outcome measures:

- Halt the rise in childhood obesity (YR and Y6) & to reduce the gap between most and least deprived (PHOF indicators)
- Increase in proportion of adults eating 5 or more portions of fruit or vegetables a day (PHOF indicators)
- Impact evaluation of initiatives focussing on improving diet and/or growing
- School meal uptake, including free school meals
- Number of fast food businesses engaged in improving their healthy food offer
- Number of schools and settings engaged in activity to promote healthier eating
- Improved Every Child Matters Survey results at Y2, Y5, Y7 and Y10 – self reported consumption of fruit; vegetables; takeaways; sweets, chocolate or crisps; fizzy drinks

3.5 **Contributing where we can to a strong food economy:** Food plays a key role in strengthening our local economy and the food offer draws people to our city

Suggested outcome measures:

- Occupancy of Moor Market (food retailers), and footfall, impact evaluation of use of the food demonstration area in the Moor Market
 - Reduction in Food Poverty – method of measurement TBC
 - Evaluation of Sheffield Food Festival
 - School meal and Free School Meal uptake (this is linked to attainment and reduced poverty)
 - Increase in number of businesses using Eat Sheffield brand
 - Number of public sector caterers achieving 'Food for life' and all public sector employers and contractors paying the living wage
 - Increased number of people volunteering in food/growing related activities
 - Additional measures still to be determined: number of residents accessing food industry related training and education, proportion of economy linked to food, number of food start-up businesses & success rate, tourism indicators related to food
- 3.6 A diagram outlining how the six priority areas will impact on the three outcomes can be seen in Appendix 1.

4.0 MAIN BODY OF THE REPORT

- 4.1 Food is the only product we buy and create that becomes part of us. We need it to stay alive. It is vitally important to the local population, the health and wellbeing of local people, the local economy and the local environment. The original Sheffield Food Plan was published in July 2011. Its aim was to create a more profitable and diverse food economy, a healthy vibrant food culture and a sustainable food system in Sheffield.
- 4.2 A number of factors have affected the delivery of the original Sheffield Food Plan:
- The end of Sheffield Let's Change4Life Programme funding
 - Expectations of what is possible in the current economic climate
 - Sheffield City Council funding pressures
 - Changes in priorities for example, the emergence of food poverty as an issue
 - The wide ranging nature of the Food Plan
 - Unclear and changing governance structures
 - Public sector reorganisations
- 4.3 In addition to these factors, there have been significant policy developments in Sheffield and nationally, since the Sheffield Food Plan was published. These include the Fairness Commission, National changes to the health system and the creation of Health and Wellbeing Boards, the development of a national school food plan.
- 4.4 Sheffield City Council remains committed to prioritising the food agenda and working collaboratively with a wide range of partners to address

challenges to the food system and tackle the current food related issues facing the city. On this basis a decision was taken to review and update the current Sheffield Food Plan to ensure the city can respond to new and emerging issues, particularly the increasing burden of food poverty, within a rapidly changing local environment.

4.5 **Vision:**

These statements set out a long term **vision** for the role food can play in Sheffield.

We want Sheffield to be a city where:

- The local community are food literate. By this we mean that there is widespread understanding of where our food comes from and what it contains; of how important food is for health; and of how to prepare food that is tasty, affordable and nutritious
- *Everyone* can access food that is safe, affordable, nutritious and that benefits their health and wellbeing
- Food plays a key role in strengthening our local economy and our cafes, restaurants, and food outlets, draw people to our city
- Our local food system is sustainable and ethical and the environmental impact of our food production, processing, retail and consumption is minimised

4.6 **Outcomes:**

There are 3 outcomes that will be addressed through all of the priorities proposed in this new strategy. They reflect the key challenges facing the UK food system set out in the introduction. Overall we want to ensure:

1. Environmental sustainability
2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
3. Contributing where we can to a strong food economy

4.7 **Priority work areas:**

There are six areas of work prioritised within the strategy for action over the next 3 years to make a key contribution towards realising our ambitions for Food in Sheffield.

1. Tackle Food Poverty in Sheffield
2. Help make takeaway food on offer in Sheffield healthier
3. Support communities to eat well
4. To encourage more people to learn about and get involved in growing their own food
5. Boost the role food plays in the local economy
6. Explore the value of an independent Sheffield Food Trust

4.8 The work in each of these priority areas will prioritise activities which impact on key populations and vulnerable groups and will incorporate the cross-

cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

4.9 The rationale for the inclusion of each priority is as follows:

4.10 **Tackle Food Poverty in Sheffield:** the relative cost of food has risen in recent years and low income households are disproportionately affected with many having to trade down or skip meals to cope. We have also seen an increase in the number of and use of food banks. Food poverty is linked to poorer health due to reduced accessibility of a healthy diet and in some cases malnutrition. Therefore reducing food poverty will lead to improved health outcomes. Other actions to reduce poverty and/or break the cycle of poverty, such as increased school meal uptake will also have a positive effect on the local economy.

4.11 **Help make takeaway food on offer in Sheffield healthier:** An increasing proportion of food is being eaten outside of the home and fast food outlets make up a quarter of the food in the eating out market. Takeaways are often concentrated in areas of socioeconomic deprivation and close to schools. Takeaway food often has high levels of salt, sugar and saturated fat and can lack dietary fibre and fruit and vegetables. This is characteristic of a poor diet and linked to poor health and obesity. Obesity research shows that we need to help make the healthy choice the easy choice by modifying the environment, for example so that it does not provide easy access to energy-dense food. We will aim to achieve this by working with takeaways to improve the nutritional content of the food on offer. This work will support both the health and economic outcomes of the food strategy by working with the retailers to improve their offer.

4.12 **Support communities to eat well:** Individuals and communities have a key role to play in helping us to meet the outcomes of the food strategy. There are differing food barriers and assets within different communities in Sheffield. This may include the proportion of people eating a healthy diet, the amount of household food waste, the number of small independent food businesses etc. Ensuring that communities have the information they need and enabling individuals to make the changes that are important to them for example by cooking more often, shopping locally and buying seasonal produce, trying to waste less food etc. we can have an impact on all three food strategy outcomes.

4.13 **To encourage more people to learn about and get involved in growing their own food:** Growing food has direct health benefits through physical activity, access to fresh fruit and vegetables and improved mental wellbeing. There are also benefits in terms of environmental sustainability and the economic benefits linked to volunteering, skills and employability. Supporting growing projects and enthusiasts, for example through work with schools or broadening access to allotments, will therefore help to meet all three food strategy outcomes.

4.14 **Boost the role food plays in the local economy:** Food plays an important role in the local economy. A large proportion of our businesses are linked to food and our colleges and universities equip large numbers of students for employment in food related industries. Food also draws in visitors to the city for example to visit the annual Sheffield Food Festival. Strengthening the local economy through food will have a positive impact for Sheffield however this will need to be balanced against supporting the wider themes of improving health and wellbeing and achieving environmental sustainability.

4.15 **Explore the value of an independent Sheffield Food Trust:** This body would seek to raise the profile of food in Sheffield, provide an independent voice on food issues in the city and would access resources and funding that statutory bodies cannot. This will support all three outcomes of the food strategy.

4.16 **Implementation:**
An implementation plan has been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities. Delivery will be monitored by the Food Executive.

4.17 **Evaluation of impact:**
An evaluation framework has also been developed to enable progress towards meeting the three core outcomes. This is outlined in section 3 of this report. A summary of how the actions identified will lead to the desired outcomes can be found in appendix 1.

4.18 **Links to existing policy:**
By taking steps towards realising these ambitions, the Sheffield Food Strategy will address some of the Fairness Commission recommendations and make a significant contribution towards the following Sheffield City Council Strategic Outcomes:

- **Great Place to Live**
- **Better Health and Wellbeing**
- **Successful Children and Young People**
- **Tackling Poverty and Increasing Social Justice**
- **Safe and Sustainable**

4.19 The wide ranging nature of the Food Strategy means that there will be a cross over with many strategies and programmes of work. Strong links will need to be made to the Green Commission when this has been established. Other related plans and strategies include the Waste Strategy; Markets Strategy; Children's Health and Wellbeing Partnership Board work programmes; the Move More strategy for physical activity; and the Child Poverty strategy. This list is not exhaustive.

4.20 **Governance:**

Progress against the implementation plan and towards achieving the outcomes will be monitored by the Food Executive. This group reports to the Food and Physical Activity Board and ultimately the Joint Health and Wellbeing Board. The Food Executive also links into governance structures in CYPF due to the cross-cutting nature of some of the actions. The Children’s Health and Wellbeing Partnership Board will therefore have oversight of some actions and outcome measures and is represented on the Food Executive.

5.0 FINANCIAL IMPLICATIONS

- 5.1 There are no specific Financial Implications arising from the recommendations in this report. Many of the actions that will be implemented through the Food Strategy will need to be achieved within existing resource through changes to policy and through influencing existing activity.

The table below identifies the Authority’s direct financial contribution with the appendix highlighting supporting budgets from partners whose activities directly contribute to the food strategy, or in-kind support through officer time.

Strand	Direct Public Health Grant Identified	Area of Strategy
Food poverty	£20,000	Temporary Financial Support to Food Banks
Healthier Takeaways	£40,000	
Support Communities to eat well	£115,000	Public Health Weight Management Services. (secured)
Food and the local Economy	£15,000	Complementary activities through events held within the City
TOTAL	£190,000	

- 5.2 Budget has been approved by Cabinet from the Public Health Grant allocation in 2014-15. This funding is only guaranteed for this financial year; consideration is needed if the food strategy requires longer term funding. Should any aspects of the food strategy necessitate additional costs, this will be subject to a separate report and decision for approval,

6.0 LEGAL IMPLICATIONS

- 6.1 The proposals set out in the Refreshed Food Strategy are complementary to the aims of the Sheffield Sustainable Community Strategy, prepared pursuant to Section 4 of the Local Government Act 2000. The proposals are in keeping with the key themes of reducing health inequalities, improving the health of children and young people and ensuring Sheffield has a strong food economy. If Cabinet is minded to accept these proposals then the legal power for the Council to implement the Strategy would be Section 1 of the Localism Act 2011 (general power of competence).
- 6.2 Cabinet must also ensure that the Council complies with relevant aspects of the public sector equality duty set out in the Equality Act 2010. In relation to the Refreshed Food Strategy, this entails having due regard to the need to advance equality of opportunity between those with and without certain protected characteristics.
- 6.3 The Refreshed Food Strategy covers a number of priority work areas. In implementing these individual aspects of the Strategy, particularly in relation to exploring the implications of establishing an independent Sheffield Food Trust, Officers will need to take legal advice as appropriate.”

7.0 EQUALITIES IMPLICATIONS

- 7.1 It is intended that activity will have a positive impact on equalities. Fairness, social justice and a reduction in health inequalities are key outcomes that the strategy seeks to address. Food as a means to improve community cohesion and reduce social isolation is also an element of the refreshed Food Strategy and action at community level will seek to bring together individuals of different ages and cultural backgrounds through food.
- 7.2 There are no anticipated negative impacts on equalities. Activity undertaken as part of this strategy will be accessible to all groups regardless of age, gender, disability, sexual orientation, ethnicity or religion.

8.0 ALTERNATIVE OPTIONS CONSIDERED

8.1 Do nothing/Keep existing Food Strategy

The risk of this approach is that the actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. There is also the risk that due to the wide ranging nature of the original Food Plan and lack of clear governance in place that there will be little measurable progress.

8.2 Accept the refreshed strategy

The refreshed Food Strategy has similar aims in terms of addressing the major food priorities in the city but focuses on a smaller number of key areas that can be delivered in partnership within current economic constraints. There is also now a clearly established governance structure and a clear lead within Place portfolio, working in partnership both within

and outside of Sheffield City Council. This option will allow more tangible progress to be made and monitored.

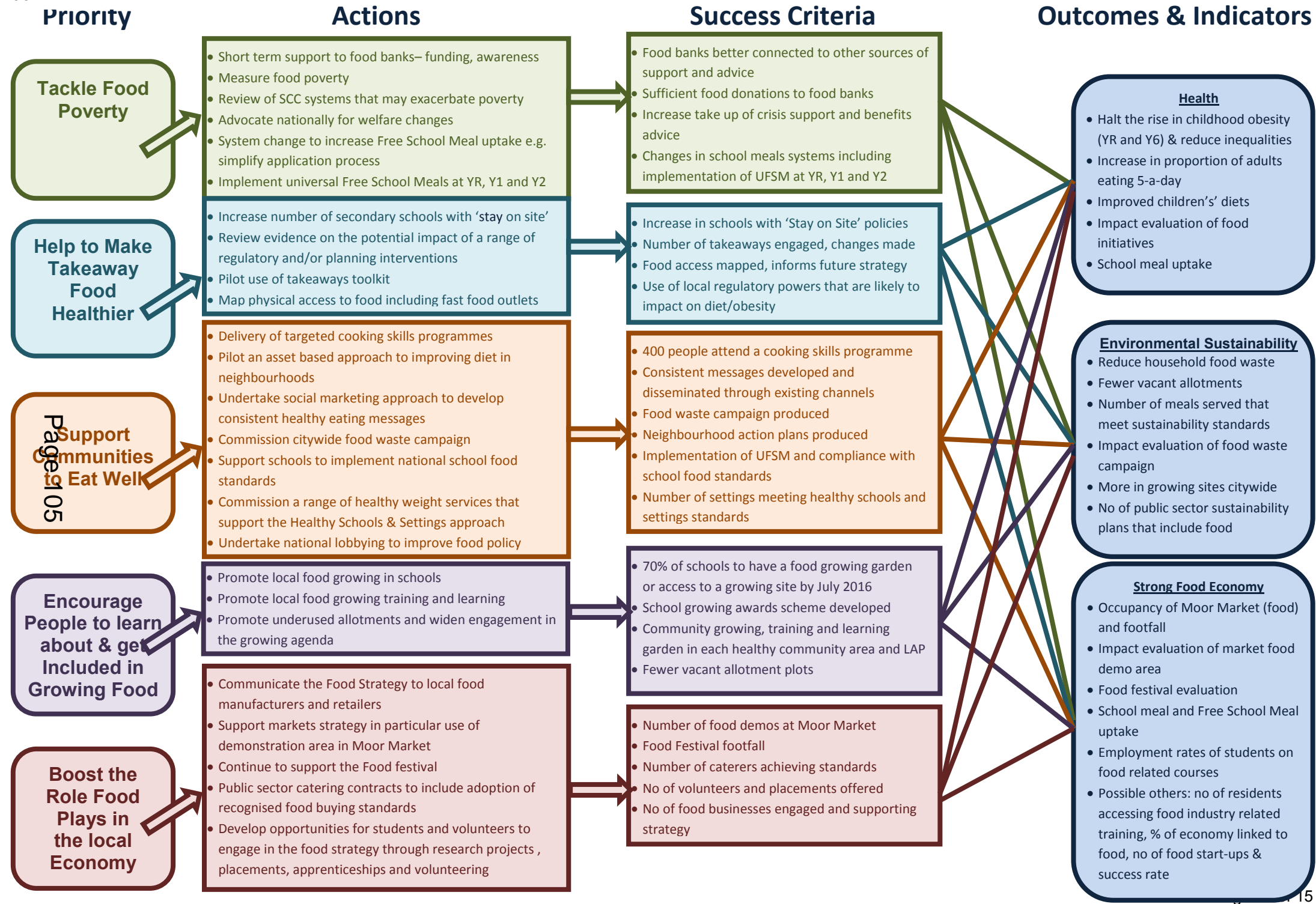
9.0 REASONS FOR RECOMMENDATIONS

- 9.1 The actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. Therefore a refresh is required that also includes plans for implementation and clear governance arrangements.
- 9.2 Public consultation has told us that issues such as food poverty; cooking skills; food growing and the links to environmental sustainability and an understanding of where our food comes from; and the impact of takeaways on neighbourhood 'feel' and healthy eating are all important to the people of Sheffield. A Food Strategy for Sheffield will make clear the response that Sheffield City Council, and partners, will make in order to address these important issues.
- 9.3 The six chosen priorities are informed by research evidence and also by the experiential evidence and local intelligence gathered through the consultation process. By taking action in these key areas we will have an impact on the 3 key outcomes – environmental sustainability, health and reduced health inequalities and a strengthened role of food in the economy.
- 9.4 The Joint Health and Wellbeing Board have already signed up to this policy

10.0 RECOMMENDATIONS

- 10.1 Accept the Refreshed Food Strategy

Author: Jessica Wilson
Job Title: Health Improvement Principal – Food and Obesity
Date: 23rd April 2014



This page is intentionally left blank