

# Well Fed?

## A Food Strategy for Hull 2024 - 2029

### Vision -

**"To make Hull a place where everyone is able to enjoy nutritious food that is fairly produced, supports the local economy and is readily available to everyone, regardless of background, ability or income."**



# Foreword

“Hull’s Food Strategy reminds us how food plays a unique role in shaping the fortunes of Hull’s communities and why it is important for everyone to be able to access nutritious and affordable food. Food is not just about what is on our plates it influences the environment, the local economy and relates to other priorities in the city such as financial insecurity and community cohesion.

The Hull Food Strategy complements the vision of the Hull Joint Health and Wellbeing Strategy, by *“Working together to create a fairer Hull where everyone benefits from real and sustained improvements in health and wellbeing”*, and the Hull Community Plan’s stated aims to create vibrant neighbourhoods that support health, reduce inequality, improve life chances, create the conditions for economic growth, and responds to the climate emergency whilst also celebrating our city and cultures.

When we come together to share in collective success, food is inevitably part of that celebration, and it is right that we work together to ensure everyone in Hull is able to eat food that they enjoy and that nurtures us as individuals and as community members.”

**Julia Weldon – Director of Public Health and Deputy Chief Executive, Hull City Council**

“This Food Strategy is the culmination of ten years of the ebb and flow of conversations, meals and debates in Hull. It sets out what we at Hull Food Partnership fundamentally believe – for people to thrive they need to be fed well. Everyone needs to eat.

The following document sets out some of the complexities and challenges of the ways we produce, access and consume food.

There are no right or wrong answers. But we do know that our current food system does not work well for people, the environment and planetary health.

Enormous thanks are due to the team at Hull Food Partnership that have put this document together.

It is for everyone to reflect and consider where the future of our food supplies lie.”

**Hilary Hamer – Chair, Hull Food Partnership (2016 - 2023)**

# Contents

	<b>Page</b>
<b>1: Executive Summary</b>	<b>4-6</b>
<b>2: Introduction</b>	<b>7</b>
<b>3: Context</b>	<b>8-9</b>
<b>4: Developing the Hull Food Strategy</b>	<b>10-11</b>
<b>5: Vision and Founding Principles of Hull's Food Strategy</b>	<b>12</b>
<b>6: The Strategy</b>	<b>12-25</b>
<b>7: Challenges to Implementation</b>	<b>26</b>
<b>8: Emerging Themes from the Consultation</b>	<b>27</b>
<b>9: Next Steps: Moving from Strategy to Action Plan</b>	<b>28-29</b>
<b>10: Conclusion</b>	<b>30</b>
<b>11: Thanks</b>	<b>31</b>
<b>12: Appendices:</b>	
• <b>Appendix 1: Enabling Food System Change from Sustainability to Regeneration</b>	<b>32</b>
• <b>Appendix 2: The Three Horizons Approach to System Change</b>	<b>33</b>
• <b>Appendix 3: Consultation to Develop the Hull Food Strategy</b>	<b>34-40</b>
• <b>Appendix 4: Tables from the People's Panel Consultation</b>	<b>41</b>
• <b>Appendix 5: The 'Triple A' Aspiration – example for the Hull Food Action Plan</b>	<b>42</b>
• <b>Appendix 6: The Hull Food Action Plan in practice</b>	<b>43</b>

# 1: Executive Summary

The purpose of the Hull Food Strategy is to lay out the strategic approach required to both regenerate and address the risks to our local food system to benefit people, businesses, our planet and the climate. This is a strategy for Hull, owned and driven by all organisations and individuals who have a role to play and a desire to make a difference, understanding the unique challenges and opportunities that Hull face.

The Hull Food Strategy is the culmination of almost three years of work undertaken with anchor institutions, businesses, organisations of all sizes and residents to understand what is happening in relation to food in Hull and how everyone can play a part in transforming our food system. The Strategy sets out what needs to be done to address the challenges faced by Hull in relation to how food is produced, traded and consumed, and the wider impacts it has on society and individuals.

At the heart of the Hull Food Strategy is an overarching vision:

*To make Hull a place where everyone is able to enjoy nutritious food that is fairly produced, supports the local economy and is readily available to everyone, regardless of background, ability or income.*

Wide consultation across the city asked what food issues were most important to people and organisations in Hull, and what steps should be taken to change and improve our local food system. Consultation was framed around the [Sustainable Food Places Six Key Issues](#) (see page 5), which are recognised as a framework for developing good food systems nationally, and which also form the structure for the strategy and provide a focus for future actions.

## What happens next?

The Hull Food Strategy gives examples of suggested actions and approaches that will have an impact, and demonstrates the direction of travel required, but does not set out detailed actions to be taken over the next five years. The Hull Food Action Plan will be developed with stakeholders to set out detailed initiatives and actions needed for implementation of the strategy.

The strategy must be delivered collaboratively, in partnership by all stakeholders across Hull and beyond. Everyone can play a part and make a difference, from large anchor institutions or businesses transforming their catering offer, to individuals considering the health and environmental impact of a single item of food they are buying.

Over the course of 2024, Hull Food Partnership will work with stakeholders to develop a city-wide, multi-sector action plan to take forward the Hull Food Strategy, building on what good practice is already in place, and identifying what practical steps can be taken by all stakeholders to take forward the priority actions identified in the strategy.

The input of all those who have contributed to the development of the strategy is very much appreciated, and moving forward into developing the action plan and implementation, it will be crucial to have the continued participation of all stakeholders, of all sizes, all sectors, and all communities.

In 2029, the Hull Food Strategy will be refreshed in light of what has happened over the previous five years, and alongside this, a new action plan will be developed to take into account the new food landscape and priorities for Hull.



*1) Strategic and collaborative approach to good food governance and action*

Helping local organisations and people to work together to support sustainable and affordable food in Hull

*2) Building public awareness, active food citizenship and local good food movement*

Local people working together, learning, growing, cooking and eating in an informed way, using their power to change things for the better

*3) Tackling food poverty and diet related ill-health and increasing access to affordable healthy food*

Affordable and nourishing food – ensuring that everyone can easily get and can afford nutritious, tasty food

*4) Creating a vibrant, prosperous and diverse sustainable food economy*

Local organisations and people buy from local food businesses first, where possible

*5) Transforming catering and procurement and revitalising local and sustainable food supply chains*

A thriving and robust local food sector from field to plate, with fairly-paid staff

*6) Tackling the climate and nature emergency through sustainable food and farming and an end to food waste*

Local organisations and people help to tackle climate change and benefit nature by making ethical, informed food choices

© Sustainable Food Places

## **The Sustainable Food Places Six Key Issues framed as the Six Pillars of Priority Areas for Action in Hull**

## **Hull Food Strategy: the headlines**

- Hull needs a strong collective voice about food, involving all stakeholders in order to achieve change at a strategic level, in policy making and through the implementation of the food strategy.
- The purchasing power of large organisations, and their procurement and supply chain management have a big part to play in implementing the strategy as a coordinated approach to the food supply chain and local food producers could help drive inward investment to support the local economy.
- A greater interest in activities such as community food growing and sharing should be encouraged and supported to ensure longevity and sustained impact.
- People are sometimes simply not able to make the best dietary choices for themselves and their families, for reasons of affordability, availability or knowledge.
- Diet related ill health and obesity is a major concern across every age group within the city, particularly children and young people.
- Poverty is increasing in real terms, therefore some people struggle to stay healthy as nutritious food becomes less affordable.
- There needs to be a transition from traditional food poverty approaches such as food banks to more long-term, sustainable and empowering models that support communities across Hull.
- Hull has a thriving food production sector, and a growing independent food and hospitality sector, but businesses across all food categories locally are struggling to contend with the rising costs of everything from wages, and to raw materials, to increasing energy bills, as well as recruitment issues.
- The local Voluntary and Community and Social Enterprise (VCSE) sector is facing ever increasing demand for emergency food support, whilst simultaneously coping with less food being available and rising running costs.
- Training and development opportunities around food would be of benefit to people and businesses in Hull.
- More can be done to address the impact of food on climate change, so that everyone, from large organisations to families and individuals, can make informed choices at a local level.

## 2: Introduction

Food is the one thing that unites everyone. We all need food in order to survive, and access to food that is nutritious, tasty and affordable is becoming a growing issue for Hull's residents.

Hull was awarded the Sustainable Food Places Bronze Award in 2019 and is now working towards the Silver Award. To achieve these awards, cities and towns must demonstrate areas of good practice across a range of food related initiatives.

In 2022 Hull won the Peas Please Veg Cities Award which recognises impactful and integrated place-based approaches to increasing consumption of vegetables at a local level. There is much good work around food already happening in Hull, but there are opportunities to do a great deal more.

As a group who are passionate about enabling people to come together through good quality, sustainable and nutritious food, Hull Food Partnership is an independent, city-wide, multi-agency partnership that works to connect the public sector, anchor institutions, businesses, organisations and individuals across Hull and the surrounding area.

As a member of the national Sustainable Food Places Network, sharing expertise and best practice in relation to reshaping the food system, Hull Food Partnership is well-placed to develop a food strategy for Hull, consulting with all stakeholders to ensure the end result is fit for purpose.

Food is one dimension within a hugely complex system that can be used to generate community cohesion, support physical and mental health and wellbeing, be a keystone for business development and innovation, and the lever to implement environmentally friendly methods that will embed food security into the fabric of the city. Part of this will be to enable food system change that goes beyond sustainability and towards regeneration (see Appendix 1).

For Hull to be Well Fed requires urgent radical action at all levels and from everyone, with organisations and individuals working collaboratively to improve Hull's food system for the benefit of all.

The time is now to venture into a bold food future that invests in all Hull's citizens. Join us!



Community Growing Group © Friends of Alderman Kneeshaw Park

### 3: Context

Hull is a city of contradictions, sometimes stubbornly insular, as befits a place at the end of the line, yet it also has a fine tradition of adventure and innovation, once part of the Hanseatic league of European cities, and a staging post for those on their journey to the Americas. Hull's historic whaling and fishing industries brought wealth and success but also tragedies to the city. It is on the cusp of economic success once again thanks to the investment in green energy, communication technologies and health care industries.

Hull enjoys its status as a Fairtrade City, a City of Sanctuary and as the 2017 City of Culture which brought Hull's cultural capital to the nation's attention. However, Hull is also a trauma-informed city as the level of people experiencing severe and multiple disadvantage (SMD) as a result of having significant and complex needs is very high.

Based on the Index of Multiple Deprivation, out of 317 local authorities in England, Hull was the fourth most deprived in 2019. In 2021/22 it was estimated that 11,420 (21.6%) children under 16 were living in low-income families in Hull compared to 15.3% in England (Hull JSNA), and that 21,241 (35.2%) children were considered to be living in poverty (End Child Poverty Coalition).

Hull is acutely at risk of the impacts of climate change. With a population of around 267,000 people living in 121,000 homes, over 95% of these homes are at risk of at least one type of flooding. After London, Hull has the overall highest number of homes at risk of flooding within England. People living in areas with high levels of deprivation are less likely to be able to prepare, plan and recover from a flood event. They are also less likely to be able to adapt to future risk, which increases vulnerability to future flood events. However, flooding is only one of the climate risks that Hull and its residents face as the climate continues to change.

Hull has a relatively young population, with the median age for Hull in the 2021 census being 36, which is four years lower than the national median age.

Hull is also a city growing in cultural diversity as recorded in the 2021 census: 34,962 residents of Hull (13.1%) were born outside the UK. This is a growth of 60.2% since the previous census in 2011.

The number of people in Hull living with disability is also higher than the national average, with 35.6% Hull residents considered disabled as defined by the Equality Act 2010, compared with 32% of people in England.



Hull City Skyline © Wikimedia Creative Commons



## So, what does food have to do with all of this?

Hull has become a city increasingly reliant on emergency food support. The Trussell Trust, a major food aid provider, reported that from April 2023 to March 2024 in Hull they distributed 10,866 food parcels, an increase of 1,653 food parcels compared to the previous year. This is one of more than forty groups in Hull providing some form of food support; it does not take into account the most recent rises in demand, for instance households who now need support in order for them to meet outgoings such as increased mortgage costs.

People experiencing food insecurity/socio-economic disadvantage consume a greater percentage of high fat, sugar, and salt (HFSS) and low fibre foods as part of their diet. This is due to a lack of affordability and access to healthy food. The Food Foundation Broken Plate Report (2023) explains:

- The poorest fifth of UK households would need to spend 50% of their disposable income on food to meet Eatwell Guide costs. This compares to just 11% for the richest fifth.
- Healthy foods are nearly three times as expensive as less healthy foods calorie for calorie.

In 2024, Hull's Director of Public Health published her annual report, finding that in Hull people live shorter lives on average compared to wealthier parts of the country as life expectancy for men in Hull is currently 75.9 years compared to 78.9 years nationally (a gap of three years). For women, this is 80.4 years in Hull compared to 82.9 years nationally (a gap of 2.5 years). In addition, the average male resident of Hull lives in poor health for more than twelve years before they reach state pension age, with female residents living in poor health for about eight years before they reach state pension age.

Office of National Statistics (ONS) figures suggest that in 2022 the median full time weekly wage for a resident of Hull was £537.50, which is £108.30 less than the national average. Since 2021 there has been an increase in median full time weekly wages in Hull of £19.80 (3.8%), this compares to an increase nationally of £32.50 (5.3%) in 2022, resulting in a widening of the gap between Hull and wages nationwide. Being able to afford good food requires an income that keeps pace with inflation.

Creating a good food economy means a diverse and thriving supply chain from 'farm to fork' that supports decent livelihoods for farmers, fishers and food producers at home and abroad; and ensures manufacturers, suppliers, retailers and caterers make healthy, sustainable and culturally appropriate options the easy and attractive choice for everyone, with minimal waste. Changing the food system includes voting with our wallets, but what people eat is mainly influenced by those who supply our food.

If these challenges weren't enough, food causes irreversible damage to the planet, such as deforestation, with consumer habits and choices playing their role. By 2050 our food system will need to meet the demand for food from a human population projected to reach nearly ten billion, while adapting to climate change and managing accelerating loss of biodiversity and soil systems. Just improving the food system is not enough, a wholesale transformation is required to address the underlying issues driving the problems in, and created by, food systems (see Appendix 2).

Taking these issues into account, it is important to develop a food strategy which addresses the challenges that are unique to Hull, identifies opportunities for positive action, and encourages participation from all sectors, including Hull residents.

## 4: Developing the HU Food Strategy

Work on creating a food strategy for Hull commenced in 2021, in response to stakeholders across the city identifying a need for co-ordinated action across a number of areas of work that touched upon food. Those stakeholders included Hull City Council alongside other anchor institutions, Voluntary, Community and Social Enterprise (VCSE) organisations, local businesses and interested members of the public, brought together by Hull Food Partnership.

As the ongoing health, economic and societal impacts of the Covid-19 pandemic continued to emerge, Hull Food Partnership engaged with Hull's Health and Wellbeing Board to begin scoping the development of a food strategy and potential beneficial impacts.

Using the Government's National Food Strategy report recommendations in 'The Plan' (July 2021) as the starting position, consideration was given to the proposed Good Food Bill. It advised that Local Authorities in England should '*develop food strategies, developed with reference to national targets and in partnership with the communities they serve*' emphasising the importance and positive impact of local policy action on food.



Sky News filming at EMS Edensands Therapy Allotment © Hull Food Partnership

The report highlighted the health, economic and environmental benefits of local action and initiatives to develop approaches to food through food partnerships and collaborative approaches. It was intended to be an overarching strategy for government, designed to ensure that our food system:

- delivers safe, healthy, affordable food; regardless of where people live or how much they earn;
- is robust in the face of future shocks;
- restores and enhances the natural environment for the next generation in this country;
- is built upon a resilient, sustainable and humane agriculture sector;
- is a thriving contributor to our urban and rural economies, delivering well paid jobs and supporting innovative producers and manufacturers across the country;
- delivers all this in an efficient and cost-effective way.

To meet these goals the following key objectives were recommended:

- Escape the junk food cycle and protect the NHS,
- Reduce diet-related inequality,
- Make the best use of our land,
- Create a long-term shift in our food culture.

*The Plan* acknowledged that significant change is required to our national diet and to the way food is produced, and that whilst the proposals are not without major financial implications, especially in the short term, a healthier nation would benefit from a stronger and more resilient economy in the long term.

Hull Food Partnership, in consultation with key stakeholders including the local authority, NHS and VCSE organisations, set out the process for the development and delivery of a food strategy as follows:

- Consultation (see Appendices 3 and 4 for a summary of consultation findings) with a wide range of stakeholders, leading to a final strategy that reflects city-wide needs and priorities.
- The strategy will be a key action planning tool for all stakeholders and partners, by setting out the overarching priorities for the city, identifying current good practice and areas requiring further development or investment, and encouraging all sectors to play their part in implementation.
- The Food Strategy will complement key strategies and plans including the:
  - Health and Wellbeing Strategy;
  - Hull Local Plan including the Healthy Places, Healthy People: Supplementary Planning Document 14;
  - Open Space Strategy 2023 - 2033;
  - Hull's Economic Strategy 2021 - 2026;
  - Hull 2030 Carbon Neutral Strategy;
  - Humber Coast & Vale Integrated Care System (ICS) Strategic Priorities;
  - Hull Community Plan 2024 - 2034;
  - Hull Early Help and Prevention Strategy 2021 - 2025.
- To ensure that the priorities set out in the Food Strategy remain relevant over the five-year period and that progress and implementation is regularly reviewed, the strategy will be subject to updates and monitoring including an annual delivery plan.



Jerome Whittingham @photomoments

Hull Festival © Jerome Whittingham @photomoments

# 5: Vision and Founding Principles of HU's Food Strategy

## 5.1 Vision

**To make Hull a place where everyone is able to enjoy nutritious food that is fairly produced, supports the local economy and is readily available to everyone, regardless of background, ability or income.**

This vision is the basis of the Hull Food Strategy and will inform the development of the Hull Food Action Plan which will put into practice the actions needed to make this vision a reality.



Community Food Family Event © Solidarity CIC

## 5.2 Founding Principles of HU's Food Strategy

### **Cooperation and collaboration**

Using established and newly formed partnerships to identify and build on good practice.

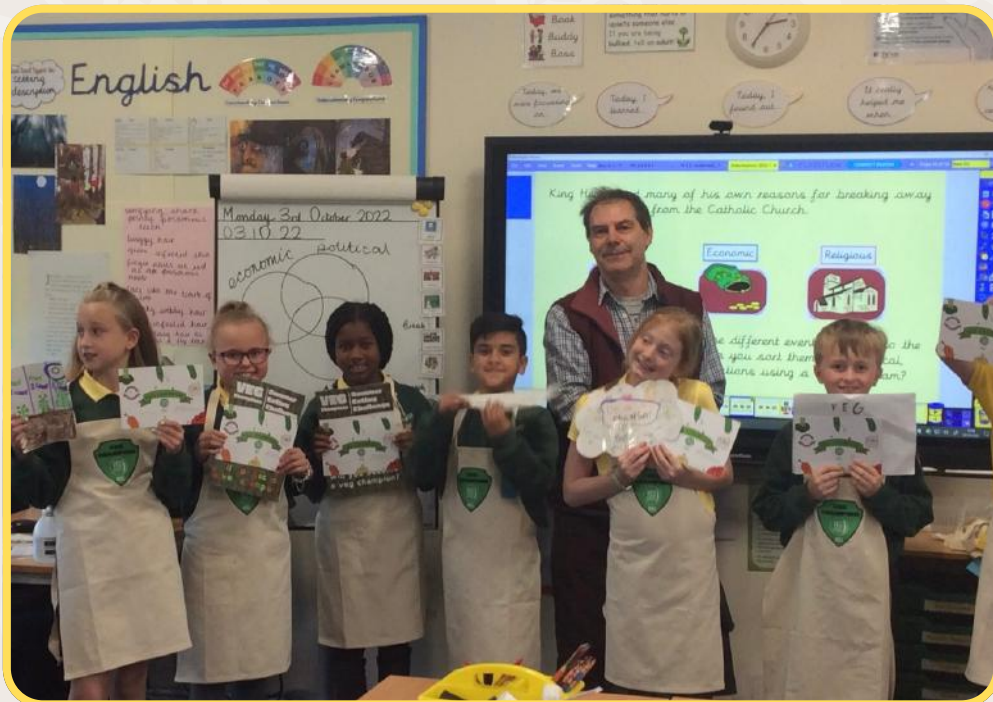
### **Participation and engagement**

'Nothing about us, without us, is for us' is key to the success of this work. Valuing every voice and actively providing opportunities to ensure equitable participation.

### **Innovation and local action**

Utilising a range of new and emerging initiatives to radically reshape the local food system for the benefit of everyone.

These founding principles will also underpin the development of the Hull Food Action Plan.



Veg Advocates Summer Eating Challenge © Hull Food Partnership

# 6: The Strategy

## Delivering the Hull Food Strategy using the Six Pillars: Priority Areas for Action

Making sure the people of Hull are Well Fed will require commitment from everyone, including the active participation of residents and communities. The Hull Food Strategy through the Priority Areas for Action must catalyse Hull's public, private and voluntary and community organisations to further build on existing effective partnership working and to engage with residents and businesses in new ways, as we all work towards a better food future for Hull.

### Based on the Sustainable Food Places six key issues, the pillars that support the actions are laid out as follows:



#### **Strategic and collaborative approach to good food governance and action.**

Helping local organisations and people to work together to support sustainable and affordable food in Hull.



#### **Creating a vibrant, prosperous and diverse sustainable food economy.**

Local organisations and people buy from local food businesses first, where possible.



#### **Building public awareness, active food citizenship and local good food movement.**

Local people working together, learning, growing, and cooking and eating in an informed way, using their power to change things for the better.



#### **Transforming catering and procurement and revitalising local and sustainable food supply chains.**

A thriving and robust local food sector from field to plate, with fairly-paid staff.



#### **Tackling food poverty and diet related ill-health and increasing access to affordable healthy food.**

Affordable and nourishing food – ensuring that everyone can easily get and can afford nutritious, tasty food.



#### **Tackling the climate and nature emergency through sustainable food and farming and an end to food waste.**

All local organisations and people help to tackle climate change and benefit nature by making ethical, informed food choices.



## 6.1: Strategic and collaborative approach to good food governance and action

### Helping local organisations and people to work together to support sustainable and affordable food in Hull.

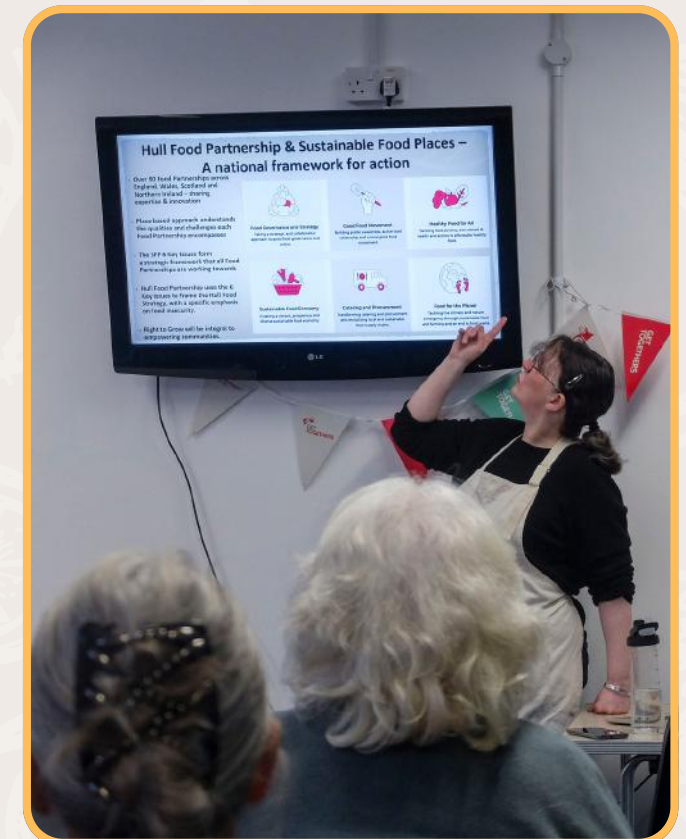
Strategic drivers to support good food locally, are crucial in order to enact meaningful change within Hull's food system. Communities will be empowered to create change and contribute if these conditions are in place.

Following the publication of the Levelling Up White Paper in February 2022, the All-Party Parliamentary Group for 'left behind' neighbourhoods launched its inquiry into levelling up to examine the interventions needed to regenerate 'left behind' neighbourhoods, of which there are many identified in Hull. Its report, A Neighbourhood Strategy for National Renewal, proposes changes across national and local government and community organisations to transform the prospects of England's 'left behind' areas.

It argues that to be successful and sustainable, levelling up must:

- be led by local people, as the experts best placed to know what needs to be done to improve local outcomes;
- reflect local needs and circumstances rather than follow a national template;
- entrust decision-making, including funding, in a participatory manner, to communities, where possible with collaboration over spending priorities;
- invest long-term in communities – to build capacity, social infrastructure, opportunity and resilience.

The investment of national and local funding must be used to rebuild resilience in Hull's communities, establishing the principles that communities are experts in identifying what funding decisions will have the most impact on them, and applying these principles in practice to the implementation of the Hull Food Strategy and Action Plan.



Hull Seed Swap © Hull Food Partnership



## 6.1: Strategic and collaborative approach to good food governance and action

### To make it happen the following will need to be in place:

Food impact being a key consideration of decision-making at local authority and anchor institution level, and always considered when making policy, strategy, planning and procurement decisions:

- Food being recognised as everybody's business and named individuals within key organisations across Hull championing and holding the brief for the food agenda.
- Community-led sustainable food initiatives being key partners in policy and strategy development.

Hull having a recognised standard for what good food looks like and how this can be achieved, using the [Hull Food Charter](#) as a way to frame this in simple language that stimulates and encourages positive actions:

- Using a relaunched Hull Food Charter to set out good food principles and provide a framework for action.
- Individuals, organisations and businesses re-engaging with, and signing up to, the Hull Food Charter as a simple way of showing support for the principles of good, sustainable food.



The Hull Food Strategy and Action Plans being widely shared, with information on how individuals, organisations and businesses can get involved:

- Existing networks being utilised to promote the Hull Food Strategy, and new networks and communities of interest forming around specific areas of the Hull Food Action Plan.
- City-wide stakeholders from all sectors and communities participating in working groups to focus on how as a city we can collaboratively deliver the priority areas for action.



## 6.2: Building public awareness, active food citizenship and a local good food movement

**Local people working together, learning, growing, and cooking and eating in an informed way, using their power to change things for the better.**

Inspiring people to desire healthier and more sustainable food requires high public awareness of the issues relating to food and regular engagement in food-related activity, by residents, public services and organisations, as part of a food citizenship movement that galvanises people into positive action. This should include communications and events that can excite people about the role, importance and joy of good food; practical engagement opportunities such as growing, cooking and sharing food in every community; and a network through which everyone can connect and collaborate as part of Hull's growing good food movement.

Through the implementation of the Hull Food Strategy, the aim is to shift the culture around food to one that normalises eating well and ensures everyone is able to do so.







## 6.2: Building public awareness, active food citizenship and a local good food movement

### To make it happen the following will need to be in place:

Built environments supporting community growing spaces and the ability for residents to access locally produced food in a way that supports their needs:

- The Right to Grow being promoted and utilised as a method by which communities are able to catalyse action in their neighbourhoods by cultivating plants for food and biodiversity in underused public spaces.
- Planning proposals for residential housing including space identified for community food growing.

Use of Hull's local green spaces and allotments being maximised and used to their full potential for community focused food growing and sharing events:

- Street and community-based events celebrating diverse food cultures, incorporating national initiatives such as Good to Grow Day, Plant and Share Month and Cook and Share Month alongside local celebrations such as the Hull Festival.
- People's familiarity with food growing increasing through events such as seed / seedling swaps (including seed saving), and community planting for biodiversity and flood alleviation.



The Warren beehive building session at Rooted in Hull © Hull Food Partnership

Creating a culture where people of all ages choose to eat more vegetables and fruit as part of their day-to-day lives:

- Embedding the promotion of physical and mental health benefits that growing, cooking and eating your own food gives us in the advice provided by professionals working across all sectors in Hull.
- Utilising networks and services such as the Hull Grower's Network, Timebank and Community Centres to promote fresh, locally grown food as a way to support household health and wellbeing.
- Capitalising on, and promoting, existing campaigns such as #EatThemToDefeatThem and Simply Veg to encourage children and young people to eat more vegetables.



## 6.3: Tackling food poverty and diet related ill-health and increasing access to affordable healthy food

**Affordable and nourishing food – ensuring that everyone can easily get and can afford nutritious, tasty food.**

Communities will be enabled to access food in a way that suits them, taking into account individual dietary needs and cultural preferences, and in a dignified manner. A compassionate approach that understands the challenges that people and communities face in accessing appropriate food is essential.

The cost of food, availability and affordability are key factors when making decisions about food and these disproportionately affect those living on low incomes and in areas of deprivation. Food insecurity is harmful to the health and wellbeing of people of all ages and has a particularly negative impact on children's development. Food insecurity is associated with both poor physical and mental health wellbeing and leads to wider health inequalities.

Organisations providing emergency food support in Hull have worked tirelessly to support local households experiencing food insecurity. Working collaboratively and as part of the Hull Food Inequality Alliance, they provide an essential lifeline for many residents. However, their capacity to continue in the face of increasing demand is not possible without a new approach to addressing poverty locally and nationally.

The Food Ladders approach (a concept developed by Megan Blake at the University of Sheffield) could help boost community resilience, as it acknowledges that food insecurity is more than just a lack of access to food due to financial constraints. The Food Ladders approach builds on skills, knowledge and resources already present in local communities. It develops positive engagements through food, to create communities where people want to live, work, raise families and grow old well.

Food Ladders encompasses three levels of intervention:

- **Catching** – the safety net for those in crisis which includes emergency food aid such as food parcels and soup kitchens.
- **Capacity building that enables and supports social innovation** – increasing food literacy and skills through training and sharing expertise, community cooking and eating activities, food pantries and social supermarkets, food clubs and voucher schemes. These activities celebrate rather than stigmatise individuals and groups, and respond to local demand.
- **Self-organised community transformation** – initiatives that are driven by need as communities explore and identify them. For example: developing a social enterprise based on community cooking knowledge that provides employment; food growing that increases the local availability of good food (as exemplified by the Right to Grow); community cooking and eating activities to promote social cohesion and support mental wellbeing as well as combatting loneliness.



## 6.3: Tackling food poverty and diet related ill-health and increasing access to affordable healthy food

### To make it happen the following will need to be in place:

Creation of a cradle-to-grave pathway that promotes and reinforces good food knowledge and skills from pre-natal stage and throughout life:

- Promoting initiatives such as Healthy Start vouchers to eligible households, with local retailers and food clubs encouraged to support take-up.
- Piloting auto-enrolment to free school meals across grant maintained and academy schools in Hull.
- Encouraging nurseries, childcare settings, schools and colleges to invest in high quality food provision that is sustainable and meets the School Food Standards as a minimum.
- Continuing with free and low-cost food skills training available in community settings to anyone who requests it.
- Encouraging workplaces, schools, leisure centres, community and healthcare settings with canteens to provide healthy, nutritious options that meet 'Food for Life Served Here' standards.

Reducing the inequalities in access to fresh, nutritious food in Hull, establishing Hull as a 'Right to Food City' (a place based approach where everyone has the right to good quality, nutritious food):

- Developing food clubs and Social Supermarket models to complement the existing food provision, enabling communities to bulk purchase food from local/sustainable suppliers at affordable prices, supporting the development of co-operatives to deliver this.
- Supporting communities and organisations to campaign on issues relating to food such as universal free school meals, with representation to elected leaders and local and national government.

Halting the rise of overweight and obesity levels in Hull, contributing to improved health outcomes:

- Sharing intelligence through existing networks to develop collaborative approaches, using a whole systems approach and utilising levers to enable change.
- Addressing the negative impact of foods high in fat, sugar and salt, and ultra-processed foods in planning applications and the advertising of those foods in the public realm.
- Supporting opportunities to engage in physical activities, including volunteering.

Using the Hull Food Poverty Action Plan as a mechanism to alleviate the demands on emergency food support locally:

- Using intelligence from the Hull Food Inequality Alliance and Poverty Truth Commission to understand the challenges communities are facing in relation to accessing nutritious food and how best to mitigate them.
- Positively promoting the desirability of low-cost nutritious and healthy foods via a range of platforms, including through local celebrity endorsement.
- Using existing multi-sector networks to work collaboratively and join up services and initiatives in order to tackle food insecurity and diet-related ill health.



## 6.4: Creating a vibrant, prosperous and diverse sustainable food economy

**Local organisations and people buy from local food businesses first, where possible.**

Hull's Economic Strategy 2021 sets out the ambition for Hull to be a regional hub for enterprise growth, productivity and skills with a focus on community-led culture and heritage, which includes promoting the city as a location for leisure, food and drink, and cultural activities.

Independent out of home (e.g. restaurants, cafes, fast-food outlets, workplaces and recreational facilities) food businesses are crucial to the success of the local night-time economy, with Hull city centre lacking a number of the large chain restaurants that dominate the high street elsewhere in the UK. This plays to Hull's advantage where opportunities are available to smaller food businesses to showcase the variety and quality of the food offer available locally.

Trinity Market Food Hall offers an indoor street market with traditional grocers and butchers alongside speciality traders, including Fair Trade and independent businesses serving food to eat in or takeaway, plus regular events such as Trinity Live to support the night-time economy and local musicians and artists.

Artisan food and drink producers in Hull include Cocoa Chocolatier, Atom Brewery, Local Salads and The Hull Pie, all of whom provide a local offer alongside shipping to the rest of the UK.

As part of the Hull Food Strategy, residents and visitors to Hull will be enabled to access a variety of desirable food options beyond the city centre that are sustainable and nutritious, and meet differing dietary and cultural requirements, stimulating economic success with repeat visits and inward investment.



Karma Corner Coffee Bar in Trinity Market © Near and Fair



## 6.4: Creating a vibrant, prosperous and diverse sustainable food economy

### To make it happen the following will need to be in place:

Working towards becoming a leading city for food excellence, championing local food enterprises and celebrating the success of local food businesses:

- Establishing a local kitemark for food excellence that audits food businesses against a number of criteria in addition to the local Healthier Options award and food hygiene ratings.
- Promoting local sustainable food businesses in innovative ways across the city with affordable advertising in the public realm.
- Ensuring that local food businesses are aware of the local and national food awards that are open for entries and are encouraged and supported to apply.



© Hull Fairtrade Partnership

Recognising that local food enterprises and businesses of all sizes are key contributors to economic development and regeneration:

- Engaging with the Chamber of Commerce, Business Improvement District and Regeneration to contribute to and promote the development of the Food Action Plan.
- Ensuring local food businesses are enabled to start, develop and thrive by maximising local provision of business support and advice, including support to access government grants and other resources.

Increasing awareness of, and access to diverse and sustainable food offers that cater to cultural, faith-based and medical dietary requirements:

- Maximising the potential of local food events such as the annual YUM! Food festival and Street Food Nights to support healthy, local and sustainable food businesses.
- Creating training opportunities so local food businesses are able use an appropriately skilled workforce to expand their offer to a wider customer base.
- Incentivising diverse food businesses to make their offer available beyond the city centre.



## **6.5: Transforming catering and procurement and revitalising local and sustainable food supply chains**

### **A thriving and robust local food sector from field to plate, with fairly-paid staff**

The food sector is the one of the leading business areas in Hull. Prominent local food producing companies include; Cranswick, Birds Eye, Aunt Bessie's, BBF, AAK, Maizecor, McCain and William Jackson Food Group. Hull's food sector employs 4,500 people in manufacturing related roles and the Gross Value Added (GVA) generated from food production in the city is estimated at £310million.

In addition to this direct employment there is also a significant supply chain to the food manufacturing and food service industries locally with a holistic supply chain that incorporates cold storage, laboratory and engineering services as well as state of the art packaging and labelling producers. This should mean that short supply chains and reduced food miles are likely to be achievable locally.

However, Hull's businesses can face challenges in upskilling their existing workforces and in attracting younger, or highly qualified workers, as evidenced by the Skills Advisory Panel for the Humber, who concluded that there is a lack of specialist technical and practical skills. There also remains a number of hard-to-fill vacancies in some sectors, especially food processing, that are heavily dependent on migrant labour.

Regionally, small and medium sized enterprises (SME) and food producers, especially crop growers, are struggling to stay in business due to the increasing costs of energy to keep greenhouses operating, increasing pressures from supermarkets to keep prices artificially low, as well as a shortage of workers to harvest crops. There is also a dearth of new entrants into specialist industries such as horticulture.

Newly established Enterprise Zones and the planned Humber Freeport will provide further opportunities to establish a connected food network with links to the European Union (EU) as well as shipping to customers worldwide.

To make the most of these advantages, local food businesses need skilled employees and secure supply chains to bring investment to the area and ensure a secure food future for Hull. Organisations and businesses with spending power and choices about where they buy food from have a key role to play.



## 6.5: Transforming catering and procurement and revitalising local and sustainable food supply chains

### To make it happen the following will need to be in place:

Food production jobs and roles being attractive to local people as a career choice:

- Employees being fairly remunerated for their work and achieving a successful work/life balance.
- Careers advice showcasing the opportunities available to young people across the local food sector.
- Lifelong learning and apprenticeships enabling professional development and the ability to shift career.



Hull catering staff training session © Chefs in Schools

Local food production being supported with the creation of new routes to market:

- Food hubs to centralise the processing and distribution of locally grown food, benefiting SME food businesses.
- Anchor institutions and other organisations or businesses using their spending power to invest in local food as the preferred catering option.
- Local buying structures and procurement mechanisms being used to ensure local business are able to access tender and contract opportunities.

Local food businesses of all sizes being able to contribute to the further development of the Hull Food Strategy:

- Establishing a food producers network to consider issues relating to production, processing and promotion of Hull's quality food offer.
- Larger food businesses ensuring their corporate social responsibility (CSR) strategies contribute to developing Hull as a place to live, work, play and eat well.
- Local food businesses promoting the Hull Food Strategy to their employees and wider networks as a way to endorse the quality of food they produce.



## 6.6: Tackling the climate and nature emergency through sustainable food and farming and an end to food waste

### All local organisations and people help to tackle climate change and benefit nature by making ethical, informed food choices

Food systems are both a culprit and a victim of the climate crisis. They are on the front line of climate impacts while being responsible for one-third of global greenhouse gas emissions. The drive towards a global westernised diet has accelerated deforestation for crop production just to feed livestock, with the added effect that domestic livestock now weighs more than all wild mammals on the planet. Agriculture and associated land-use changes are the principal drivers of food system emissions, generating a quarter of global greenhouse gas emissions.

The triple crises of biodiversity loss, land degradation, and climate change share common drivers and exacerbate one another. Land degradation and ecosystem destruction, driven by climate extremes and land conversion for farming, undermine nature's capacity to regulate greenhouse gas emissions and safeguard against extreme weather, accelerating climate change and increasing vulnerability to it. Together, these concurrent crises also work to compromise food security and disrupt farmers' livelihoods, making it harder for farmers to adapt to climate change due to increased vulnerability to shocks.

Dietary changes including reducing meat, dairy and seafood consumption are essential for mitigating climate change and can deliver climate and environmental benefits. Industrially produced animal-sourced foods have a significant environmental footprint, surpassing vegetable proteins in terms of greenhouse gas emissions, land requirements, and pollution impacts. Sustainable diets also entail reducing consumption of ultra-processed foods. Ultra-processed foods that are made from industrially produced and highly processed ingredients are easily over-consumed, and often non-essential in our diets. They can also present a significant negative impact on personal health which puts an increased strain on the health system. In the UK they make up 57% of the average diet.

Policies can be used to improve food environments in the city. Resources and advice for healthy food business entrepreneurs, and financial support such as grants and loans can be used to start up, relocate or renovate food retail outlets. Campaigns that simultaneously target food production, consumption, and distribution can be some of the most effective at addressing the root causes of unsustainable and unhealthy diets. Many local authorities are leveraging public procurement to advance their sustainable food commitments, using purchasing power to prioritise locally sourced, climate-friendly, and nutritious foods in schools, universities, hospitals, and other community settings, as well as implementing 'meat-free' days across those settings.





## 6.6: Tackling the climate and nature emergency through sustainable food and farming and an end to food waste

A recent full life cycle analysis of food loss and waste shows that greenhouse gas emissions may account for up to 50% of food systems emissions. Food waste reduction and prevention are the most effective ways to reduce emissions, and improved waste management can reduce emissions of organic waste. Additionally, hotels, restaurants, and retail establishments should receive targets and guidance to prevent waste at source. Accreditation such as the Green Kitchen Standard can be used by caterers to prove their environmental credentials and provide a clear point of difference to set their service apart from the rest. This can mean cost savings as well as aligning with energy, water and waste requirements of the Defra Plan for Public Procurement and the UN's Sustainable Development Goals.

Gathering metrics on the impacts of food policies and particularly on greenhouse gas emissions, is a challenge local authorities face. Sustain has produced the Every Mouthful Counts toolkit for Local Authorities, which has already helped fifty-two councils in the UK identify where significant food emissions can be cut. The toolkit provides estimates of the emissions reductions that various actions may deliver, as well as the co-benefits for public health and wellbeing, nature and biodiversity, local communities, and economic development.

### **To make it happen the following will need to be in place:**

Ensuring all local policies adopt a food systems approach with actions targeted across the entire food supply chain:

- Involving stakeholders across all parts of the local food chain, especially those most affected by food and climate issues.
- Seeking opportunities for cooperation and best practice sharing between public sector organisations. Creating opportunities for multi-level cooperation and integration with local, regional, and national frameworks.
- Encouraging the use of meat free days in catering establishments.

Reducing the climate impact of food produced locally and globally:

- Integrating mechanisms such as the Every Mouthful Counts toolkit as a way of measuring Hull's food emissions and what steps can be taken to reduce those emissions.
- Establishing Hull and the East Riding as a Sustainable Palm Oil region, as part of a national network of good practice.
- Re-establishing Hull as a Sustainable Fish City, linking to local coastal fisheries and seafood processors.

Reinforcing the climate impacts of food production and waste through the implementation of the Food Action Plan:

- It is essential that large organisations, public services, private sector businesses with on-site catering facilities and academic researchers, alongside VCSE groups and communities, contribute to the development of the Food Action Plan, looking at how food impacts can be reduced.

## 7: Challenges to Implementation

Taking into account the identified elements that need to be in place. The following challenges to implementation must also be considered when developing the action plan that will support the Hull Food Strategy:

- Anchor institutions within Hull have experienced reduced funding from central government of over £110million over the past decade, leaving those institutions with fewer resources to support communities, whilst also having to contend with rising wage bills and energy costs.
- Opportunities to engage with activities that motivate people to get involved in good food are not evenly distributed across the city.
- There are varying levels of food literacy across the city, with some individuals lacking confidence or knowledge of how to prepare or cook certain foods, where some foods come from, and a lack of resources (utensils, energy, space, money) to be able to prepare a nutritious meal.
- The average wage for people in Hull is more than £100 per week below the national average, meaning they have less money available to spend on good food or spend on activities (including travel) that would give them access to good food.
- 35.6% of people living in Hull are considered disabled, as defined by the Equalities Act; meaning they are less likely to be able to engage with some or all of the good food activities that are available to them, and more likely to be living in poverty.
- Small businesses that provide good food in Hull face higher cost pressures when sourcing good quality or sustainable food, and the available spending power within the local economy makes it difficult for those businesses to thrive.
- The biggest challenges associated with Hull's commercial food sector are the rising prices of food production and the limited ability of companies to pass these onto consumers. The increase in food prices has predominantly come about as a result of increasing energy prices and the increasing costs of raw materials.
- The ability to recruit people into Hull's food production workforce is an ongoing issue, with skilled workers needed at every level.
- Hull is tightly bounded with insufficient land to meet the needs of the resident population, furthermore most of the city sits below sea level and is prone to flooding, meaning that usable land in Hull is prioritised for housing and support services rather than food production.
- There is an increasing demand for allotment sites but land is at a premium in the locations where increased allotment space is needed.
- Our food system locally and globally is faced with the impacts of climate change from flooding to heatwaves and movement of plant, avian, animal and aquatic diseases.
- Although people are aware of the climate impacts of food, they are more likely to see this as a food waste issue, rather than consider the impacts of meat and dairy when making food choices.

Despite these obstacles, Hull has a strong track record of partnership working and collaboration to proactively respond to challenges and it is important to consider how collective creative responses can form part of the action plan that will support the Hull Food Strategy.

## 8: Emerging Themes from the Consultation

Consultation with stakeholders revealed concerns about the wider issues that impact on food and how it is consumed. These are continuing conversations and will contribute to the evolution and development of the Hull Food Strategy and Action Plan over time.

- Eating well for health – ensuring that nutritious food is available to everyone regardless of background or income.
- Confidence and desirability – people want to eat and share good quality food and are able to knowledgeably talk about what they eat and how to prepare it.
- Learning, education and skills – everyone is encouraged to learn more about the food they eat at every stage in their lives and apply that learning across a variety of situations.
- Commercial determinants of health – the private sector activities that affect people’s health, directly or indirectly, positively or negatively.
- Communication, misinformation and advertising – information relating to good food is easy to understand so that people are able to see through misleading claims and promotions used to sell specific types of food.
- Food deserts, swamps, mirages and oases – every part of the city is able to support a diverse food offer that is culturally appropriate, nutritious and accessible.
- Food justice and the right to food – conversations about food to acknowledge that everyone has the right to good quality food that is produced in a way that does not exploit people, living things, local and global communities and the environment.

These emerging themes will be instrumental in ensuring the Hull Food Action Plan is effective and reflects current and future practices.

### **Food Desert**

Neighbourhood where residents lack physical and/or financial access to nutritious food.

### **Food Swamp**

Neighbourhood with a high concentration of outlets that sell less nutritious foods, such as fast food and snacks, and fewer outlets selling more nutritious, minimally processed options.

### **Food Mirage**

Neighbourhood where healthful food options are available, but not affordable to those with low incomes, requiring them to travel long distances for access to affordable food.

### **Food Oasis**

Neighbourhood with superior access to affordable nutritious foods.

## 9: Next Steps: Moving from Strategy to Action Plan

Hull Food Partnership will lead on developing the action plan, building on existing good practice and creating working groups to focus on each of the Six Pillars and prioritising actions within them, reporting back to the Hull Health and Wellbeing Board and other stakeholders.

In creating the Hull Food Action Plan, re-engagement with key stakeholders is critical to ensure there is a whole system approach to food in Hull that builds on successful initiatives and uses the available mechanisms in place locally to instigate systems change and support the local economy (see Appendix 5 for an example of how this might be achieved).

Taken as a complete system, food is a complex issue, with each of the Six Pillars intersecting with one another, and also encompassing issues that have not fallen under the scope of the Hull Food Strategy. As global and national food systems evolve, the Hull Food Strategy can only be considered as a snapshot in time, and a starting point for the development of the five year Hull Food Action Plan.

Using the previous Hull Food Action Plan (2019-2021) we will establish baseline data and key performance indicators to measure success and areas for improvement, alongside new initiatives and projects.

There are many ways to define a whole system approach to food. The nationally recognised Food For Life model considers two systems: the first system is the local 'place' or environment within which people live out their daily lives, and which can make it easier or harder for them to eat well; the second system is the 'public sector and anchor institution system' of decision-makers that can influence this local environment. This approach can have many benefits and will be instrumental in developing the action plan (see Appendix 6 for a practical example of this).

### The Good Food Pyramid illustrates a whole system approach:

A whole system approach to good food reflects Maslow's Hierarchy of Needs, as survival needs such as sufficient income must be satisfied before the individual can satisfy their higher needs.

The further up the hierarchy, the more difficult it is to satisfy the needs associated with each stage, because of the barriers that exist within our current food system.

The whole system approach is one way of tackling some of those barriers to good food.

*The Good Food Pyramid  
after Maslow*



## 9.1: Economic and social value of a whole system approach

Responsibility for decision-making that can have an impact on our local food system is spread across national policy as well as local services and key organisations in Hull. School food, markets, events, planning, communications, waste management, parks, leisure, housing and other interacting services will all contribute to the outcomes of the strategy. On occasion there will be conflicting priorities, for example the need to mitigate flooding may impact on land available for food growing as well as sufficient and affordable housing.

The Hull Food Strategy will be the launchpad for intersecting conversations across the city to understand and maximise this collective contribution and make informed decisions. It is clear that the issues covered here are complex and multiple interventions will be needed as part of a whole systems approach.

The Hull Food Action Plan will emphasise tackling environmental and commercial determinants rather than individual behaviours.

With increased pressure on diminishing resources, it is clear that as a city we need to utilise all the levers at our disposal to implement the food strategy while delivering multiple co-benefits:

- Well-designed food systems can support local businesses and livelihoods, and can help eliminate social inequalities.
- Children that eat better learn better; well-fed working adults are more productive and better for business; better nourished older people can remain independent for longer, reducing care costs.

In these circumstances, there is a clear economic rationale for adopting a whole system approach, capitalising and building on the existing city-wide collaboration and partnerships already in place.

**9.2: Accessing funding:** A whole system approach will mean all stakeholders across all sectors are working to identify and access the full range of available funding mechanisms that could help deliver food strategy outcomes. This will involve a multi-sector partnership approach to funding in order to meet city-wide priorities.

**9.3; Short-term savings:** Interventions need not always involve additional costs and can unlock savings. For example, evidence shows that specifying quality standards for school meals services can raise meal take-up and revenue, making the service more cost-effective and sometimes allowing meal prices to fall.

A whole system approach can also achieve short-term savings by tackling 'contradictions' in the system, ensuring that practice in one part of the public sector is not unwittingly having a negative effect on work done elsewhere.

**9.4: Long-term savings:** By working at a policy level, this approach is designed to prevent the accumulation of costs associated with chronic ill-health later in life.

**9.5: Supporting the local economy:** Creating healthy and sustainable food places can be good for local business, and this can be calculated according to a social return on investment (SROI) metric.

SROI can support policymakers and commissioners by contributing to better decision-making, as it allows activities to be evaluated across the 'triple bottom line' of social, environmental and economic impacts consistent with the HM Treasury definition of value for money.

Evidence shows that for every £1 invested in a [Food for Life Catering Award-certified menu](#) there is a SROI of more than £3, mostly in the form of increased local jobs and opportunities for local food businesses.

# 10: Conclusion

The Hull Food Strategy is just the start of the journey towards a Hull that is Well Fed.

It considers the challenges that individuals, organisations and businesses of all sizes face in creating a sustainable food future for the city. Making nutritious food the desirable choice that supports people's physical and mental well-being as well as being good for the planet should be easy, but the current food system means that those options are sometimes out of reach or difficult to achieve.

Everybody needs to be involved to make those decisions in how Hull sets about the transformation needed and what actions should be taken. The next step of developing the Hull Food Action Plan will require a city-wide, multi-sector approach to capture and build on existing good practice, identify gaps and areas for development, and collectively agree what work needs to be done, how soon, and who or what will help make it happen. Input from all sectors and areas of expertise would be welcomed.

For further information or to get involved in the action planning please contact [anna@hullfood.org.uk](mailto:anna@hullfood.org.uk)

Hull Food Partnership would love to hear from you!



# 11: Thanks

We are grateful for the contributions from many organisations and individuals, both in Hull and nationally who have provided the evidence and inspiration needed to bring this strategy together – without them it would not have been possible.

## Local:

Hull Food Partnership Steering Group  
Hull City Council  
NHS Humber and North Yorkshire ICB  
University of Hull  
Hull Food Inequality Alliance  
Hull Growers' Network  
Hull VCSE Assembly  
Sector Connect Hull  
Hull CVS  
Forum  
Hull Champions Network  
Hull Poverty Truth Commission  
Hull's Young Mayor and Youth Parliament  
HEY Confident Futures  
East Yorkshire Local Food Network  
East Riding of Yorkshire Council  
East Riding Voluntary Action Services  
East Riding Food Poverty Alliance  
Dame Diana Johnson MP  
Emma Hardy MP  
Brennan Research  
HEY! Volunteering  
Yorkshire and Humber Food Systems Network  
Fix Our Food  
William Jackson Food Group  
Birds Eye Peas / Nomad Foods

## National:

Local Government Association  
Sustainable Food Places  
Sustain  
Soil Association  
Food for Life  
Food Foundation  
Incredible Edible  
Biteback 2030  
Independent Food Aid Network  
Feeding Britain  
Trussell Trust  
Veg Power  
Chefs in Schools  
Taste Ed

## Funding provided by:

Hull City Council  
Sustainable Food Places  
Reckitts  
Food For Life Get Togethers  
Peas Please Veg Advocates  
Friends of the Earth  
Bettys & Taylors Family Fund  
Food Power  
Two Ridings Community Foundation  
Hull Activity Grants  
UK Shared Prosperity Fund  
University of Leeds  
Coronation Food Project  
NHS Humber and North Yorkshire ICB



Food Growing & Healthy Eating workshop © CB Solutions Ltd

# Appendix 1: Enabling Food System Change from Sustainability to Regeneration

The following articulates the concept of a sustainable food system as defined by Sustain:

*Food that is produced, processed, distributed and disposed of in ways that:*

- *contribute to thriving local economies and sustainable livelihoods – both in the UK and in producer countries;*
- *protect the diversity of plants and welfare of animals;*
- *avoid damaging or wasting natural resources or contributing to climate change;*
- *have social benefits, such as good quality food, safe and healthy products, and educational opportunities.*

However, sustainability seeks to maintain our environment and world without causing damage or degrading the ecosystem, but does not consider what actions need to be taken to restore a system that is already in a compromised or depleted state.

With this in mind, and considering the needs of the local population, it is necessary to shift the emphasis to a regenerative food system, using practices that seek to restore the environment and ecosystems to improve them. This will require greater investment and new ways of thinking that challenge existing ways of doing things, but are necessary to reinvigorate and maintain community resilience.

A commitment to restorative and regenerative practices are needed to bring our failing food system out of the vulnerable state we find it in, before we can think about sustainability and how that can support community, individual and planetary resilience.

As part of Yorkshire's FixOurFood network, Hull Food Partnership adopts a food system approach to change. A food system is a complex web of production, manufacture, delivery, consumption and health. It encompasses the entire process that it takes to put food on our plate from farm to fork.

Food systems are heavily influenced by many factors such as the choices we make and the demands we put on the planet and the economy as we produce or consume food.

Elements of a food system are highly interconnected, with changes in one aspect of the food system affecting another in a positive or negative way. Effective action to improve sustainability or access to healthy food, for example, requires not just working with individual aspects, but supporting change in more interconnected ways.

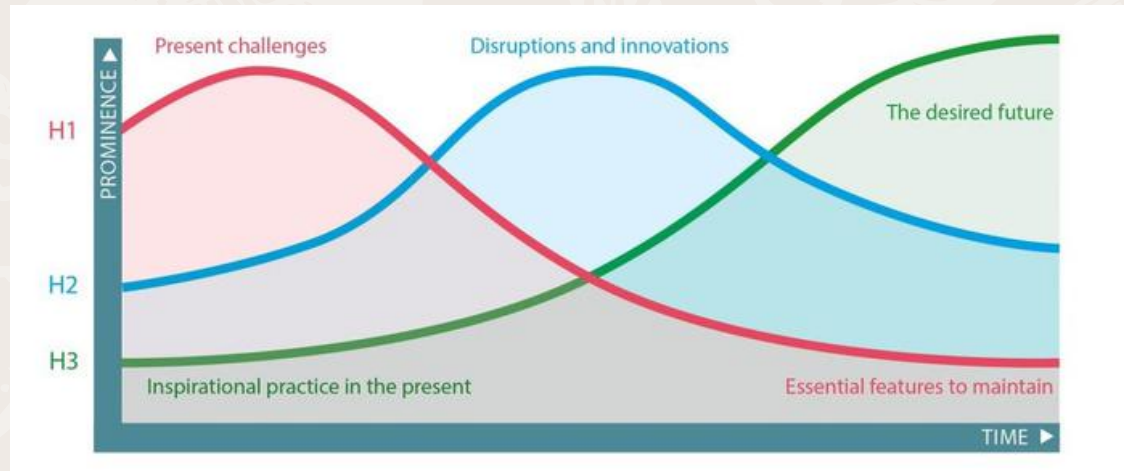
Overcoming the challenges in our food systems requires a transformational approach. In this context, transformation is a qualitatively distinct form of change. It is different from adjustments which are generally about supporting change to keep systems the same. Transformation is about creating something fundamentally different.

Large scale system transformations, such as in food systems, are much more than changing behaviours and technologies. Fundamental shifts are needed in activities, approaches, assumptions, cultures and beliefs, as well as in the structures and business models underpinning current systems. New interactions between values, nature, technology and behaviours are needed to develop a transformation that leads to much more sustainable, fair and just food systems.



# Appendix 2: The Three Horizons Approach to System Change

The Three Horizons tool is a good mechanism to achieve system change.



Three Horizons is a tool that can be used to plan for a future where system transformation is needed, it frames ideas into three perspectives:

## **Horizon 1: the current system and business as usual**

- To transform a system requires analysing it as it currently exists, how it functions (or doesn't), what the barriers to change are and which elements should be kept.

## **Horizon 3: a vision of the future system**

- To transform a system needs careful thought about how the new system should be, envisioning the perfect system. This is Horizon 3 and will become the new normal.

## **Horizon 2: the route planning and innovation needed to get from Horizon 1 to Horizon 3**

- To get from the system not fit for purpose (Horizon 1) to the transformed system (Horizon 3) requires going through a process of change (Horizon 2). Change can be difficult and ideas won't always work. It can be tempting to latch onto ideas that are really only amended versions of the current (Horizon 1) system. The challenge is to find the ideas that propel action forward to Horizon 3.

Through using the Three Horizons approach, the Hull Food Strategy will seek to explore what needs to change locally to create a new food system for Hull that shifts the emphasis from a sustainable food system to a regenerative food system.

# Appendix 3: Consultation to Develop the Hull Food Strategy

## The Process

To help develop a Food Strategy for Hull that seeks to address the core issues affecting the local food system and what approaches need to be taken to improve the current situation, a series of consultation events, focus groups, surveys, workshops and conversations have taken place with various groups across the city.

This consultation has encompassed voices from residents of all ages and the organisations representing them, anchor institutions, voluntary community and social enterprises, as well as a range of local businesses.

An Equality Impact Assessment was undertaken to ensure any specific groups or individuals with protected characteristics as detailed in the Equality Act 2010 were not inadvertently omitted.

## Residents

As a part of numerous open days and events taking place across the city, hundreds of people were asked about the key themes of the Hull Food Strategy and what they would like to see included.

Many expressed enthusiasm for the implementation of a Food Strategy and Action Plan, but often revealed a lack of time or the resources available to make some of the changes identified that would support more nutritious, sustainable diets for themselves and their families.

Using The People's Panel conducted via Hull City Council, a set of questions were developed to identify what priorities people felt a Food Strategy should address and what actions would enable them to implement the outcomes.

This survey was open to People's Panel members, and non-members, across Hull and the East Riding of Yorkshire, over a six-week period between January and February 2022. 1,079 responses came from residents with a Hull postcode.

A key finding was that nearly three quarters (72%) of respondents believed that having a Hull Food Strategy to be a good idea, and along with the key issues emerging, formed the basis of the further consultation process.

## Voluntary, Community and Social Enterprise Sector

Hull Food Partnership convenes the Hull Food Inequality Alliance, and is a member of the Hull Growers Network, VCSE Assembly, Engagers Network, HEY Confident Futures and the NHS Champions Network, all of which exist to bring VCSE organisations together. These networks encompass over 200 non-profit/voluntary sector organisations across the Hull and East Riding area who support a variety of communities in the region.

Most of this consultation took place with organisations who work directly with residents, using a blend of presentations and focus groups conducted online or face to face, plus visits to community settings for those who preferred a more discreet or familiar environment. The purpose was to enable those present to have the opportunity to speak freely about the issues relating to food that they felt were most important to them and the communities that they serve.

## Public Sector and Anchor Institutions

Public sector workshops were aimed at people working within and alongside anchor institutions including Hull City Council, Humber and North Yorkshire Integrated Care Board, University of Hull and other educational establishments such as Academy Trusts. Elected members from both political parties that represent wards across the city were also invited to ensure as broad a variety of opinions as possible.

The workshops were well attended with over forty participants from across the public sector in Hull, attracting staff from Procurement, Regeneration, Planning, Public Health, Catering, Street Scene / Public Space, Communications and Marketing, Education, Learning and Skills, Climate and the Environment.

## Businesses

Brennan Research was engaged to undertake detailed consultation work with food businesses of all sizes to understand how they viewed the Hull Food Strategy Framework. These were in-depth one-to-one conversations that considered the specific impact of a food strategy on local businesses. In total, fifteen businesses took part in the consultation across retail, production, services and logistics.

The consultation process clearly demonstrated a desire to change the local food system and articulated needs within Hull from all of the stakeholders that could be linked to the six priority themes for action.

All the businesses that took part in the consultation were facing similar challenges, namely:

- rising operational costs;
- cost-of-living crisis (affordability vs quality/sustainability);
- recruitment of skilled staff, graduates or volunteers.

Aside from operational challenges, many talked about having a responsibility to educate people on food choices and tackling 'convenience' culture. Broad support was expressed for the Hull Food Strategy given that much of it aligns with pre-existing 'green' ambitions and strategies.

There was a recognition that an effective strategy must be multi-layered and wide-ranging but also a concern that it could be too ambitious. They wondered if the strategy could be reduced in scope to secure buy-in from time-limited organisations and supported with a mission statement.

The re-launch of the Hull Food Charter will go some way to addressing this, being a simple, user friendly commitment to supporting the principles of sustainable food in all settings and types of enterprise, large or small.

There was some suggestion that a food strategy will be met by scepticism in some areas – it has been talked about before – therefore it needs credibility and investment from anchor institutions.

Priorities and outcomes relating to education were often assigned highest value by businesses:

- Challenging and changing attitudes to convenience food.
- Increasing knowledge and upskilling consumers, particularly children & young people.
- Suggestions around the exact wording of some priorities and outcomes, and a request to provide clarity on definitions such as 'Carbon Neutral'.

Larger businesses are keen to use the Hull Food Strategy as a platform to improve PR and demonstrate eco-credentials (e.g. ways in which they are reducing carbon footprint, reducing food waste, keeping costs low for consumers etc).

Smaller organisations see this as an opportunity to raise their profile more generally.

Critical success factors for businesses include:



- secure buy-in from across the local food sector, particularly local growers and farmers;
- have a clear and succinct message about what the Hull Food Strategy is;
- learn from other areas and success stories;
- provide clarity on why organisations should support the strategy (benefits, like an ongoing programme of support / engagement opportunities, reward & recognition) and exactly what they are required to do;
- ensure it is measurable – transparent and auditable (whilst recognising that smaller organisation may not have the time or expertise to collect data);
- highly visible – a public launch, with political support and public endorsement from MPs.







Hull Seed Swap © Hull Food Partnership


## Key Consultation Findings mapped across the Six Pillars: Priority Areas for Action

Incorporating these findings into the priority areas for action provides the basis for the Hull Food Strategy and accompanying Action Plan. With a resounding vote of support for tackling poverty alongside the attractiveness, affordability and availability of nutritious food, these responses form the underlying narrative for the Hull Food Strategy.

Key consultation findings mapped across the Six Pillars: priority areas for action	Residents rankings across the Six Pillars	Public sector workshops identified the following for incorporation into the Hull Food Strategy
 <p><b>1. Strategic and collaborative approach to good food governance</b></p>	<p><b>Ranked third</b></p> <p>This theme ranked third out of the priorities identified by residents, without explaining in detail what this meant, there was scope for confusion on how it would impact on individuals and what they ate.</p>	<ul style="list-style-type: none"> <li>▷ Identify a figurehead with decision making and budget powers who will take a strategic lead on food.</li> <li>▷ Release public land to encourage biodiversity and community food production, including trees.</li> </ul>
 <p><b>2. Building public awareness, active food citizenship and local good food movement</b></p>	<p><b>Ranked fifth</b></p> <p>This was ranked fifth in terms of priorities for the strategy. However, 81% of respondents reported being unable to get involved in food-related activities for some reason. Nearly half of respondents (48%) stated that they were prevented from getting involved in food-related activities due to a lack of time. A similar percentage (44%) said they were prevented from getting involved in food-related activities due to a lack of information about what is going on/how to get involved. A smaller but still notable percentage were prevented from getting involved in food-related activities because of when/where they are held (25%) and due to cost/lack of money (22%).</p>	<ul style="list-style-type: none"> <li>▷ Lifelong learning to support food knowledge from cradle to grave.</li> <li>▷ Greater opportunities for people of all abilities to engage in growing, cooking and sharing food.</li> </ul>

Key consultation findings mapped across the Six Pillars: priority areas for action	Residents rankings across the Six Pillars	Public sector workshops identified the following for incorporation into the Hull Food Strategy
 <p>2. [continued]</p>	<p>[Continued]</p> <p>Despite this, there was a desire to ‘increase the amount of food grown by local people and local organisations’, over a third (38%) would be interested in learning more about/like to start growing their own food and over a quarter (27%) would be interested in learning more about/like to start understanding more about a healthy diet and nutrition.</p>	
 <p>3. Tackling food poverty and diet related ill-health and increasing access to affordable healthy food</p>	<p><b>Ranked first</b></p> <p>Respondents very clearly identified this as the most important theme under the Hull Food Strategy with over half of respondents (51%) giving it the highest priority ranking possible. Under the ‘improving the health and wellbeing of local people’ subheading, over half (52%) of respondents identified ‘making sure that everyone can access fresh affordable food’ as the most important outcome.</p> <p>The significant majority also stated that they currently plan meals to fit their budget (71%) and that they understand about a healthy diet and nutrition (67%).</p>	<ul style="list-style-type: none"> <li>▷ Developing a positive food environment that supports people to eat healthy food and reduces the proliferation of unhealthy food in communities.</li> <li>▷ A campaign led by local celebrities to promote the enjoyment and desirability of healthy food.</li> <li>▷ Ensure people are supported to access all benefits and entitlements they are eligible for so that they are able to afford healthy food, or claim free food such as school meals and Healthy Start vouchers.</li> <li>▷ Make sure food provided through public sector bodies including schools, hospitals and residential settings meets healthy eating standards.</li> </ul>

Key consultation findings mapped across the Six Pillars: priority areas for action	Residents rankings across the Six Pillars	Public sector workshops identified the following for incorporation into the Hull Food Strategy
 <p><b>4. Creating a vibrant, prosperous and diverse sustainable food economy</b></p>	<p><b>Ranked fourth</b></p> <p>This was ranked as the fourth highest priority. Under the 'support the local food sector' subheading, over half (53%) of respondents identified 'buying from local producers when possible' as the most important outcome. This demonstrates that even though it does not rank highly, people are still interested in supporting local food businesses overall. 83% of respondents are interested in being involved in some form of food related activities.</p> <p>Respondents are most interested in shopping at a farmers' market (50%), street food events (45%) and food growing at home, on an allotment or in a local green space with friends/neighbours (42%).</p>	<ul style="list-style-type: none"> <li>▷ Support local businesses to make affordable healthy and sustainable food part of their offer.</li> <li>▷ Showcase and celebrate local good quality food provision, building local and national demand.</li> </ul>
 <p><b>5. Transforming catering and procurement and revitalising local and sustainable food supply chains</b></p>	<p><b>Ranked second</b></p> <p>Somewhat surprisingly this ranked second in terms of priorities. However, many people indicated that better wages would not just benefit themselves personally, but their wider community too. Hull has a large workforce employed within the food sector, so this fits well with the economic drivers for good food.</p>	<ul style="list-style-type: none"> <li>▷ Increase employment opportunities for well-paid work in local food industries, with access to skills development through training and apprenticeships.</li> <li>▷ Ensure food procurement and purchasing includes social value clauses that prioritise local, sustainable and healthy food.</li> </ul>

Key consultation findings mapped across the Six Pillars: priority areas for action	Residents rankings across the Six Pillars	Public sector workshops identified the following for incorporation into the Hull Food Strategy
 <p data-bbox="461 320 790 544"><b>6. Tackling the climate and nature emergency through sustainable food and farming and an end to food waste</b></p>	<p data-bbox="817 320 1021 347"><b>Ranked sixth</b></p> <p data-bbox="817 392 1473 775">Although this ranked lowest out of the priority areas, respondents were split between the 'reducing levels of pollution caused by food production, manufacture, distribution and consumption' (48%) and 'reducing food waste from local people and local organisations' (42%) subheadings in order of preference, showing that there was a good awareness of the climate issues that food production can be responsible for.</p> <p data-bbox="817 820 1464 1007">Around three quarters (77%) of respondents stated that they currently prevent/reduce food waste and around three quarters (77%) also say that they currently cook meals from scratch.</p> <p data-bbox="817 1051 1496 1203">Over half of respondents (53%) stated that they would be interested in learning more about/like to start to buy food that has been produced in an environmentally friendly way.</p>	<ul data-bbox="1527 320 2107 501" style="list-style-type: none"> <li>▷ Make food a central part of net zero/ carbon neutral policy ambitions.</li> <li>▷ Support and enhance activities that focus on reducing food waste.</li> </ul>



# Appendix 4: Tables from the People's Panel Consultation

**Q. The following are the main priority themes that have been identified for the Hull Food Strategy. What do you think is the right order of importance for these?**

*Ranked from 1 being the most important theme to 6 being the least important*

	1	2	3	4	5	6	Average
Affordable and nourishing food: ensure everyone can easily get and afford nutritious, tasty food	51%	17%	15%	9%	5%	3%	2.10
A thriving and robust local food sector from field to plate, with fairly paid staff	9%	22%	19%	20%	16%	13%	3.54
Helping local businesses and local people work together to support sustainable and affordable food in Hull	11%	17%	18%	21%	20%	13%	3.61
Local businesses and local people buy from local food businesses first, wherever possible	10%	18%	17%	21%	20%	14%	3.64
Local people working together, learning, growing and cooking and eating in an informed way, using their power to change things for the better	8%	15%	17%	15%	20%	26%	4.01
All local businesses and local people help to tackle climate change and benefit nature by making ethical, informed choices	12%	13%	14%	14%	18%	30%	4.03

**Q. Which of the following do you do now, which would you like to learn more about, and which do you have no interest in?**

	I do now	I'd like to learn more about/like to start	Not interested
Prevent/reduce food waste	77%	20%	3%
Learn about cooking a meal from scratch	77%	15%	8%
Learn how to plan meals to fit your budget	71%	20%	10%
Understand more about a healthy diet/nutrition	67%	27%	6%
Buy food produced in an environmentally friendly way	35%	53%	12%
Grow your own food	29%	38%	3%

**Q. The following are the aims and outcomes of the Hull Food Strategy. In each section please tick the one that you think is the most important.**

<b>Improving the health and wellbeing of local people by</b>	
Making sure that everyone can access fresh affordable food	52%
Reducing obesity levels	24%
Promote the benefits to physical and mental health that growing, cooking and eating your own vegetables provides	14%
Encouraging and enabling more people to eat more fruit and vegetables	7%
Other	2%
<b>Support the local food sector by</b>	
Buy from local producers when possible	53%
Recognise and reward local food businesses as being major contributors to Hull's economy and regeneration	20%
Champion and celebrate local food business, enterprises and projects	15%
Become a leading city for food excellence	10%
Other	1%
<b>Increase the amount of food grown by local people and local organisations</b>	
Improve the knowledge and confidence of local people and businesses to grow their own food	36%
Support local people to work together with each other and local organisations to grow their own food	31%
Using as much available green space for food growing as possible and make more green space available for use to grow food by local people and local organisations	30%
Other	3%
<b>Tackle climate change and benefit nature by</b>	
Reducing levels of pollution caused by food production, manufacture, distribution and consumption	48%
Reduce food waste from local people and local organisations	42%
Reduce food-related waste from local people and local organisations	5%
Other	4%

# Appendix 5: The 'Triple A' Aspiration – an example of what might go into the Hull Food Action Plan

## Potential action plan initiative:

Implementing a set of standards to ensure people in Hull are Well Fed whilst supporting local food businesses.

When considering all of the elements within the Hull Food Strategy, the key indicators for success will be if nutritious, sustainable food meets the Triple A Standard, that is, residents of all backgrounds will find the local food offer is:

A set of indicators will be co-developed to measure food provision across the city against the Triple A Standard, and implemented as part of the Hull Food Action Plan. This will form the basis of a new reward and recognition programme currently in development that showcases local excellence and drives consumer demand to support local food businesses and outlets. These indicators would relate to food quality and sustainability and would use national metrics such as Sustainable Palm Oil programme to measure success.

### **Attractive**

Locally and sustainably produced, nutritious food that is beneficial to health is perceived as the most tasty and desirable option to residents and visitors to the city, and is preferred over foods that are high in fats, sugars and salt and/or are ultra processed.

### **Available**

Locally and sustainably produced, nutritious food that is beneficial to health, and meets cultural and dietary requirements is abundantly available at outlets across all city wards in a variety of formats, including raw ingredients to purchase from shops, meals to take away, and food that is eaten within settings including; hospitals, places of worship, community centres, family hubs, schools, colleges, cafes, restaurants, pubs and bars, markets, places of work and leisure settings.

### **Affordable**

Locally and sustainably produced, nutritious food that is beneficial to health, and meets cultural and dietary requirements is affordable to everyone regardless of background or income. Residents who struggle to afford food are supported to access the food they need and are offered additional assistance to address issues they are facing in relation to the cost of living.

## Appendix 6: The HU Food Action Plan in practice

Below is a snapshot example of what the Hull Food Action Plan will look like:

<b>6.3 Tackling food poverty and diet related ill-health and increasing access to affordable healthy food</b> <i>Affordable and nourishing food - ensuring that everyone can easily get and can afford nutritious, tasty food</i>			
<b>Objectives</b>	<b>Actions</b>	<b>Timing</b>	<b>Delivery partners</b>
1 Develop a thorough understanding of the issues that contribute to food poverty in Hull and the actions that can be taken to mitigate the worst impacts of poverty and inequality.	1.1 Maintain the Hull Food Inequality Alliance, creating a new Terms of Reference to capitalise on grass-roots intelligence and share information relating to what is happening across the city and providing a feedback mechanism to the strategic Financial Inclusion Network so that information flows between both groups.	Ongoing	Hull Food Partnership, Hull City Council and community food aid organisations
	1.2 Thoroughly map emergency food provision across Hull, including soup kitchens and homelessness outreach.	Ongoing	Hull Food Partnership
2 Establish a simple way for residents to obtain information about benefits and ways to maximise their income. Reduce barriers to access such as location and language.	2.1 Upgrade and maintain the existing Nurture Hull website to be a single point of access for people seeking information about how to tackle urgent food/fuel/debt issues that they are facing. Including maintaining a map of community food aid providers across Hull.	Ongoing	Hull Food Partnership and Hull City Council advice services
	2.2 Pilot and roll-out a number of co-located advice service points within community organisations across Hull.	To end 2024	Hull City Council advice services
	2.3 Update the 'Worrying About Money?' leaflet to take account of new information and produce new versions in most prominent languages used across communities in Hull.	2025	Hull City Council advice services, Independent Food Aid Network, Citizens Advice
3 Support evidence-based approaches to increase awareness and uptake of initiatives that promote child health such as Healthy Start Vouchers to access nutritious food and vitamins, and free school meals for low income households.	3.1 Establish a working group to maximise take-up of Healthy Start vouchers amongst eligible households within Hull, understandingwise peaks in demand, and set a rolling pattern of awareness raising initiatives.	Ongoing	Hull City Council healthy lifestyles team, advice services, neighbourhood teams and voluntary/ community partners
	3.2 Work with schools and colleges to poverty-proof the school day, including supporting the development of auto-enrolment for free school meals, working to expand the eligibility criteria and ultimately the national adoption of universal free school meals from nursery to sixth form.	Ongoing	Hull City Council legal services, grant maintained schools, multi-academy trusts, Hull Food Partnership

# Well Fed?

## A Food Strategy for Hull - 2024-2029

Hull Food Partnership 2024

