

Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

Wednesday 12 February 2014 at 4.30 pm

**To be held at the Town Hall, Pinstone
Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillors Cate McDonald (Chair), Ian Auckland (Deputy Chair), Trevor Bagshaw, Alison Brelsford, Jayne Dunn, Terry Fox, Keith Hill, Ibrar Hussain, Steve Jones, George Lindars-Hammond, Alf Meade, Tim Rippon and Steve Wilson

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Economic and Environmental Wellbeing Committee exercises an overview and scrutiny function in respect of the planning, development and monitoring of service performance and other issues in respect of the area of Council activity relating to planning and economic development, wider environmental issues, culture, leisure, skills and training, and the quality of life in the City.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday, or you can ring on telephone no. 2734552. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Matthew Borland, Policy and Improvement Officer on 0114 27 35065 or [email matthew.borland@sheffield.gov.uk](mailto:email.matthew.borland@sheffield.gov.uk)

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
12 FEBRUARY 2014**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 12)
To approve the minutes of the meeting of the Committee held on 11th December, 2013
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Sheffield Food Strategy** (Pages 13 - 40)
Report of the Executive Director, Place
- 8. Inquiry on Cycling in Sheffield - Update** (Pages 41 - 48)
Report of the Cycling Inquiry Task and Finish Group
- 9. Work Programme** (Pages 49 - 50)
Report of the Policy and Improvement Officer
- 10. Dates of Future Meetings**
There will be a special meeting of the Committee on Tuesday, 18th February, 2014, at 5.30 pm, in the Town Hall and the next scheduled meeting of the Committee will be held on Wednesday, 9th April, 2014, at 4.30 pm, in the Town Hall

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

New standards arrangements were introduced by the Localism Act 2011. The new regime made changes to the way that members' interests are registered and declared.

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner, undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority -
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.
- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) -
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in

land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or

- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously, and has been published on the Council's website as a downloadable document at -<http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests>

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Lynne Bird, Director of Legal Services on 0114 2734018 or email lynne.bird@sheffield.gov.uk

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**Economic and Environmental Wellbeing Scrutiny and Policy Development
Committee**

Meeting held 11 December 2013

PRESENT: Councillors Cate McDonald (Chair), Ian Auckland (Deputy Chair), Trevor Bagshaw, Alison Brelsford, Jayne Dunn, Terry Fox, Keith Hill, Ibrar Hussain, Steve Jones, George Lindars-Hammond, Alf Meade, Tim Rippon and Steve Wilson

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1. APOLOGIES FOR ABSENCE

1.1 No apologies for absence were received.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 No items were identified where resolutions may be moved to exclude the public and press.

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETINGS

4.1 4th October 2013

The minutes of the special meeting of the Committee held on 4th October 2013, were approved as a correct record and, arising therefrom, the Policy and Improvement Officer stated that he would circulate a paper to Members of the Committee providing an update on the present position regarding Cobnar Road Cottage.

4.2 9th October 2013

The minutes of the meeting of the Committee held on 9th October 2013, were approved as a correct record and, arising therefrom, the Policy and Improvement Officer stated that, as requested by the Committee, arrangements would be made for the Acting Head of Libraries, Archives and Information to attend a future meeting, most likely a special meeting, in January or February 2014, to provide an update on the consultation process regarding the review of the Library Service.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 There were no questions raised or petitions submitted by members of the public.

6. INQUIRY ON CYCLING IN SHEFFIELD - ORAL EVIDENCE

6.1 The Chair referred to the meeting of the Committee held on 11th September 2013, at which Members received a report of the Policy and Improvement Officer containing an update on, and proposals with regard to, the Inquiry on Cycling in Sheffield. She stated that, at that meeting, the Committee received a number of presentations from Council officers, including officers from the Place Public Health Team, on what action their respective Services had taken, and what their vision was, with regard to increasing the number of cyclists in Sheffield. The Committee agreed a draft Terms of Reference for the Inquiry, the questions for the Call for Evidence and an indicative List of Stakeholders. The Committee also delegated authority to the Chair to decide which individuals and organisations should be invited to today's meeting, to provide oral evidence as part of the Inquiry.

6.2 The Policy and Improvement Officer referred to the two papers which had been circulated to Members prior to this meeting, which included an update on the evidence received as part of the Call for Evidence and a list of things done, and currently being done, in terms of projects/actions, to increase cycling levels in Sheffield from 2008 to 2013.

6.3 Participants from various groups/organisations had been invited to address the Committee, under three categories, as follows:-

6.3.1 Culture and Behaviour

The participants were asked to consider the question 'How do we make people feel safer cycling on roads?'

(a) Sustrans (David Hall, Regional Director)

- Need to motivate the public and the people responsible for governing the City
- Need to look at what work had already been undertaken
- Bike It Scheme - operated by Sustrans, involving work with 50 schools in the City to encourage pupils to be more active, enabling children to travel actively and safely – the numbers of children now cycling to school since the introduction of the scheme had increased to 13%
- Consider the safety of cyclists – this was viewed as one of the main concerns of parents
- In order to encourage more children to cycle, both to school and in general, schemes such as Bike It needed the backing of both parents and teachers
- Requirement for considerable investment from the Government in terms of the provision of safe and high quality cycle routes
- Considerable investment required in the national cycling network

- Increasing the number of cyclists would dramatically reduce health costs

(b) *Institute of Advanced Motorists (Robert Baybutt)*

- Need for motorists to be more aware of cyclists on the roads
- Accepted that a number of motorists are anti-cyclist – need to educate such people
- Cyclists need to wear highly visible safety gear
- Need for better policing in terms of motorists driving in cycle lanes

(c) *Sheffield Cycling Perspective (Polly Blacka)*

- Women are under-represented in terms of cycling – with 43% having access to a bike and only 4% using them regularly
- Mothers are key to getting their children into cycling
- Need for a culture of cycling in the family to make it more likely for children who have received cycling training, to continue
- Safety on the road is paramount – need segregated and continuous cycle routes on the busiest roads
- Cyclists need to be aware of, and familiar with, the cycle routes
- Improvements needed in terms of the transport infrastructure
- Consideration needs to be given to the cost of purchasing a bike, as well as all the related equipment required

(d) Members raised a number questions and the following responses were provided:-

- Everyone would like to see both motorists and cyclists driving and cycling responsibly on the roads as this would help to improve relations and reduce accidents. It was believed that those cyclists who ignored traffic signals did so in order to ensure their own safety rather than simply acting irresponsibly.
- It was hoped that Sheffield could learn from some of the excellent work undertaken to promote cycling in other cities, such as London, although there was little likelihood of the level of funding that London had received being available in Sheffield.
- Having properly segregated lanes in terms of cycles, buses and taxis on the busiest roads should result in a reduction in the number of cycle accidents.
- There was a need for better enforcement by the Police in connection with the issue of taxi drivers and other motorists entering the cycle zones at traffic lights prior to them being able to proceed.

- Having more continuous cycle lanes would definitely encourage more people to cycle as it would be safer and more convenient, and would result in cyclists not having to go on the pavement, which often caused friction with pedestrians.
- There were obvious health benefits to people cycling, both in terms of the individual cyclist's health and in terms of the likely reductions in CO₂ levels. Pedal Ready had undertaken a considerable amount of work in connection with promoting the health benefits of cycling and Sustrans had made reference to such benefits in its annual report.
- There was no legal requirement for cyclists to wear a helmet, although it was encouraged for health and safety reasons. A number of cyclists did not like wearing helmets for reasons of vanity.
- It was vital that there was a high profile leader in the City, who was both determined and committed, to champion the benefits of cycling.
- There was a need to improve the quality and visibility of signage in terms of cycle lanes.
- Buddying, where an experienced cyclist would accompany a cyclist with little or no experience, was very helpful in order to help people increase their confidence in terms of cycling around the City, particularly on busy roads. Schemes like the Bike Bus being operated in Nether Edge, where groups of cyclists were shown the best cycling routes across the City, should be encouraged.

6.3.2 **Integration**

The attendees were asked to consider the question 'Do we need to integrate cycling with public transport?'

(a) **Northern Rail Cycle Forum (Simon Geller)**

- There should be integration to enable cyclists to travel safely and sustainably
- Need for continuity in terms of cyclists' journeys

(b) **Stagecoach Yorkshire (Paul Lynch, Managing Director)**

- Rigid cycles were not allowed on Stagecoach buses or trams on the grounds that there was no suitable or safe areas for this to happen

- The only possible areas that could be used were those where wheelchairs were stored, and the company could not justify giving priority to cyclists over wheelchair users
- Trials had been held whereby cyclists put their bikes on bars on the outside of the bus, but problems had been identified, mainly relating the prolonging of boarding times
- Folding cycles were allowed on buses and trams, if stored safely in the luggage area
- It was accepted that it would be better for all road users if there were more cyclists

(c) Stagecoach Supertram (Tim Gillby, head of Finance and Commercial)

- As with the buses, rigid bikes were not allowed on Supertram due to lack of sufficient storage space and due to issues regarding boarding
- The issues regarding boarding were more pertinent to Supertram due to the speed at which the trams pulled in and out of the stations

(d) South Yorkshire Passenger Transport Executive (Roy Mitchell, Principal Public Transport Manager)

- Efforts were being made to look at providing storage facilities, or improving existing storage facilities, for cycles at bus stops, bus and tram interchanges, bus and rail interchanges, and park and ride facilities
- Travellers on public transport had indicated that their priorities were more seats and improved signage, with cycle lock-ups being low down on the priority list
- Need to encourage more people to use fold-up cycles

(e) Members raised a number questions and the following responses were provided:-

- All but five of the rail stations managed by Northern Rail have cycle racks and at most of these stations, very few passengers used the facilities. It was accepted that security fears could deter cyclists from using them.
- It was not believed that rigid bikes were allowed on trains in any other cities in Britain, although a trial was to take place in Edinburgh. This situation, however, could be monitored and reviewed in the future.
- There would be difficulties in allowing cycles on buses and trams at off-peak times as there was always likely to be one-off events held during these times, where demand for public transport

would be high.

- Rigid cycles were allowed on buses in some tourist areas, where the buses ran less frequently. The bikes were secured externally, on a rack at the rear of the bus, and the driver had to ensure it was secure. This was deemed as less of an issue in the light of the boarding times.
- One of Stagecoach's sister companies was due to carry out a trial where cyclists could be made aware of an approaching bus by way of a radio signal. Part of the training for new bus drivers included cycle awareness, although the number of bus/cycle accidents was not high enough for this to be deemed a particular issue in Sheffield. The training did not involve new drivers cycling to see what it was like from a cyclist's point of view.
- Stagecoach Supertram monitored all tram/cycle collisions, but it was difficult to monitor accidents caused by cyclists getting their wheels stuck in the tram tracks, as not all such incidents were reported. Stagecoach monitored all bus/cycle collisions and analysed its data regularly.
- It was not the case that rigid bikes would never be allowed on the light rail system, as assessments could be made in the future, on a route by route basis.
- Whilst it was accepted that there may be facilities for cyclists in other European cities to take rigid bikes on public transport, this was due mainly to the different cultures in these cities, and that some cities had been operating such systems for a long period of time.

6.3.3 **Broadening Participation**

The attendees were asked to consider the question 'How do we get more people to cycle in Sheffield?'

(a) **Young Peoples' Perspective (Bryony Akroyd, Councillor in the Youth Cabinet)**

- Make bikes cheaper
- Improve cycling training in schools
- Promote cycling as a healthy activity
- Provide more cycle routes/lanes to make it safer for cyclists
- Introduce incentive reward schemes
- Have indicators on bikes
- Make bikes more visible so they are easier to see by motorists
- Have cycle highways and more safer places to cycle as in other

countries

- Have safety demonstrations for cyclists on dealing with dangerous junctions
- Identify more role models for the sport such as those identified after the Olympics and Tour de France

(b) Heeley Development Trust (Andy Jackson, Manager)

- The Trust operated a scheme known as Recycle, which comprised a bike workshop where volunteers undertook commercial repairs and took in and refurbished bikes donated from members of the public. The people undertaking the work included disengaged young people, who had been referred to the Trust from various organisations, and who also received training on cycling safety
- The Trust had recently been offered a contract to carry out a scheme to encourage more people to cycle to work in the north of Sheffield
- Cycling should be an enjoyable activity
- Sheffield is a great place to cycle
- There was a need for a number of cycle champions to promote not only the transport issues, but also the health benefits
- A number of studies into the health benefits of cycling had been undertaken
- Need for improvement to the transport infrastructure to provide shared spaces on the roads for motorists and cyclists
- Need to increase the number of cycle journeys to make it safer
- All motorists should have a responsibility in terms of sharing the road with cyclists
- Bike loans should be available to make it easier for young people and people on low incomes as an incentive to purchase bikes
- Businesses should look at providing electric bikes for employees so that they could cycle to work

(c) Members raised a number questions and the following responses were provided:-

- A number of young people were deterred from cycling to school due to safety concerns of their own and their parents.
- If schools had Cycle Plans, this would encourage more children to cycle to school.
- It was the belief of the Heeley Development Trust that all children should receive Bikeability Level 2 training.

- Young people had different incentives for wanting to cycle, which included economic and exercise/health reasons.
- More work was required to ensure that all young children in Sheffield were aware of the various cycling training programmes. Consideration should be given to including some element of cycling training as part of schools' PE curriculum, as in some other countries.

6.4 RESOLVED: That the Committee:-

- (a) notes the contents of the papers now submitted, the evidence provided by all attendees at the meeting, and the responses provided to the questions raised; and
- (b) thanks all the participants for attending the meeting and providing evidence as part of the Inquiry on Cycling in Sheffield.

7. WORK PROGRAMME 2013/14

7.1 RESOLVED: That the Committee agreed the Work Programme 2013/14 as set out in the report of the Policy and Improvement Officer now submitted.

8. DATE OF NEXT MEETING

8.1 It was noted that the next meeting of the Committee would be held on Wednesday, 12th February 2014, at 4.30 pm, in the Town Hall.



Report to Economic and Environmental Scrutiny & Policy Development Committee 12th February 2014

Report of: Executive Director, Place

Subject: Sheffield Food Strategy

Author of Report: Jessica Wilson, Health Improvement Principal
Tel: 2057467

Summary:

A previous version of the food strategy was presented to scrutiny in Oct 2013. The committee had a number of comments and requested that a final draft of the strategy be brought to a future meeting. Comments included:

- Particular concern over growth in Food Banks
- Concern over proliferation of take away outlets and association with poor nutrition
- Wanted to see more food and cooking skills education particularly in schools
- Want to investigate opportunities through waste management contract with VEOLIA
- Thought it would be useful to include some case studies

A range of public consultation has taken place since the Oct committee and feedback from this has also now been incorporated into the final draft. Key changes taking into account scrutiny and public feedback include:

- Unsure about Food Trust, what it would do
- Inclusion of food growing and cooking as priorities
- More plain language
- Improved links to 'move more' strategy – to be further addressed through implementation plans
- Maintained emphasis on food poverty as a top priority

Future plans include commissioning design work on the final strategy and development of an online resource including case studies. An implementation plan is also now in development through the Food Executive Group and will be governed through the Food and Physical Activity Board.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	x
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	

The Scrutiny Committee is being asked to:

Comment on the draft Food Strategy.

Background Papers:

Sheffield Food Strategy V6.

Category of Report: OPEN



The Sheffield Food Strategy

V6 January 2014

Foreword

“Food affects everyone ... its affordability, availability, preparation, consumption and the waste it can generate. For this reason many people are passionate about food. A food strategy can help harness this passion and interest and can help us deliver improvements across a range of areas such as improved health, the creation of work and, if we are thoughtful, in ways that do not harm the environment.

Sheffield has many things to celebrate. The numbers attending Sheffield Food Festival grow year on year. We have leading academic institutions offering expertise, education and skills relating to food and nutrition including the new National Centre of Excellence in Food Engineering at Sheffield Hallam University. We have the new Moor Market with a large proportion of food sellers. The proportion of overweight and obese children aged 4-5 years is below the national average. We have a vast array of voluntary and community sector groups and organisations working to help local communities access and enjoy food.

However, alongside the many positives there are still huge challenges for us as a city. It is estimated that over 30,000 people in Sheffield are malnourished and that approximately 40,000 people in Sheffield are currently experiencing food poverty. The number of food banks is growing, which is simply not acceptable. A large proportion of our population is overweight or obese and we see growing inequalities between richer and poorer parts of the city.

This is the second Food Strategy for the city. The original Sheffield Food Plan successfully raised the profile of food in the city and helped partnerships to form. However, since its publication in 2011 circumstances have changed for our communities and for local statutory bodies. Cuts in social security have contributed to the emergence of food poverty in many communities. Sheffield City Council and other public sector bodies have fewer resources to fund this work and so will need to work differently, acting as an enabler, developing networks and changing policy.

The new strategy will focus on a few key areas and will set out what we as a city will do over the next two to three years to address three core outcomes – environmental sustainability, improved health and wellbeing and a strong economy where food business plays a major role.”

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1. Executive Summary

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. Food gives us pleasure, allows us to share and celebrate and connects us to our land, different cultures and our friends and family. The current UK food system faces three major challenges which are all underpinned by the need for social justice and fairness:

- 1. Ensuring food security**, when all people at all times, have access to sufficient, safe and nutritious food
- 2. Ensuring production and consumption of food is environmentally sustainable**
- 3. Ensuring food policies promote public health**

These issues have particular resonance for Sheffield where the number of food banks is growing and where up to 58% of the adult population are overweight or obese. In part some of these issues could be improved if we had a more effective food system linked more closely to our local communities.

There are 3 outcomes that will be addressed through all of the priorities proposed in this new strategy. These reflect the key challenges facing our food system.

- **Environmental sustainability**
- **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities**
- **Contributing where we can to a strong food economy**

VISION: Overarching aims for the Sheffield Food Strategy

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

To achieve this we will aim, over the next two years:

A. To tackle food poverty in Sheffield

- *To challenge policy at a national level*
- *To understand and challenge at a local level where our own systems exacerbate the problem*
- *To work with and support food banks in the short term in Sheffield and support food bank recipients to get out of food poverty*
- *To raise awareness of the impact of food poverty in Sheffield*

B. To help make takeaway food on offer in Sheffield healthier

- *To support takeaway businesses to offer healthier choices*
- *To explore the use of planning measures and regulation to address the proliferation of hot food takeaway outlets in Sheffield*

C. To support local communities to eat well

- *To start early and work with children, young people and families to reduce the amount of unhealthy food they eat*
- *To support the implementation of the School Food Plan*
- *To work with local community initiatives that support food skills and healthy eating in order to add value and maximise impact*

D. To support communities to grow their own food

- *To encourage more people to learn about and get involved in growing their own food*
- *To bring neighbourhoods together around food*
- *To further develop local food systems by encouraging the links between local food growing, eating and local businesses*
- *To consider opportunities to change the use of land that may be available for use by the local community*

E. To boost the role of food in the local economy

- *To make links with local businesses and explore where we may have shared agendas for mutual benefit*
- *To maximise the opportunities presented by the new Moor Market*
- *To identify, develop and promote Sheffield's food assets and support local festivals and markets*
- *To improve the food skills and employability of local people through training and volunteering*
- *For public sector bodies (SCC, NHS, Universities for example) to lead by example, by buying locally where possible*

F. To establish an independent Sheffield Food Trust that will:

- *Support the implementation of the Sheffield Food Strategy*
- *Raise the profile of food in Sheffield*
- *Secure outside investment enabling growth of an independent food industry in Sheffield*
- *Tackle food insecurity and food poverty in Sheffield.*

2. Introduction

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. Food gives us pleasure, allows us to share and celebrate and connects us to our land, different cultures and our friends and family. The current UK food system faces three major challenges ⁽¹⁾ which are all underpinned by the need for social justice and fairness:

Ensuring food security, domestically and globally

Despite a global increase in food production, more than 1 billion people experience hunger across the world. Whilst the majority of these people live in poor countries, food poverty is also a serious problem in the UK and locally, in Sheffield. Although food is generally readily available in the UK many people simply cannot afford to eat sufficient, healthy food.

Ensuring production and consumption of food is environmentally sustainable

Food production, processing and consumption all have a significant impact on the environment. If this impact is to be reduced, consumers need to change their behaviour. Some of the measures to address environmental impacts can, however, disproportionately affect low-income consumers. Taking account of the full environmental costs of food production is likely to lead to increased food prices.

Ensuring food policies promote public health

Inequity of access to healthy food is responsible for the increased burden of diet related ill health, especially in low-income groups. A range of factors contribute to this inequity, including affordability, cultural and social factors. The food sector also employs large numbers of people in the UK and locally in Sheffield, many of which are amongst the lowest paid. Problematic working conditions, lack of job security and low pay can all be detrimental to health and wellbeing.

Sheffield has a long history of working to address food issues, with an archive of policy documents dating back to the early 1970s. Sheffield City Council (SCC) 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.

1. The Report of the Food and Fairness Enquiry July 2010 Food Ethics Council

3. Why do we need to review our Sheffield Food Plan?

The current 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. The plan was wide ranging and had seven objectives:

1. **Local Food** – To make sure that food eaten in Sheffield is sourced as locally as possible
2. **Cooking and Culture** – To make sure all Sheffield residents can plan and cook healthy meals
3. **Community Food Growing** – To make community food growing activities an important part of Sheffield's communities
4. **Access to Healthy Food** – To ensure Sheffield residents are able to conveniently access, buy and consume healthy food
5. **Public Sector Catering** – To make sure food bought and sold by the public sector (Sheffield City Council, NHS for example) is good for people's health, the environment and the economy)
6. **Food Businesses** – To make sure Sheffield is a regional centre for food that is safe and of high quality and that it is home to profitable food retail and manufacturing
7. **Life Stages** – Sheffield people are enabled and supported to make informed choices about their health through improved food, diet and nutrition throughout their lives.

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 and whilst some initiatives within the plan have been successfully developed and delivered, progress on other elements of the plan has faltered.

A number of factors have affected the delivery of the current 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

In addition to these factors, there have been significant policy developments in Sheffield and nationally, since the Sheffield Food Plan was published.

1. A Fairness Commission was held in 2012 and a report and recommendations were published in January 2013. A submission was made to the Fairness Commission on the subject of food poverty. Food poverty has become a priority in Sheffield over the past 18 months. As at December 2013 there were 16 Food Banks operating across Sheffield,

supplying emergency food to people who cannot afford to feed themselves. Tackling food poverty is key to reducing health inequalities and addressing major diseases such as coronary heart disease, cancer and type 2 diabetes. Improving diets and reducing food poverty are also vital ways of ensuring that children have the best start in life and adults age healthily.

Sheffield Fairness Commission recommendations relevant to food are: (2)

- The NHS and SCC should use their available budgets to prevent health and wellbeing problems from occurring in the first place
 - Government should be made aware of the impacts of its welfare reform programme on the city
 - A living wage is paid to all employees in the city
 - Preventative work to help people manage their money effectively should be supported
 - The city should support food banks and other providers of emergency relief
 - Establishing more schemes and sustainable projects run by local people for themselves, for example, co-operatives, grow, cook and eat projects.
 - The city should establish a mechanism to redistribute decent, edible food which would otherwise be disposed of, to people who are in food poverty
 - The city's Food Plan is updated to reflect the commission's recommendations
2. As part of the changes to the health system in England, from April 2013 Local Authorities were required to create multi-agency statutory Health and Wellbeing Boards. In turn, Health and Wellbeing Boards are required to develop Health and Wellbeing Strategies for their areas. The Sheffield Health and Wellbeing Strategy has a Food and Physical Activity work programme that is being taken forward through the Food and Physical Activity Board.

Governance through the Food and Physical Activity Board Food Strategy will ensure that the Food Strategy and its ongoing implementation aligns closely with the 'Move More' Strategy for physical activity, as these agendas are highly interrelated, particularly in terms of tackling obesity.

3. The national School Food Plan was published in July 2013. (3) The purpose of the School Food Plan is to significantly increase the number of children eating good food in schools, and to determine the role of food, cooking and growing in schools. The plan aims to further increase the quality and take up of school meals; develop a whole-school food culture in every school; and excite children about good food and cooking so that they can lead healthy lives.

Proposed initiatives include cooking as part of the national curriculum, financial support to schools in the poorest areas to establish breakfast clubs, and universal free school meals for children in infant school. The Sheffield Food Strategy will need to incorporate the implementation of these recommendations at a local level.

In a time of diminishing resources, SCC has recognised that the current Sheffield Food Plan needs to be reviewed to take account of new and emerging priorities and to focus on a smaller number of key areas which can be delivered in partnership, within current economic constraints, to address the major food priorities in the city.

(2) Sheffield Fairness Commission January 2013

(3) National School Food Plan July 2013

4. Progress to date

Although the current Sheffield Food Plan has made variable progress, over the past three years food issues have continued to be addressed in the city, some contained within the Sheffield Food Plan, and others happening independently of it. Some notable recent food related initiatives and developments that have taken place in Sheffield include:

1. New Markets

Sheffield has a new city centre market, which will replace the current Castle Market and opened for business in November 2013. The new development houses up to 200 market stalls and is 90% full (as at July 2013). A reinvigorated market will boost the local economy, improve the fresh food offer in the city and form a key element of the regeneration of Sheffield city centre. In addition there is a monthly farmers market in the city centre and a number of community led, neighbourhood markets.

2. Sheffield Food Festival

The first Sheffield Food Festival was held in 2009 and the popularity of this annual event has made it the region's largest and busiest, attracting 184,000 visitors last year and 244,362 this year (2013).

The Sheffield Food Festival unites people from across the city in celebration of the best food and drink Sheffield and the surrounding area has to offer. The festival is delivered in partnership by Sheffield Hallam University and Sheffield City Council.

In 2013, the festival had a theme of community and children to promote growing and cooking at home, and to encourage friends and neighbours to get together to share and enjoy food.

3. Action to Improve School Food

A range of activities and initiatives to encourage healthy eating have been undertaken in schools over the past four years, funded through the Sheffield Let's Change4Life programme and co-ordinated by NHS Sheffield. Examples include:

- **Food Fitness and Fun**

A partnership between Taylor Shaw (school caterers), Sheffield United Football Club and NHS Sheffield to increase uptake of school meals (both paid for and free). The initiative involved 17 schools and approximately 9,000 pupils.

- **Stay on Site**

This initiative supports secondary schools to encourage pupils to stay on the school premises at lunchtimes, in an effort to ensure children have healthier lunchtimes. In total, 19 secondary schools have been targeted over the duration of the programme. Each school developed its own action plan to improve the whole lunchtime experience.

Action includes work to improve the dining room environment, pupil input into school menus, improving the activities offered during lunchtime and emotional health and wellbeing initiatives. Participating schools have reported increased school meals uptake and improved attendance and concentration in afternoon classes.

4. Action by community groups and organisations

A number of locally led initiatives are underway across the city supporting a range of outcomes such as appreciation of and skills in cooking and growing; employment, education and training opportunities; and awareness of food waste. One example is the creation of a network of over 20 local food growing school and community gardens in Sheffield and the surrounding areas by Heeley City Farm and partners. This includes the cultivation of about 10 acres of land, construction of over 100 raised beds, erection of 20 polytunnels and greenhouses and planting over 200 fruit trees and soft-fruit bushes.

5. HENRY (Health Exercise and Nutrition for the Really Young) Programme

HENRY is an evidence-based training programme to prevent and address obesity in the 0-5s. The training package was funded through the Sheffield Let's Change4Life programme and was rolled out in Sheffield from January 2013. Three HENRY trainers have been trained in Sheffield and so far 100 frontline staff (Health Visitors and Early Years Practitioners) have been through the training programme. The aim of HENRY is to support parents of young children to adopt healthy lifestyles and establish healthy behaviours from an early age to prevent the development of childhood obesity.

6. Launch of the Sheffield Green Commission

SCC is set to establish a Green Commission in 2013, similar to the Fairness Commission, to clarify the vision to tackle climate change in Sheffield and ensure action is taken. One purpose of the Commission will be to ensure and utilise the contribution to this agenda from civil society. Food production, distribution, consumption and waste are key considerations within this debate.

7. Development of Food Banks in Sheffield

Over the past 18 months 16 food banks have been set up across the city in response to the growing demand for emergency food. Changes to welfare and increased use of benefits sanctions have led to a rise in people seeking emergency food in Sheffield and a number of faith based organisations have responded by establishing food banks, either through franchise arrangements with the Trussell Trust, or independently.

5. Where are we now? - Sheffield at a glance

- Sheffield is England's 4th largest city, with a population of approximately 555,500 (4. ONS)
- Sheffield has 4951 registered food businesses. Of these 3669 are restaurants and caterers, 1136 are food retailers, 70 are food manufacturers and packers, 49 are distributors/transporters, 26 are primary producers and 1 is involved with import/export. (SCC March 2013)
- Sheffield has 401 agricultural holdings mainly utilised for dairy and grazing livestock (5) Business Register and Employment Service
- Sheffield City Council currently manage approximately 3000 allotment sites (SCC web site)
- In Sheffield in 2011 a total of 12,574 people were employed in food related industry. (5) (Business Register and Employment Service)
- 14624 people were employed in Accommodation and Food Service Activities (6) (2011 Census)
- There are 588 takeaways and sandwich shops registered on the Food Hygiene rating site (OCT 2013- <http://ratings.food.gov.uk/>)
- The average household in Sheffield wastes £50 of food per month which could otherwise be eaten or drunk. That's £600 per household per year and over £136 million of wasted household food per year in Sheffield (7). (Veolia WEBSITE Sheffield - Love Food Hate Waste)

Based on **national** figures it is estimated that:

- Approximately 40,000 people in Sheffield are currently experiencing food poverty (8) (Trussell Trust)
- Only 24.7% of people in Sheffield aged 16+ eat a healthy diet (9) Health Survey 2010 England)
- If average fruit and vegetable consumption increased by just under 2 portions a day (1 portion = 80g) in Sheffield 420 premature deaths could be avoided annually (10) (Cabinet Office 2008)
- Over 30,000 people in Sheffield are malnourished (in terms of under nutrition) (11) (BAPEN)
- 58% of Sheffield's population aged 15+ (271,324 people) is estimated to be overweight or obese (12) (Foresight Report 2002)
- The direct cost of treating obesity and its consequences in Sheffield is approximately £11.5 million annually and the estimated annual cost of obesity related sickness absence in Sheffield is £14.5 million
- The total costs of obesity to Sheffield are estimated to reach £165 million per annum by 2015

6. What do we want to do? - Priorities for the next 2 years

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:

- **Environmental sustainability**
- **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities**
- **Contributing where we can to a strong food economy**

VISION: Overarching aims for the Sheffield Food Strategy

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

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

By taking steps towards realising these ambitions, the Sheffield Food Strategy will also address 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**

Rather than wait for a desired solution, or create aspirational, but ultimately unattainable goals it may be more effective for local partners from all sectors and communities to work together to take lots of small steps to tackle what is ultimately a complex agenda. It is likely to be more effective to do 1% better on 100 different things than to seek a single 'giant leap'. In that regard,

Sheffield City Council has a role as a co-ordinator and 'enabler' to make it as easy as possible for local businesses, organisations, groups and individuals to undertake activities which contribute towards our long-term ambitions for Food in Sheffield. However, as well as working with others in partnership to take lots of small steps towards achieving our ambitions, there are also a small number of areas which SCC will prioritise and focus its efforts on over the next two years. These priorities will make a key contribution towards realising our ambitions for Food in Sheffield.

DRAFT

A. Tackle Food Poverty in Sheffield

The Department of Health has defined food poverty as ‘the inability to afford or to have access to, food to make up a healthy diet’.

It is important to recognise at the outset that food affordability and food poverty are closely linked to employment, welfare and housing. Actions to tackle food poverty will include broader measures to tackle poverty as a whole. A recent report of food banks in Sheffield concluded that although access to food is important, the main driver is lack of income and poor performance by the benefits system.⁽¹³⁾(Rapid Review: Food Banks in Sheffield. November 2013)

In the UK, it is estimated that approximately 4 million people are currently living in food poverty (Food Ethics Council). This equates to approximately 40,000 people in Sheffield.

Food prices have risen 12% in real terms over the last 5 years. As the relative cost of food has risen, low income households have been disproportionately affected. Food is often the most flexible item in the budget for people on low incomes and in recent times, with rising food and energy costs, many have had to trade down or skip meals to cope. Also, there is a strong temptation for people to eat unhealthily but very cheaply, particularly in the context of discount food retailing and special offers such as 40 frozen sausages for £1.

In the past 18 months, increasing numbers of people in Sheffield have had to seek food aid, often from food banks. There are currently 16 Food Banks in Sheffield, and a number of other projects and charities which feed, or distribute food to those in need. SCC, the Clinical Commissioning Group (NHS) and a range of other agencies refer people to food banks on a regular basis. There are practical ways in which Sheffield City Council and partners can support food banks in the short term. However, we must take care that this emergency provision does not become the solution to food poverty. Longer term action should focus on tackling poverty and eliminating the need for food banks.

One possible consequence of food poverty is malnutrition. It encompasses both over nutrition/obesity and under nutrition. Malnutrition is both a cause and a consequence of disease. Malnourished people visit their GP more often, are admitted to hospital more frequently, stay on the wards for longer, succumb to infections more easily and can even end up being admitted to long-term care and dying unnecessarily.

Possible areas for action:

- *To challenge policy at a national level*
- *To understand and challenge at a local level where our own systems exacerbate the problem*
- *To work with and support food banks in the short term in Sheffield and support food bank recipients to get out of food poverty*
- *To raise awareness of the impact of food poverty in Sheffield*

B. Help make takeaway food on offer in Sheffield healthier

An increasing proportion of food is eaten outside the home in the UK. Total expenditure on food and drink eaten out (excluding alcohol) has increased by 7.7% since 2008. In Yorkshire and Humber, 26% of all food and drink are now consumed outside the home (DEFRA 2013). Men consume, on average, around a quarter of their calories when eating out, and women around a fifth.

The number of fast food outlets is increasing and takeaways now provide just over a quarter of the food in the eating out market. Studies show that this increase is concentrated in cities and along arterial routes (Greater London Authority 2012). Takeaways are often concentrated in areas of socioeconomic deprivation and close to schools. Takeaway fast 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.

Poor diet is a major health risk. It contributes to:

- Almost 50% of coronary heart disease deaths
- 33% of all cancer deaths
- Increased falls and fractures in older people
- Low birth weight and increased childhood morbidity and mortality
- Increased dental caries in children

(Faculty of Public Health, 2006)

Diets high in fat, sugar and salt can also lead to overweight and obesity. Obesity is a growing problem and is more prevalent in lower socioeconomic groups. Based on national modelling, it is estimated that around 24% of people in Sheffield aged 15+ are obese and a further 34% are overweight (BMI > 25). Consequences of obesity for health include increased risk of developing type 2 diabetes, high blood pressure and associated health problems.

Proliferation of takeaways can also be associated with increased litter and anti-social behaviour and can have an undesirable effect on the street scene in local areas.

The 2007 UK government Foresight report 'Tackling obesities: future choices' (14), states that one important action to tackle obesity is 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.

Possible areas for action:

- *To support 'takeaway' businesses to offer healthier choices*
- *To explore the use of planning measures and regulation to address the proliferation of hot food takeaway outlets in Sheffield.*

C. Support communities to eat well

It is estimated that 58% of the adult population of Sheffield is either overweight or obese. Most cases of obesity are caused by eating too much and moving too little. Obesity can therefore be addressed by encouraging people to develop healthy eating habits and to be more physically active.

In addition to the problem of obesity there will be a sizeable number of people in Sheffield eating a poor quality diet and /or eating alone whilst not wishing to do so. It is also estimated that poor diet is related to 30% of all years lost to early death and disability. The Health Survey for England 2010 estimates that less than 25% of people aged 16+ living in Sheffield eat a healthy diet. Sometimes eating a poor quality diet may be due to low income but it may also be due to lack of cooking skills and/or equipment or due to social isolation.

In addition to direct benefits to our physical health eating well is also about where and how we eat, taking time, socialising and eating in pleasant surroundings which in turn may contribute to improved emotional health and well-being.

There are a growing number of programmes in the city, mostly run by the voluntary sector that can encourage people to eat well. These projects offer opportunities for people to cook and eat together, cook on a budget and cook healthy meals. They offer the opportunity for people to come together in local neighbourhoods, learn new skills and a growing number of these are also taking the opportunity to link with local food growers.

Infancy and childhood are of critical importance in the development of healthy bodies and habits. For this reason additional emphasis should be placed upon supporting nutrition pre-conception and throughout pregnancy and on infant nutrition including breastfeeding and weaning.

A great deal of work has been done within local schools over the last few years through work with the Healthy Schools Programme and the School Meals Service to improve uptake of school meals and within the curriculum to raise awareness of where our food comes from and to develop cooking skills. The national School Food Plan pledges to develop this further.

Possible areas for action:

- *To start early and work with children, young people and families to reduce the amount of unhealthy they eat*
- *To support the implementation of the School Food Plan*
- *To work with local community initiatives that support food skills and healthy eating in order to add value and maximise impact*

D. Support communities to grow their own food

Growing food to eat and eating together with friends and family is valued by many people. Health benefits can include the benefits of eating a diet rich in fruit and vegetables, benefits through the exercise undertaken in working a plot of land or a garden and evidence that this also improves mental wellbeing¹⁵. In addition there may be opportunities to supplement incomes.

Practical food growing with children and young people through school gardens or window boxes can reinforce teaching about healthy diet, introducing children to new types of fruit and vegetables, and encouraging outdoor activity and environmental awareness¹⁶. In 2005, a survey by the British Heart Foundation found that 37% of children aged 8-14 did not know that cheese was made from milk and that 36% could not identify the main ingredient in chips.¹⁷

Food grown on an allotment or local area of land has reduced food miles and comes without packaging, supporting the Food Strategy's aim to improve sustainability. This may also require the City Council and partners to raise awareness of local alternatives to imported food, such as thinking about soft fruit instead of orange juice as source of vitamin C.

Sheffield City Council supports approximately 3000 allotments but there is the opportunity to do more. In some parts of the city it is difficult to let plots and in other parts of the city there are waiting lists. In addition Sheffield City Council has access to other parcels of land, around housing and schools or within parks that offer the potential for growing food and/or orchards.

There are a growing number of projects and enthusiasts in the city engaged in growing food locally and who share both their passion and skills. However, many such projects are reliant on external and often short-term funding which may impact on activity levels in the near future. The city council's objectives in relation to this will be to actively seek to develop programmes in a sustainable way that add value and maximise both health and other outcomes.

Possible areas for action:

- *To encourage more people to learn about and get involved in growing their own food*
- *To bring neighbourhoods together around food*
- *To further develop local food systems by encouraging the links between local food growing, eating and local businesses*
- *To consider opportunities to change the use of land that may be available for use by the local community*

E. Boost the role food plays in the local economy

Food plays an important role in the local economy. There are currently 4951 registered food businesses in Sheffield and over 400 agricultural holdings. These businesses provide many jobs for local people and contribute significantly to the local economy. Food draws visitors to Sheffield too. For example, the Sheffield Food Festival was visited by 244,362 people this year (2013)

Sheffield is also a destination of choice for students wishing to go onto a career in the food industry. Sheffield College runs successful catering and cookery courses and the Universities offer various degree courses in nutrition and food business skills. Sheffield Hallam University also has the new National Centre of Excellence in Food Engineering presenting opportunities to offer expertise and skills development to Sheffield's food businesses which will in turn to enhance the city's food offer.

Over the past 5 years, there has been an increase in small independent food businesses in Sheffield and the creation of a 'Made in Sheffield' brand. This area is one which has the potential to grow further. Whilst the food offer in Sheffield is diverse and changing, there is much that could be done to support the growth of local food businesses in Sheffield and raise the profile of Sheffield as a 'food destination'.

The proposed actions here are intended to act as building blocks towards increasing the contribution of the food system in Sheffield to the local economy. However, it is important to note that all steps to boost the local economy must do so in the context of supporting the wider themes of improving health and wellbeing and achieving environmental sustainability.

Possible areas for action:

- *To make links with local businesses and explore where we have shared agendas for mutual benefit*
- *To maximise the opportunities presented by the new Moor Market*
- *To identify, develop and promote Sheffield's food assets and support local festivals and markets*
- *To improve the employability and food skills of local people through training and volunteering*
- *For public sector bodies (SCC, NHS, Universities for example) to lead by example, by buying locally where possible*

F. Establish an independent Sheffield Food Trust

The profile of food in Sheffield has been raised in recent years thanks to, among other things, the publication of the original Sheffield Food Plan and the development of the Sheffield Food Festival.

However, when compared to the physical activity agenda, it is clear that much more needs to be done to raise the profile of, and champion, food in Sheffield both within the city and beyond its borders.

An independent Sheffield Food Trust 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.

The new Trust would draw on expertise from within the city region and beyond. It is not intended to replace or displace any existing organisations working within the food system in Sheffield, but rather it is intended to strengthen, add value to and support existing organisations, to advocate for fairness and social justice in the food system and to provide a single, unified voice on food issues in Sheffield.

Possible areas for action:

Establish an independent food trust that will:

- *Support the implementation of the Sheffield Food Strategy*
- *Raise the profile of food in Sheffield*
- *Secure outside investment enabling growth of independent food industry in Sheffield*
- *Tackle food insecurity and food poverty in Sheffield.*

Implementation

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. Importantly, initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

Ongoing dialogue with stakeholders will inform what we should prioritise, how each stakeholder can contribute towards the outcomes and ways in which we can work together to maximise opportunities. An implementation plan will be developed and could include existing activity or 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.

7. Ways of Working

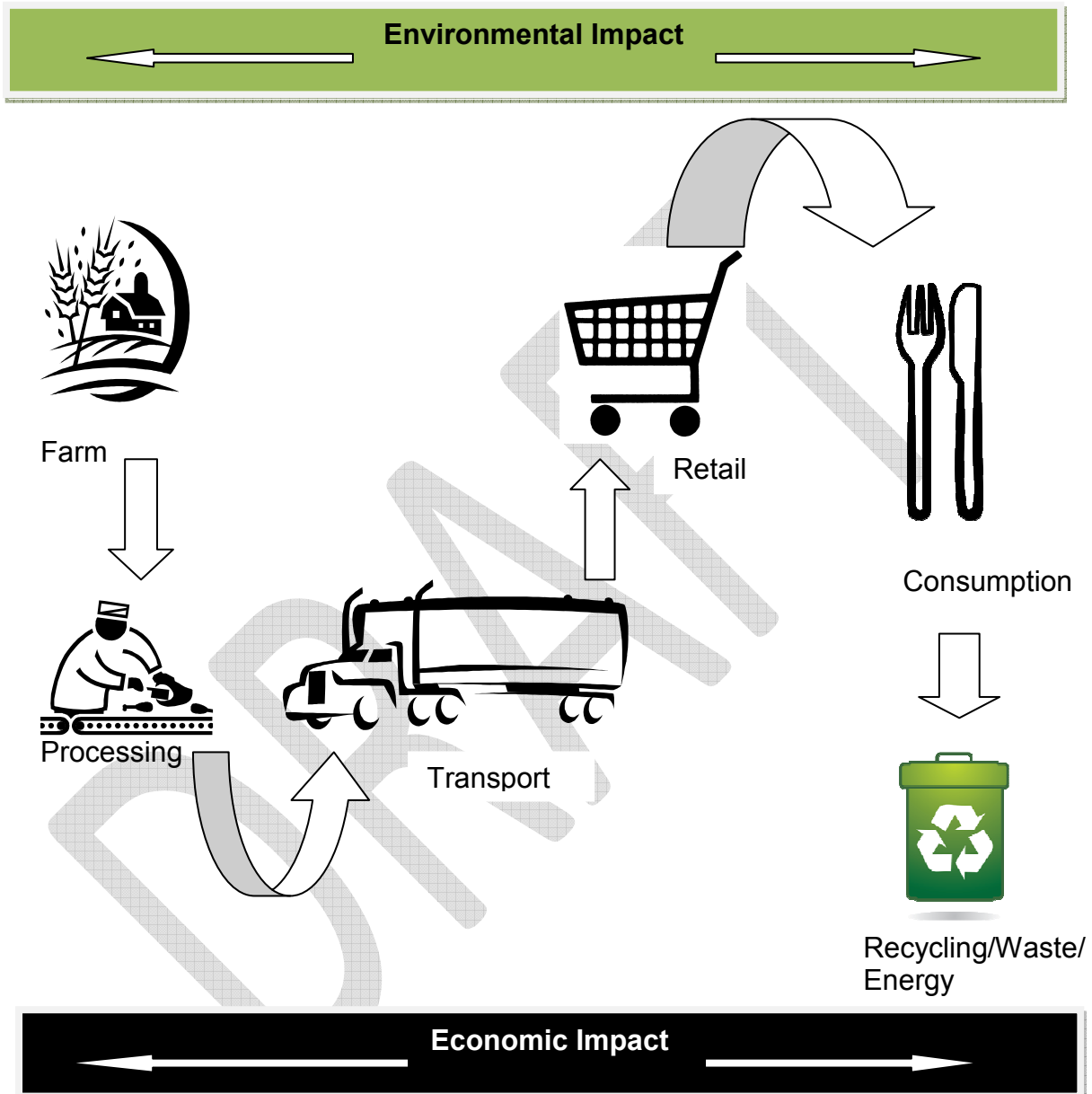
The following principles describe the way in which SCC will take forward the Sheffield Food Strategy;

1. **Learning from what works:** We will ensure our delivery of the Sheffield Food Plan is informed by Sheffield skills, drawing on the academic expertise of our two Universities, voluntary sector know how and commercial acumen.
2. **Enabling:** We want to become an 'enabler' to make it as easy as possible for local businesses, organisations, groups and individuals to undertake activities which contribute towards our long-term ambitions for Food in Sheffield.
3. **Fairness:** We will work with those who are most disadvantaged or excluded to ensure they have a strong voice in the development of this plan and that we 'include' and meet the needs of all people in its delivery.
4. **Collaboration:** We recognise that the food agenda is complex and involves many stakeholders across all sectors. We will make every effort to collaborate with individuals, groups and organisations across all sectors to work together towards achieving our ambitions for Sheffield
5. **Flexible:** We know that priorities can change, new issues can emerge and circumstances can shift. This plan is intended to be developmental and, while we are committed to delivering its content we will also remain flexible to ensure we can respond quickly to maximise new opportunities and respond to changing circumstances and priorities.
6. **Strategic:** We will identify the most effective levers for change. This may include good communication, changing a policy and in particular using the powers we have through the commissioning process.
7. **Leading by Example:** Looking for opportunities within the public sector where we can demonstrate good practice.
8. **Fun!** We want to contribute towards the creation of a healthy, prosperous Sheffield that is founded on the local population enjoying healthy, prosperous lives we will therefore have a strong focus on positive messages and celebration of success.

8. Opportunities for intervention

The food system is complex. Figure 3 below illustrates the different stages of the food system. There are potential opportunities to intervene at all stages.

Figure 1: The Food System



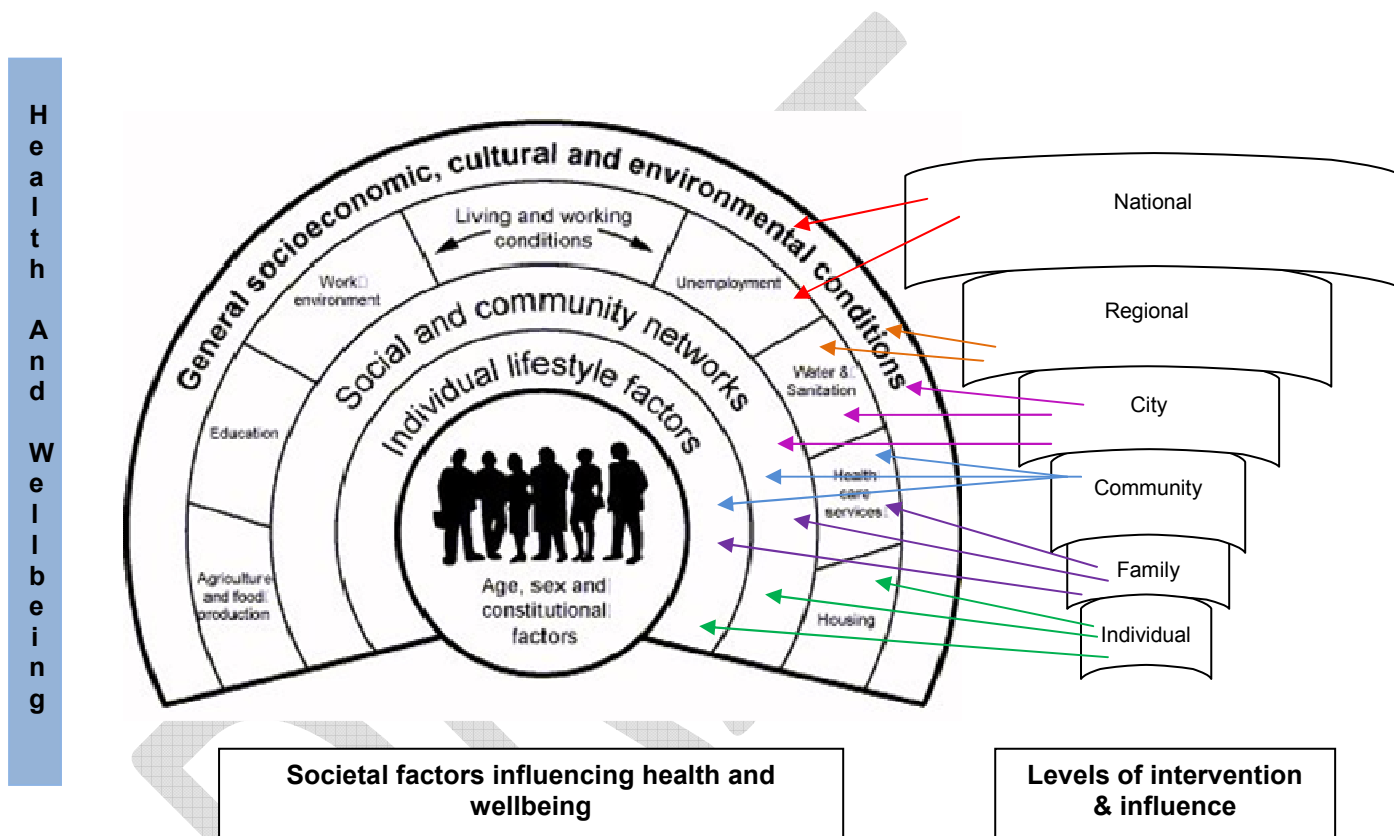
The Sheffield Food Strategy will consider the whole food system both within and beyond the city when designing interventions and undertaking activities for Sheffield. Opportunities for intervention where maximum impact can be achieved will be identified.

The food system plays a key role in Sheffield's local economy at all stages, providing jobs and income for the city. There is also a significant environmental impact, (waste, carbon footprint, for example) at all stages. Economy and environment are cross-cutting themes which will run through all activities within this plan.

9. Levels of Intervention

Influencing food issues can take place at a number of levels and in a number of different arenas. Local agencies and civic society have a key role to play in tackling issues at a local level, but it is also necessary to acknowledge that the food industry is global and some issues are beyond our control. Figure 2 below describes the levels at which this food plan can, and will, operate.

Figure 2: Levels of intervention (Adapted from Dahlgren & Whitehead 1991)



Health and wellbeing is the third cross-cutting theme that will run throughout this plan.

Examples of activity at different levels could include maximising opportunities from central government, lottery funded programmes such as 'Best Start Sheffield' and campaigns by Public Health England, lobbying for change, raising the profile of, and championing food in Sheffield, enabling and supporting local projects and activities, directly establishing local interventions and campaigns and co-ordinating and linking activities at all levels.

10. Governance

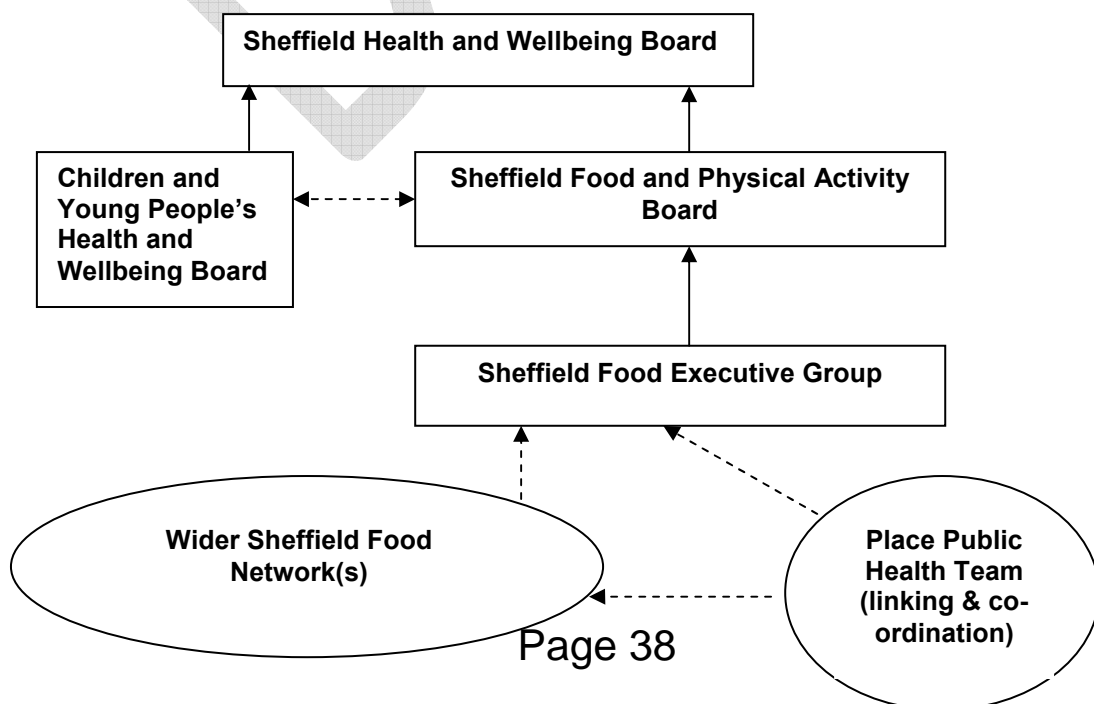
Food is a cross-cutting issue which is vitally important to the local population, the local economy and the local environment. Sheffield City Council recognises that it is not possible for the Council alone to deliver on this agenda. To achieve the vision for Sheffield set out in this document will require the Council to work in partnership with a wide range of stakeholders from individuals and communities through to charities, businesses and other public sector bodies.

Also, as part of the changes to the Health System in England, from 1st April 2013 Local Authorities took on new responsibilities for public health in their areas. Delivery of the revised Sheffield Food Strategy presents an exciting opportunity for SCC to begin to deliver its vision to make the Council a 'Public Health Organisation'.

One recognised challenge with delivery of the original Sheffield Food Strategy was the lack of consistent governance and accountability to drive progress. This has been addressed for the delivery of the revised strategy..

The Public Health Team in Sheffield City Council will support the co-ordination of the Sheffield Food Strategy. The newly established Food and Physical Activity Board will be the accountable partnership board for delivery and future strategic direction of the Sheffield Food Strategy. This will also enable us to ensure a combined approach to tackling obesity for example through the synergy developed between the food and physical activity strategies. The Sheffield Food Executive Group will involve delivery partners and be responsible for operational delivery of the plan along with wider consideration of food issues in Sheffield. Figure 3 below describes the new governance arrangements for the Sheffield Food Strategy. The Place Public Health team and Food Executive Group will develop an evaluation framework and an ongoing user involvement strategy to support the food strategy.

Figure 3: Sheffield Food Strategy Governance Arrangements



11. What have people told us?

There have been relatively few attempts at a national level to involve the public in the development of policy relating to food. In Sheffield we are committed to listening to the local population.

Consultation and events which have informed this review so far include:

Growing the Local Food Economy 2012
Food Poverty Workshop 2013
Fairness Commission submission 2012
Sheffield Health and Wellbeing strategy consultation/s 2013
Tackling Poverty and Social Justice Strategic Outcome Board (Child Poverty - SCC)
Every Child Matters Consultation on the Best Start in Life Lottery bid 2013
Discussion at the Food and Physical Activity Board 2013
Sheffield Food Festival 2013
Meetings with local councillors including with the Scrutiny Committee 2013 and the Sheffield Food Strategy Workshop on NOV 6th 2013
An online survey during December 2013 was conducted

Very early on in our discussion with local people it became apparent that we had narrowed our priorities down too far! Growing food and eating well were of particular interest when we talked to people at the Food Festival 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. The importance of these areas was further reinforced by the online survey during December 2013.

Another issue that concerns people greatly is the growing number of takeaways within neighbourhoods. Concerns where these may offer unhealthy food but also about how too many outlets change the nature of neighbourhoods. But people also recognised the tensions here because many 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 have spoken to us about 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.

Consultation on this strategy is intended to be the start of an on-going dialogue with a wide range of stakeholders across Sheffield which will inform and shape the current and future food system in the city. The governance structure, with its connections to wider food networks will be vital in building and maintaining links between all interested parties.

12. References

1. The Report of the Food and Fairness Enquiry July 2010 Food Ethics Council
2. Sheffield Fairness Commission January 2013
3. National School Food Plan July 2013
4. Office for National Statistics
5. Business Register and Employment Service
6. 2011 Census
7. Veolia WEBSITE Sheffield - Love Food Hate Waste
8. Trussell Trust
9. Health Survey 2010 England
10. Cabinet Office 2008
11. BAPEN (British Association of Parenteral and Enteral Nutrition)
12. *Foresight* Report: Economic Costs of Obesity and the Case for Government Intervention McCormick B, Stone I, and Corporate Analytical Team 2002
13. Rapid Review: Food Banks in Sheffield 2013
14. *Foresight* Report: Tackling obesity: Future Choices, Butland B, Jebb S, Kopelman P, McPherson K, Thomas S, Mardell J et al London 2007
15. Mind (2013). Feel better outside, feel better inside: Ecotherapy for mental wellbeing, resilience and recovery. www.mind.org.uk
16. Porritt, J. (2009) Growing up green. *Sustainable Development UK*
17. Blythman, J. (2006). Bad Food Britain. How a nation ruined its appetite.



Agenda Item 8

Report to Economic and Environmental Scrutiny & Policy Development Committee

12th February 2014

Report of: Cycling Inquiry Task and Finish Group

Subject: Cycling Inquiry Update

Author of Report: Matthew Borland, Policy and Improvement Officer
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0114 2735065

Summary:

This report provides an update on the work of the Cycling Inquiry Task and Finish Group. It provides a set of draft recommendations for the full Committee to comment on.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	X
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	

The Scrutiny Committee is being asked to:

- Comment on the draft recommendations
 - Delegate to the Task and Finish Group, through the Chair the task of compiling the final report with recommendations amended in line with the Committee's comments
-

Background Papers:

Category of Report: OPEN

Report of the Cycling Inquiry Task and Finish Group

Cycling Inquiry Update Report

1. Introduction

- 1.1 This report provides an update on the work on the Cycling Inquiry and asks the Committee to comment on the draft recommendation from the Task and Finish Group.

2 Process

- 2.1 As a brief recap the process has been:
- The Terms of Reference were agreed at the Committee's September meeting. This is attached as Appendix A.
 - There was a public Call for Evidence which received over 260 responses. The questions are attached as Appendix B.
 - An Oral Evidence session at the Committee's December meeting. The minutes of this meeting are provided in the elsewhere in the papers.
- 2.2 A Task and Finish Group has been leading on this work. Mirroring the national report 'Get Britain Cycling' this has been a cross-party approach. The membership of the Group is
- Cllr Cate McDonald
 - Cllr Ian Auckland
 - Cllr Tim Rippon
 - Mick Nott, Cycle Sheffield
 - Dick Proctor, Transport Vision and Strategy Manager
 - Matthew Borland, Policy and Improvement Officer

3 Next Steps

- 3.1 Following the Committee's meeting on 12th February the Task Group will produce the final report in line with the Committee's comments on the recommendations. A full copy will be circulated to members of the Committee with the final report will go to Cabinet by April 2014. The Cabinet Member will be asked to respond in detail through a separate report to Cabinet.

4. Recommendation

- 4.1 The Committee is asked to
- Comment on the draft recommendations
 - Delegate to the Task and Finish Group, through the Chair the task of compiling the final report with recommendations amended in line with the Committee's comments

Economic and Environmental Wellbeing Scrutiny Committee

Inquiry on Cycling in Sheffield

Terms of Reference

The Economic and Environmental Wellbeing Scrutiny and Policy Development Committee has set up an Inquiry to look at cycling in Sheffield.

The terms of reference for the Inquiry are:

- To request and review written and oral evidence from a cross-section of people and organisations in the city with respect to cycling. This will include considering what measures have worked successfully within the city and elsewhere, and why they have worked.
- To identify measures to broaden and increase participation in cycling in Sheffield, with a particular emphasis on the economic, health and environmental impacts of these measures.
- To propose an updated vision and strategic approach to cycling in Sheffield in early 2014.
- To produce a report summarising the points above and identifying the next steps for the Council and partners.

The Council's Cabinet Member for Business, Skills and Development will be asked to respond to the report, setting out which parts of the report the Council will implement and over what timescale.

A representative from Cycle Sheffield will act as a voluntary adviser to the Inquiry. A City Council Policy and Improvement Officer who supports the Scrutiny Committee and a specialist from the City Council's Transport Planning team will provide support to the Inquiry.

The Inquiry will operate along lines similar to that of a Parliamentary Select Committee, mounting a short focussed inquiry, taking evidence and producing a final report.

**Economic and Environmental Wellbeing
Scrutiny and Policy Development Committee**

Cycling Inquiry

Call for Evidence

Cycling more than doubled in Sheffield between 2000 and 2011

1. What specific actions have helped the city achieve this growth?
2. What specific barriers prevent people from cycling or from cycling more frequently?
3. What evidence is there from other large cities or towns (in the UK or abroad) on broadening and increasing participation in cycling, with a particular emphasis on improving the economic, health and environmental impacts?
4. What in your view are the top three actions that would broaden and increase cycling in Sheffield?

You are very welcome to submit existing documents as an appendix or links to websites that provide evidence. However, can you please limit a summary of your submission to a maximum of four sides of A4 that references the relevant part of an appendix or of a website that supports your submission.

The Committee will hear oral evidence at a public meeting on 11th December 2013 beginning at 4.30pm. Clearly not everyone who submits written evidence will be able to give oral evidence. However, the Committee may invite you to give oral evidence as well, so you may wish to pencil the date in your diary.

The Committee plans to publish all the responses received. If you do not want your response published can you please indicate this clearly and explain the reason why.

To submit evidence or for more information about the work of the Inquiry please contact Matthew Borland:

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Economic and Environmental Wellbeing Scrutiny Committee

Cycling Inquiry

Draft Recommendations Version 1.0

Vision

Our vision is to realise the full potential of cycling to contribute to the health and wealth of Sheffield, and the quality of life in our local communities. We believe this is both possible and necessary.

We need to get the whole of Sheffield cycling: not just healthy people or sporty young males, but people of all ages and backgrounds, in urban and rural areas.

We need to change the culture of how we use our roads, so that people are no longer afraid to cycle or allow their children to do so. Our streets, roads and local communities, need to become places for people, where cycling and walking are safe and normal.

We would like to see cycle use increase to 10% of all journeys in 2025 and 25% in 2050.

Getting the Right Infrastructure in Place

Long Term Plan

We recommend that Sheffield should have a long-term strategic plan for a coherent and comprehensive cycling network. Developing a network plan would be led by the City Council and involve a wide range of other partners. It should be in place by the end of 2015.

This network plan would set out a network of cycle routes which, if segregated where necessary and integrated where appropriate, allow Sheffielders to choose to cycle between their homes and shops, and leisure and secure and safe bike parking near homes, shops, in the workplace and at schools and colleges.

Having a plan like this in place would enable improvements to the cycle network to be made with the long term aspiration for the city in mind. A plan of this type could also provide a basis for attracting investment in to the city.

As part of the Plan the Council should explore how the principles of shared space and living streets can be incorporated into urban design and re-development. It may

not be possible to do this everywhere in the city and different spaces will have different solutions.

Publicising the Cycle Network

An important aspect of the cycle network is that people know about it and it is a clear network. We therefore recommend that the cycle network is clearly promoted, supported and advertised. This could include:

- Clear signage
- A regularly updated cycle map
- Council webpages with information such as bike rides, clubs, groups and shops.
- Information available at a wide range of locations, such as Council offices, libraries, leisure centres, health centres and bike shops.

Information could be distributed through Council offices, libraries, leisure centres, health centres, bikes shops etc. The purpose would be to make the network more accessible and less daunting for people who might like to cycle so they can find the most appropriate routes, or who they can join in with, or other forms of support and advice.

Integrating cycling with public transport

We believe there are two important aspects to integration. Making sure that switching between different forms of travel is as simple as possible and enabling people to take bikes on public transport where this could be appropriate.

We recommend that the Integrated Transport Authority and public transport operators identify opportunities and commit to undertake pilot schemes that would allow people to take bikes on public transport. We are not suggesting people should be able to take a bike on a bus to the city centre in the morning rush hour, rather let's look at more appropriate ways of enabling people to take a bike on public transport and test them out.

The cycle network for the city and the public transport network need to complement and enhance each other. We recommend that over the longer term these two networks should really be considered as one network with 'hubs' developed at strategic locations to allow people to switch easily between bike and public transport.

Cycling and walking audits

In order to ensure that residential, retail and business developments build in cycling at the design stage we recommend that the Council undertake cycling and walking audits for all development proposals and for all changes to highways and to public spaces. A cycling audit will assess whether a design is cycle-friendly and whether any specific measures to assist cyclists follow best practice.

Getting People Cycling

Training

In order to achieve the vision on participation there needs to be a coherent approach to training. We recommend

- Sheffield must maintain its programme of cycle training so that in the short term at least the current numbers of adults and children receive training each year. The Council and its partners should look to extend the cycle training over the medium term to train increasing numbers of adults and children year-on-year.
- These training opportunities need to be joined-up and communicated so that training can lead to broadening participation amongst all Sheffields, whatever their age, gender or ethnicity.
- That revenue funding needs to be a part of any funding bids. Where this is not possible the Council should press the case to enable this.

Behaviour on our roads

We recommend:

- The Council should in the short term encourage its contractors to provide practical cycle awareness training for their drivers. In the medium term, this requirement for this training should be built in to the procurement process, starting with HGV drivers.
- Organisations in the Sheffield Bus Partnership should include cycle awareness training into all commercial and tendered routes.
- The Council develop a policy about collective working and enforcement jointly with South Yorkshire Police through the Road Safety Partnership.

Tour de France

We recommend the Council uses the opportunity the Tour de France provides to promote and sustain cycling in the city.

Cycle tourism

We recommend that the City Council improves the promotion of cycle tourism in and around Sheffield.

Strong Leadership

Political Leadership

Political as well as Officer leadership is essential to move forward on cycling. We recommend that Sheffield City Council appoints a councillor solely focussed on cycling to be a 'Cycling Champion' by June 2014.

Working with others to develop and support cycling

The Council and a range of partners have important roles to play to develop and support cycling. We recommend the Council works with the Sheffield City Region to ensure there are coherent plans in place to develop and support cycling. This would assist in maximising opportunities for funding bids.

It is important to work at a local level with the voluntary sector and we recommend the Council builds on best practice in working with a range of partners, including the voluntary sector, who can assist in increasing and broadening participation in the city.

Some of the changes to support cycling can only take place at the national level. For example, the Get Britain Cycling report highlights Department for Transport regulation on allowing separate traffic lights for cyclists. We recommend the Council works with the City's MPs to support them to do this.

Making the most of opportunities

Mainstream programmes have the potential to contribute to improving the cycle network. We recommend that the Council takes a joined up approach to exploiting the opportunities as part of a Cycling Plan.

For example the Streets Ahead Programme is a huge city wide programme that will upgrade the condition of the roads, pavements and streetlights. The Council should take a more systematic approach to building the cycling opportunities in to this work. We commend the introduction of 20mph speed limits and the benefits that brings for cycling.



Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee 12th February 2014

Report of: Matthew Borland, Policy and Improvement Officer
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Subject: Work Programme 2013/14

Summary:

This report provides the Work Programme for the Committee for the remainder of the 2013/14 municipal year.

Recommendations:

The Scrutiny Committee is asked to:

1. Comment on the work programme
 2. Agree the work programme
-

Background Papers: None

Category of Report: OPEN

Work Programme

1. Work Programme

- 1.1. The work programme is based on the Committee's previous discussions and discussions with the Chair of the Committee:

Meeting	Item	Brief Summary
18th February 2014	Libraries Review	To scrutinise proposals in advance of the Cabinet meeting on 19 th February.
9th April 2014	Streets Ahead	The July meeting of the Committee requested an update on progress on Streets Ahead. This item could take more of a performance management approach.
	City Centre Vibrancy	A walkabout to be set up in advance that can then inform a discussion at the meeting. To include scrutiny of relevant performance information.
	Work Programme	To comment on and agree the work programme

- 1.2. There are three further items, including some where officers need to report back with updates: Climate Change Adaptation; Rural Broadband; and Modernisation of Cabinet Highways Committee. It is not anticipated all updates will require a major discussion at Scrutiny.

2. Recommendations

- 2.1. The Scrutiny Committee is asked to:
- 1) Comment on the work programme
 - 2) Agree the work programme