

**Bristol Health
Partners**

Supporting Healthier Inclusive Neighbourhood Environments

SHINE



FOOD AND PLANNING DEVELOPMENTAL REVIEW

**A report based on interviews
with Bristol City Council staff
about their work on food**

May 2014

WHO Collaborating Centre for Healthy Urban Environments

Department of Architecture and the Built Environment

University of the West of England, Bristol

and

SHINE

Supporting Healthy Inclusive Neighbourhood Environments

A Bristol Health Partners' Health Integration Team

FOOD AND PLANNING DEVELOPMENTAL REVIEW

FOR BRISTOL CITY COUNCIL

In early 2010, the Department of Health South West and the World Health Organisation Collaborating Centre developed a method of peer review that assesses the integration of health and wellbeing into local authority planning decisions and processes. This current review has adapted that methodology to focus on one aspect of healthy urban planning. It specifically examines the food system, as analysed and described in the 'Bristol Good Food Plan'.

What could Bristol City Council do better to support health and health equity through a spatial planning approach to food governance at city and city-region scale?

This question was the starting point for the current review carried out in Spring 2014 by the WHO Collaborating Centre for Healthy Urban Environments, at the invitation of Bristol City Council. Funding was provided by SHINE, a Bristol Health Partners health integration team and by Public Health England. Bristol City Council is a partner in SHINE, and Public Health England is keen to share learning for other English cities.

In line with 'Healthy Urban Planning', the review deliberately took a geographic and land use based approach. This was a useful starting point; however provision of Good Food must of course go well beyond the planning system, and even well beyond the wider concept of spatial planning.

The aim was to explore to what degree City Councillors (elected members) and staff across the local authority have the ability to support a Good Food system in the Bristol region in relation to spatial planning and city development. It explored what policies, resources and guidance they use to help shape their judgment and decisions.

The participants were drawn widely from different Council functions; the common thread was their involvement with one or more aspects of the system that is responsible for helping feed Bristol.

This report is the result of 15 informal interviews held with members and staff of Bristol City Council.

We would like to thank Bristol City Council for their help and support in carrying out this project; to the interview team for their time and expertise to the project; and to Public Health England and Bristol Health Partners who funded the work.

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FOOD AND PLANNING DEVELOPMENTAL REVIEW FOR BRISTOL CITY COUNCIL

SUMMARY

A peer review team visited Bristol City Council on 17 March 2014 and interviewed 14 staff and one elected member about their roles in improving the health, sustainability and resilience of the food system that serves Bristol. We hope this report will further ignite the enthusiasm that was evident in the interviews. The summary findings are as follows;

What the participants said

Commitment; it was clear from the interviews that there is very strong commitment, knowledge, skill and ambition within Bristol City Council to develop a more resilient and equitable city food system that supports health, economic activity and sustainability. This applies across a wide range of directorates and includes local politicians.

Potential; interviewees reported on a great deal of work that is happening and were adamant that there is huge potential to do far more. Specific assets that can help with this work include;

- The buoyant network of innovators and partners in the community and the business sector in Bristol
- Land owned by the Council
- Policies that already favour this work e.g. National School Food Plan, Bristol Good Food Plan, the Health and Wellbeing Strategy and the targets in the Public Health Outcomes Framework for reducing obesity
- The potential for Bristol City Council to influence partner organisations across the sub region

Connecting this work; interviewees reported that at present there are no existing mechanisms for coordinating the many different aspects of food work within Bristol City Council e.g. health improvement work in communities, healthy schools work, food procurement, workplace health, food in spatial planning, economic regeneration work on high streets, allotments and community food growing, cooking skills etc.

Leadership and accountability; interviewees reported that at present there is no clarity as to senior responsibility and accountability for leading and coordinating the many strands of work on food within Bristol City Council, and for interfacing with partner organisations, with the community and with the business sector. Much good work is being done by officers at 'tier 4' and below, yet food is not explicitly in the portfolios for Strategic Director level (tier 2).

Making the work relevant to all communities; interviewees reported that the 'Bristol Good Food' message has helped to engage key influencers, and has helped to unite those working on nutrition, with those working on sustainability and on local economic regeneration. There is a need to further develop this work so it is relevant to people with little access to affordable healthy food. However much we intend 'Good Food' to be about affordable healthy food for all, there can nevertheless be a tendency for the movement to be perceived as niche and middle class.

Developing the 'How To's'; interviewees reported that the Who Feeds Bristol report has helped raise the profile of how important the local food system is for the local economy and for health and wellbeing. There was a strong feeling that the conversation needs to change and is changing so as to focus more on 'How We Feed Bristol'.

Recommendations: What needs to happen next

The City Council as catalyst and enabler, the overall recommendation that flows from analysis of the interviews is for the Council to adopt a radically 'non-council-like' stance to this initiative. The food system can be influenced but not controlled. The Council needs to act as a catalyst and enabler, creating an environment that supports small innovators (whether embedded in a community or independent entrepreneurs) in a wide variety of ways. The Council can strengthen its influence through a number of supportive actions including permissions, co-ordination, shaping projects and providing access to data, land or knowledge for third party projects.

Clearer leadership is required; the Council has some internal work to do. It needs to clarify and strengthen the corporate leadership on good food. It needs to review at senior level its relationship with Bristol's Food Policy Council. It needs to clarify its support for the Bristol Good Food Plan and for the commitments to food in the Health and Wellbeing Strategy. For success the emphasis must be on harnessing existing internal structures, policies and resources.

Connecting the work on food; the Council needs to create internal mechanisms for coordinating and communicating its work on food. It needs to build capacity through consolidation of policy and by joining-up work across different directorates. The Council has newly acquired public health responsibilities and workforce including for example the Healthy Schools programme, health improvement in deprived communities, and policy development around obesity. These need to be joined up with other aspects of Council work for example neighbourhoods, planning, economic regeneration, allotments, and procurement. There is plenty of room still for innovation to optimise influence.

External partnerships; the Council should not seek to act alone, but instead should make progress through partnership. It needs to act as an advocate and build alliances on a national and international scale for example through the UK Healthy Cities Network, the Sustainable Cities Network, the Rockefeller Foundation and URBact.

Conclusions

Food related issues run through many Council functions. In tackling food systemically, the Bristol Good Food Plan describes a broad agenda, with many of the issues not specific to Bristol alone. Bristol is a Core City aspiring to regional and national leadership, through innovation and experimentation. Building on the Good Food initiative can provide a platform for action. It can make a difference to Bristolians' health, to the resilience and environmental sustainability of the food system, and it can provide a national exemplar for a whole city approach.

The detailed findings describe: what success looks like, what are the potential actions that can be taken and what would be the impact of taking the next steps.

The research team sensed there is already significant interest and enthusiasm amongst Council members and staff wanting to deliver improvements to the food system. We hope these recommendations will help further ignite that enthusiasm.

Introduction and background

This report outlines the findings and recommendations arising from a developmental review devised to take stock of how support for 'Good Food'¹ interacts with spatial planning and food governance at city and city-region scale, the review was conducted in Spring 2014.

- Bristol has a rich history of food and health related work. In terms of public sector support, under the aegis of Health Promotion Service Avon and then Bristol Primary Care Trusts, an active Local Food Links network started in the late 1990s and thrived for over a decade.
- More recently in 2010, NHS Bristol published a ground-breaking report called 'Who Feeds Bristol'. Following this the Bristol Food Policy Council was established in the city. In 2013 the NHS Public Health team joined the local authority.
- In 2012 having established a workstream linking planning and health, Bristol joined the UK National Healthy Cities Network.
- In November 2013 the Bristol Food Policy Council launched its 'Good Food Plan':

'The good food plan advocates a 'food systems planning' approach for Bristol in order to build a food culture for the city that has the health of people and planet at its heart.'

Objectives of this developmental review

The review objectives were:

- To understand how food system issues are integrated into the strategies, policies and decisions in Bristol.
- To establish to what degree individual local authority officers and members understand food issues and use existing policy, guidance and good practice to help shape their judgement and decisions.
- To identify opportunities to deliver a better food system either via improving organisational processes and policies or through individual knowledge or skills.

The review sought to use its findings to provide recommendations, based on the following five themes:

1. Skills and Knowledge
2. Leadership and Governance
3. Strategies, Policies and Plans
4. Tools and Guidance
5. Results on the Ground

¹ The term 'Good Food' is used in this report to refer the food initiative as described in 'A Good Food Plan for Bristol' Published by Bristol City Council under the URBACT project November 2013 (Publication reference BD4884). The publication is part of a Good Food initiative and uses the Bristol Food Policy Council definition of "Good Food" as being vital to the quality of people's lives in Bristol. It should be tasty, healthy and affordable as well as good for nature, good for workers, good for local businesses and good for animal welfare.' p32

Method

The review method was devised by the Department of Health South West and the University of the West of England to examine and support better health for individuals and communities through spatial planning. Spatial planning encompasses the widest range of local authority governance and does not restrict itself to the statutory planning and development management processes.

A wide range of Council staff and members were invited to be the focus of this review, in the knowledge that it was pilot process from which many authorities could potentially benefit in the future.

The review was conducted in the following way:

- A single day visit to the local authority by a team of people with particular knowledge of food and the built environment; or people whose actions influence the food system.
- Conducting one to one interviews with a cross section of officers at all levels (including members).
- Report back with an informal presentation and discussion.

The Review team wish to put on record their thanks to the people interviewed who gave their time and showed genuine interest and commitment to building health through food provision, access and planning into their work.

Overview of headline findings from the fifteen interviews

The overall impression left with the interviewers was that the majority of staff interviewed thought that there were **massive opportunities** for further development of food policy in Bristol, which could support a step change in action on the ground.

The interviewees reported that:

- Bristol City Council has the opportunity to act as enabler for a more resilient and equitable city and city region food system.
- Neighbourhood Plans could be a local level vehicle for addressing delivery of better food access and reducing food inequalities.
- A food system legacy needs to be built into European Green Capital.
- There is room for further development of better food procurement in schools.
- Urban soils need protection and enrichment; civic composting has a role to play.
- Exemplar housing projects are needed; the Homes and Communities Agency or other developers may be useful partners.
- There is room for further development of delivery through Council asset ownership of land and buildings.
- Public Health skills in helping with evidence base need to be built on.

Following the interviews, the interview team rapidly drew out a number of the key foci for the system based on common themes represented in the interviews.

The big systemic issues – the six Ps

Perceptions. Many interviewees reported that the overriding public perception was that the ‘supermarket shelves are stacked so what’s the problem?’ This perception conceals the real unintended and negative outcomes inherent in our current food system. The result is that food is not seen as an overarching issue for a city to be involved with. This perception hampers action. Participants expressed frustration that because of the perception of there being no problem, aspects of bureaucracy at Bristol were getting in the way of joining-up food work. Examples of consequences were given such as ‘Good Food’ was not being integrated into the Local Economic Partnership; asset disposal was blind to Good Food and procurement is not always being geared towards Good Food.

People. This narrative was most starkly developed by those closest to the community, those working in neighbourhoods. People are having to cope with high food prices and poor affordability of basic food, problematic access to good fresh local produce and exacerbated by a poor food skills base. There are knowledge and skill gaps in terms of even basic cooking. Employment in parts of the food system de-skills, devalues and pays low wages. There is a lack of knowledge on how to grow food and a loss of important elements of vernacular domestic food culture.

Public health. The public health team in Bristol have been involved with initiating and supporting this agenda over a long period of time. We face serious problems from obesity, food poverty, and poor diets. The mass media focus tends to relate more to food ‘scares’ and a constant stream of stories about specific foods being ‘good’ or ‘bad’. Different issues around food and health tend to be addressed in isolation, as dictated by traditional public health funding and policy. Although this can be effective, it belies causes that may have systemic roots. Single public health issues need to be part of a systemic approach. The food system is vulnerable and

not resilient. Currently the system creates ill-health and health inequalities. The food system does not work for people. Participants recognised many system outcomes such as too much food being wasted. Climate change both as mitigation and adaptation is currently poorly addressed in terms of a resilient food system. Public health needs to step up its role in leading the systemic approach to make the food system, and its actors, at a city and city region scale more visible.

Project. Some participants described how the 'Good Food' messages are being perceived in deprived communities. It is seen as middle class, an elite and worthy initiative but not a mainstream one. The messages of inclusion, of tackling inequality and improving community health are all there in the Good Food Plan if one looks in detail, but these messages are not explicitly addressed within the communication package. The focus has been on communicating to key influencers and entrepreneurs. There is a need to make the Good Food agenda more explicitly accessible to all. In Bristol, access to both Good Food and Good Food awareness are not evenly distributed; this should be of concern in strengthening this systemic whole city or city-region approach.

Powerlessness. Two linked views were strongly expressed; firstly a sense of lack of local power and secondly a lack of leadership. Admittedly there are limits on any single local authority's agency in the food system, in terms of endemic structural issues, strong global players, immense market drivers and National and EU procurement rules. However, there is a stark contrast between this sense of lack of agency and the broad range of innovative and progressive city-wide activity now being taken or being planned. There is room for the Council to 'take power' through clear leadership. The impression from staff was a lack of clarity over priorities and a lack of awareness of who does what in the Council. Participants expressed that there was a lack of a 'home' for food policy within the local authority, a lack of cross departmental working and the need for 'food' to weave a thread through spatial planning and other policy areas. A need to think city-region due to lack of land availability in the tight urban boundary was expressed. There is space for stronger enthusiasm and support from the local authority for community initiatives and social food entrepreneurs.

Partners. To secure better food resilience and healthier food systems, the Council needs partners. The Council will mainly need to achieve outcomes through influence. Although the multiples and supermarkets will have an important part to play in many areas, many aspects of positive change will be through the independent traders and food project initiators. Independent traders need to be supported in adapting better to the market and in acting together with critical mass. There are also problematic food waste service issues in high streets and a perceived high cost and high quality vs. supermarkets. For food project initiators, whether community or activist, a simpler route to support is needed. Examples include resident led growing, cooking and retail projects - initial start-up funding can be important but so too can be access to Council land and other city land for food growing.

1 Skills & Knowledge

What success looks like:

Having the organisational capacity for skills and knowledge from across the Council and external partners to be used together to agree the key issues and then to deliver better outcomes for the Bristol Good Food system.

Findings from the interviews

There are a number of key people leaving the Council. Some aspects of the knowledge being lost will be captured in this review, but there needs to be a focus and an awareness of where gaps may appear.

A better analysis of the evidence base could provide a common resource and valuable reality check for all involved. This will need to comprise both population needs and assets in Bristol and its hinterland, and also up to date knowledge of empirical research and good practice in urban food issues.

There was a widespread belief amongst staff that better data and knowledge should drive better governance, but that this was not necessarily currently evident.

Locality based teams often had good insight into problems that vulnerable communities and populations were facing, but there were no channels for sharing concerns more widely.

There was a widespread belief amongst participants that better access to good food would naturally lead to better health. There was a lack of detail in understanding about how to make changes for better health, and what aspects of city planning would need to be used to improve health.

Inequality as an issue surfaced a number of times in different forms.

There is limited understanding of the degree to which the Joint Strategic Needs Assessment (JSNA) could be of value in identifying and targeting action for better access to healthy food.

Potential Actions

1. Hold knowledge sharing workshops to promote better understanding and develop actions related to a resilient and equitable food system for Bristol, this will need to have a strong neighbourhood based element. Public Health and others such as Sustainable City and Environmental Health have a clear role here in providing an authoritative knowledge and evidence base.
2. Create a forum where locality based teams in public health, environmental health, community development and planning can share knowledge and skills and better support local communities and neighbourhoods across the Good Food agenda, helping to support a social movement for change.
3. Focus on better understanding through a collaborative mapping exercise with a spatial element. Where are the food need/challenges? Can we map Good Food, food deserts and Good Food deserts? This should also comprise an assets based data collation and collection; widely drawn including 'hard' (physical opportunities and existing data) and soft (organisational and skill based) assets.

4. Find out more about the wholesale food markets at St. Philips. It may be critical to Good Food in Bristol, but more clarity is needed about where it fits in to the system. How exactly does it support the independents and how vulnerable is it? What would be the actual impact if it closed? Do we need a contingency plan? This issue needs elevating to achieve corporate ownership.

This will help:

To deepen the specific understanding required so that the food system as a whole can be seen at city and city region level.

To support staff in disparate areas with greater knowledge of their interactions in the city food system, deepening their understanding and confidence. This is needed if improved health and reduction in inequalities are to be supported through strategic food action.

To help recover from a position of having lost a number of key staff and with them organisational knowledge, skills and relationships.

To better integrate local knowledge and community needs with whole system food policy.

To gain greater knowledge about St. Philips, a potential key element for local food resilience

A better database of land available and non-land based food assets (e.g. expertise, policies and data) at the point where a project initiator contacts the Council would increase effectiveness for the Council and service users (such as projects promoters and innovators)

2 Leadership and Governance

What success looks like:

Strong and passionate political leadership, with officer level governance arrangements that make the most of cross-departmental linkages and cross-sector linkages and with the Bristol Food Network and the Bristol Food Policy Council.

Formal adoption of the Good Food Plan by the Council and the Health and Wellbeing Board with defined responsibilities for influence as well as action clearly identified.

Council acts and is seen to act as a catalyst. But the initiative has very wide city buy-in.

Findings from the interviews

There are elements of commitment from the top in terms of policy and rhetoric, however the message is not clear and there is contradictory activity. For example the Good Food campaign is perceived by some to be about better quality but more expensive food, and not focussing on more pressing public health concerns felt in neighbourhoods.

No single person has a sense of which staff and members are involved, and how they are involved in the food system. Responsibility arose as an issue. Some participants were not sure who has it, and how far it extends.

The most often mentioned action needed was 'joining-up'. This was applied to having a 'round-table' approach of Council officers responding to a planning application or initiative; to the Council better joining up with its newer Public Health colleagues and with Public Health England; and to better communication (both directions) with communities, neighbourhoods and other partners, such as the Bristol Pound.

Food as an issue faces a corporate policy gap in the Council.

Improving health and reducing health inequality is a main objective for the Council, the links between this objective and local or strategic action on food issues is ill defined.

Good Food in terms of local economic opportunities in providing better access and stronger resilience is not being addressed in strategic partnerships, most notably the LEP.

The Food Policy Council is a supportive partner, however policy development links between this body and Bristol City Council are unclear.

Food related work at Bristol City Council needs to be re-conceptualised, it is invisible and full of latent but unrealised opportunities.

The food system has many sub-regional dimensions and these needs to be reflected in its governance.

Potential Actions

1. Decide whether the Council will adopt a Good Food approach at corporate level. A senior level group needs to be identified for this action. There is an opportunity to connect the eight components of the Good Food approach with corporate policy drivers. This might be seen as a resurrection of a Council Food Interest Group. A renewed Food Interest Group should not be a talking shop, its remit needs to support Council leadership and be at the hub of the necessary internal and external linkage required.
2. Commit to supporting the Food Policy Council and its work.
3. Bristol's Health and Wellbeing Board to take leading role in addressing food poverty, promoting food security and sustainable food systems. There is also the potential to work through GPs, directly influencing the behaviour of vulnerable individuals through advice, prescriptions for food related activity and referrals to support through providers such as healthy living centres.
4. Linked to the above: for Public Health to continue and strengthen their support for a wider view of the food system and its links to the wider determinants of health at population level. This needs to encompass food at the heart of a community plus wider determinants of health issues; such as poverty and health inequalities, transport, food growing, and the long-term trajectories of resilience, local economy and climate change.
5. Where Good Food corporate leadership sits within the Council needs clarifying, relevant cabinet members and the Health and Wellbeing Board may be best placed to look into this. There is also room for leadership by example such as aligning procurement contracts across all departments with Good Food outcomes, the schools' agenda is also critical here.
6. Advocate and build alliances for the Good Food agenda on a national and international scale through Sustainable Cities Network, Healthy Cities Network, Core Cities, Local Government Association, Eurocities and the Rockefeller Foundation 100 Resilient Cities network.

This will help:

To ensure that each service area of the Council understands the implications for their service of having an explicit responsibility for Good Food within a wider initiative.

To improve working links between different service areas/teams through a systematic approach which promotes and expects cross-team working, resulting in better understanding of the interdependence of each others roles and the opportunities for delivering results.

To better situate the innovative Good Food work being undertaken in Bristol as a leader in national and international practice.

To support the important role that Public Health is playing in building the bridges across Council functions, scales and geographies.

To influence the environment so that partners, such as communities, activists and the market themselves are empowered to support change. Examples include facilitating fresh food markets, helping communities pool resources and set up buyers groups or take over land for food growing.

To send market signals and support different kinds of operators.

3 Strategies, Policies and Plans

What success looks like?

Having a coherent strategy that delivers - joining up disparate Council activity

Findings from the interviews

The objective of improving population health in a manner consistent with sustainable development through Good Food is clearly understood. Many elements are in place, but there are gaps, as yet it is not clearly evident as a coherent theme within main strategies and policies. It was perceived by several staff that a route map assessing the bringing together relevant concerns and policies is required.

Some specific areas needing policy review were highlighted, these include:

- Supply chain: distribution centre at Avonmouth, wholesale market at St. Philips March
- Soil policy: Protection, conservation and improvement of urban and peri-urban soil. This had a spatial component (identifying quality land) and also a resource component (better capture and composing of material generated in the city for city land improvement)
- Regeneration and neighbourhoods: Support for local fresh food markets and food initiatives in these areas, and review of the role of partners such a local schools.
- Vulnerable groups: Review and build on current good practice.
- Growing spaces: Looking beyond the traditional 'allotments, small holdings and city farms' approach, bringing in new partners and new ways of managing poorly used city plots, many will be small and dispersed.
- Property strategy: Best value in economically marginal leasing and rental and strategic land disposal may be useful tools.
- City region: The degree to which a city-region approach can be pursued. Ideally an Avon wide 'catchment' needs to be the focus. Joint procurement might be an initial avenue (e.g. with BANES).

The Good Food initiative needs to better address food poverty and issues of differential access to good food across the social gradient.

There are few financial resources, the source of influence will be control through permissions and licenses where appropriate, through enabling where ownership of buildings and land provide opportunities, through leading by example, through being a player in the market and in relevant networks and through supporting partners with access to evidence good quality data.

Currently land use and land disposal strategies and decisions are blind to the Good Food agenda.

Pop-up and meanwhile use can be useful and may be able to be part of a more coherent strategy.

Food resilience in relation to climate change and in terms of acute adverse situations (such as energy shocks, flooding affecting distribution, transport strikes, food borne or food growing disease) is on many people's lips but not taken account of in a consistent manner. Population vulnerability is not evenly distributed.

Potential Actions

1. Make the links between the Good Food Plan and Mayor's vision for Bristol, Bristol's Health and Wellbeing Strategy and Bristol Green Capital and embed this in other Council plans and strategies, including transport, property and land disposal, procurement, welfare reform, employment and economic development.
2. Use the forthcoming Bristol Local Plan Core Strategy review on housing as a timely opportunity to review and consolidate relevant food policy within the planning process.
3. Use the current report to trigger a 'How we feed Bristol' report. This may comprise a suite of existing policies in relevant areas of the Council work. Much of this will be through wayfinding and drawing existing policies together, this may involve also updating where necessary for example the current 'Food and Nutrition Strategy'. The difference it must make is to now have an implementation strategy for the Council with SMART actions.
4. Re-structuring provides an opportunity for all relevant departments to review ownership of their role in 'Good Food' and adopt clear strategies for achieving results through influencing the many market, community and third sector players. These may include specific approaches to economic regeneration, supporting innovators and fostering creativity, and supporting Good Food approaches in neighbourhood partnerships and neighbourhood level planning.
5. Determine the indicators required to evaluate potential policy outcomes, across departments to better deliver Good Food.

This will help:

To ensure that the high level policy commitment to Good Food is followed through into specific actions on the ground.

To ensure that opportunities to harness the benefits of Good Food are maximised, in particular for those neighbourhoods who suffer health inequalities.

4 Tools and Guidance

What success looks like?

Departments mapping out action related to a strategic Good Food plan for Bristol and identifying and using tools, guidance and case studies to inform their decision making.

Findings from the interviews

There is good awareness of the 'Who feeds Bristol' report, however what is missing is a report that might be entitled 'How to feed Bristol'.

Although food is mentioned in a number of Council policies, it is not current practice to apply a Good Food approach in decision making in regeneration, especially within the LEP, or investment.

Prioritisation or evaluation of policy and practice is hampered as there is no single source of what the key food indicators might be for a given situation.

Health Impact Appraisal is starting to obtain better traction at Bristol City Council. There could be useful synergy between further embedding of this technique and ensuring that when used it adequately addresses food issues.

There is a need for guidance to help Council officers understand where community and independent 'bottom-up' initiatives could fit in helping to deliver Good Food.

Understanding the Council itself can be a big barrier for project initiators

Potential Actions

1. Develop an internal listing for Council officers of all food policies and those staff involved in food related matters.
2. Develop a single route map style for guidance for food project initiators. This needs to explain how different parts of the Council are involved in food issues. It needs to make clear what kind of information and research needs to be done before coming to the Council. It needs to show where else, other than the Council, an initiator might get help.
3. Work with partners to compile a useable inventory of relevant third party food tools and guidance.
4. Consolidate through discussions how food data is represented, used and shared in existing Council instruments such as the JSNA, the Quality of Life survey, the current Health Impact Assessment (HIA) scoping that is undertaken on planning applications, and similar tools used in housing and retail.
5. Assisting with support to enable better documentation and evaluation of projects. Possible partners include public health and also partnerships through Bristol Health Partners such as the relevant Health Integration Teams. The recently formed CLAHRC (Collaboration for Leadership in Applied Health Research) could also be relevant here. Develop relevant indicators for outcomes based evaluation.

This will help:

To ensure that food projects coming forward from the community or activists are better quality before the Council is asked to assist. A better route map for initiatives at point of contact would increase effectiveness for the Council and service users.

To ensure that HIA processes develop and are used to establish what changes to proposals may be needed as identified on grounds of health improvement through Good Food.

To ensure more efficient joint-working and a mutual understanding about the role of the different teams in delivering aspects of the Good Food agenda.

To provide better guidance through learning and evaluation of projects.

5 Results on the Ground

What does success look like?

A wide range of innovative and successful food projects across the city region reaching into communities of need with the Council as enabler and supporter where needed.

The majority of food projects being in a networked umbrella for Good Food that sees visibility, evaluation, shared learning and development as part of the package and that addresses pressing public health need in neighbourhoods.

A change in public perception, broadening the understanding of personal and community relevance of this agenda and demanding Good Food.

Findings from the interviews

There are many well-known food projects in and around Bristol. There are many others that aren't yet seen as part of the Good Food approach, at the Council several are buried under different and non-food related funding pots. Other projects just come and go. There is currently no clear route for bottom-up projects to be addressed by the Council.

Although there are a lot of food related projects, there is no consistent framework of analysis that drills down into case studies and demonstrates cost/benefit and co-benefits in order to identify exemplar projects. Some projects just survive one or two years.

Examples of work in Bristol contributing to Good Food in the ground include:

- Food Policy Council
- Cooking classes and cooking clubs (e.g. Let's Get Cooking)
- A successful allotment strategy incl. initiatives such as HHEAG
- Southmead food market
- Gardening groups and local food festivals (e.g. Stockwood residents)
- Food forage walks
- Healthy schools work (e.g. removal of confectionary vending)
- Good Food Charter and workplace initiatives
- Market development days for independent food supply chain
- The existence of many niche projects (e.g. the Severn Project, and the Stokes Croft waste initiative)

Working with external partners and networks is a way of extending knowledge about what may work in the ground.

There are many assets that can be used to support more activity in this sector. For example there is land available for good projects (e.g. Vale Land Bedminster), there is a very motivated activist network, the Bristol Pound can be used in innovative ways to support local food supply chains.

Potential Actions

1. Implement a social marketing and communication strategy to build public support for the Good Food approach. And in particular ensuring that is not seen just as a 'middle-class' issue.

2. Food poverty is addressed as part of the Good Food approach.
3. Linking up through schools and community facilities to promote further support for community cooking and growing skills across the city.
4. Promoting access to healthier food and provision of food growing opportunities are given significant weight as material considerations in determining planning applications.
5. The Good Food approach and healthy eating is incorporated into licensing conditions.
6. The Good Food approach is mainstreamed in the procurement of all catering contracts by all public sector organisations in the city (eg the Council, health providers, education bodies, prisons) and mainstreamed in all the festivals and events taking place in the city and venues that the Council supports.

This will help:

To share perspectives and encourage more creative thinking about ideas for joint working and new solutions on the ground.

To provide more opportunities for bottom-up initiatives to access knowledge and resources in a coherent manner.

To view activity in this area as part of a city wide system, better recognise excellence, how different food projects can support each other, and spread lessons from practice.

GLOSSARY	
Bristol Food Policy Council	Launched in 2011 to drive forwards the recommendations from the Who Feeds Bristol Report. Its members are drawn from different sectors of the food system, and give their time voluntarily.
Bristol Good Food Plan	Launched in November 2013 by the Food Policy Council it is a 'call to action' setting out a vision, eight system changes that are needed, and some ambitious targets.
Bristol Health Partners	A collaboration between health sector, Universities, and Bristol City Council with the aim of improving health and health services in Bristol.
CLARCH	The Collaboration for Leadership in Applied Health Research is a means of funding and practically supporting the active involvement of academic researchers in the everyday work of the health sector.
Core Cities	A collaborative network comprising the local authorities of the eight largest English cities outside London – Bristol, Birmingham, Newcastle, Sheffield, Manchester, Nottingham Liverpool and Leeds.
Food Poverty	The inability to afford or have access to, food to make up a healthy diet. It is about quality of food as well as quantity. It is not just about hunger but also about being appropriately nourished to attain and maintain health.
Food system	All the processes and infrastructure, together with the economic, political and cultural context, that combines to deliver food to a human population.
Good Food	The Bristol Food Policy Council takes Good Food to mean food that is not just tasty, health and affordable, but that is also good for nature, good for workers, good for local businesses and good for animal welfare.
Green Capital	The Bristol Green Capital Partnership has existed since 2008. It is a collaboration of statutory organisations, third sector organisations and businesses dedicated to improving the environmental sustainability of Bristol. It has helped Bristol to win official status as European Green Capital 2015.
HHEAG	Hartcliffe Health and Environment Action Group is a community group that has developed a range of projects in Bristol since 1990 to address food affordability, accessibility and skill development.

HIA	Health Impact Assessment is an approach that looks at potential positive and negative health impacts, including direct and indirect, short term and long term, with the aim of ensuring that developments are pursued in a way that is beneficial to health.
JSNA	Joint Strategic Needs Assessment is a process that Local Government is required to undertake in order to assess, and therefore cater for, the health needs of its population.
LEP	The Local Enterprise Partnership for the West of England is a mechanism for collaboration between Local Government and the business sector.
Public Health Outcomes Framework	Is a set of measures published by Public Health England that sets out desired outcomes and indicators for improving public health.
Quality of Life Survey	An annual survey of the local population conducted by Bristol City Council.
Severn Project	A Community Interest Company founded in 2010, producing high quality organic salad leaves commercially in an urban setting and providing education and employment for socially excluded individuals.
SHINE	One of the 'Health Improvement Teams' established by Bristol Health Partners, dedicated to Supporting Healthy and Inclusive Neighbourhood Environments'.
UK Healthy Cities Network	Part of a global movement for improving health and supported by the World Health Organisation, it is a network of UK Cities that are committed to tackling health inequalities and to putting health improvement at the core of all local policies. Bristol is a member.
Urbact	Urbact is a European Exchange and learning programme promoting sustainable urban development. Bristol is teamed up with nine other European cities as part of a food learning set within the Urbact programme.
Who Feeds Bristol	A research report by Joy Carey, commissioned by NHS Bristol and Bristol City Council. It examines the food system serving the City and surrounding region and looks at issues of resilience. It was published in 2011.

Appendix 1 Interviewees

Cllr Gus Hoyt	Assistant Mayor (Neighbourhoods, Environment and Council Housing)
Steve Clampin	Allotments Manager
Julie Coulthard	Healthy Schools Manager
Gemma Dando	Service Manager, Neighbourhood Partnerships
Grace Davies	Senior Environmental Health Officer and Workplace Health
Stephen Hewitt	Public Health Manager (Spatial Planning and the Environment)
Claire Lowman	Health Improvement Specialist, Sustainability and Wider Determinants of Health
Alex Minshull	Sustainable City and Climate Change Service Manager
Jason Thorne	Economy Enterprise and Inclusion Coordinator
Judith Taylor	Health Improvement Manager
Steve Marriott	Sustainability Manager
Sarah O'Driscoll	Service Manager Strategic Planning
Angela Raffle	Consultant in Public Health, Sustainability and Wider Determinants of Health
Christine Story	Market Development Manager
Zoe Willcox	Service Director, Planning and Sustainable Development

Appendix 2 Interview team

Marcus Grant	Associate Professor, WHO Collaborating Centre, UWE, Bristol
Laurence Carmichael	Senior Lecturer, WHO Collaborating Centre, UWE, Bristol
Mat Jones	Senior Lecturer Health Community & Policy Studies
Joy Carey	Local food consultant/ F3
Katrin Hochberg	Local food consultant/ F3
Daniel Black	Director, db+a
Martin Fodor	Local Sustainability Consultant
Tamasin Knight	Public Health Speciality Registrar placement
Nick Smith	Principal Lecturer in Planning at UWE (present at evening workshop session only)
Nick Croft	Senior Lecturer in Planning at UWE

Following the feedback session (see over) additional responses were received from:

Stephen Hewitt Public Health Manager (Spatial Planning and the Environment)
Liz McDougall Health Policy Coordinator
Liz Fox Senior Health Promotion Specialist (Food & Health)

These were very helpful and were used, together with the discussion at the feedback session on the 30th April to develop the report.

Appendix 3 Participants at the feedback session 30th April 2014

Stephen Hewitt (chair)	Public Health Manager (Spatial Planning and the Environment)
Zoe Willcox	Service Director, Planning and Sustainable Development
Cllr Gus Hoyt	Assistant Mayor (Neighbourhoods, Environment and Council Housing)
Joy Carey	Food Policy Council and review team
Carl Petrokofsky	Public Health England, national team
Alison Comley	Strategic Director Neighbourhoods
Sohail Bhatti	Director of Public Health
Stephen Wray	Partnerships Director (Creative Economy)
Sarah O'Driscoll	Service Manager City Planning
Alex MinShull	Sustainable City and Climate Change Service Manager
Kathy Derrick	Environment Team Manager
Steve Clampin	Allotments Manager
Liz McDougall	Principal Health Policy Officer
Claire Lowman	Health Improvement Specialist
Grace Davies	Senior Environmental Health Officer and workplace health
Beth Bennet-Britton	Public Health Registrar
Wendy Parker	Health Improvement Specialist Adults Older People Tobacco Control
Clive Gray	Senior Health Promotion Specialist: Mental Health and Inclusion
Jason Thorne	Economic Development Co-ordinator
Liz Fox	Senior Health Promotion Specialist (Food & Health)
Jackie Beavington	Service Manager Public Health Improvement
Steve Marriott	Sustainability Consultant
Review team	
Laurence Carmichael	WHO Collaborating Centre, UWE
Marcus Grant	WHO Collaborating Centre, UWE
Alan Greer	Associate Professor in Politics & Public Policy, UWE
Katrin Hochberg	Local food consultant/ F3
Daniel Black	Director, db+a

Apologies

Cllr Barbara Janke	Assistant Mayor (Health and Social Care)
Stephen Hilton	Service Director, Bristol Futures
Di Robinson	Service Director, Neighbourhoods and Communities
Robert Orrett	Service Director, Strategic Property
Angela Raffle	Consultant in Public Health
Judith Taylor	Health Improvement Manager (North)
Julie Coulthard	Healthy Schools Manager
Christina Maslen	Clinical Effectiveness Research Lead
Tamasin Knight	Specialty Registrar in Public Health
Christine Storry	Market Development Manager - Strategic Commissioning & Procurement
Anne Newman	Area Coordinator Waste Services and Streetscene
Rachel Cooke	Senior Health Promotion Specialist schools and food
Mark Leach	Sustainability Advisor
Gemma Dando	Neighbourhood Partnerships Service Manager
Vivienne Harrison	Consultant in Public Health
Jo Williams	Consultant in Public Health
Sarah Burgess	WHO Collaborating Centre, UWE
Amy Robinson	Food Policy Council (former member)