

REPORT OF THE INAUGURAL FOOD ACTION AND RESEARCH MIDLANDS (FARM) MEETING

FOOD POVERTY WORKSHOP HELD AT THE UNIVERSITY OF WARWICK ON 02 MAY 2019

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AIM

The Food Action and Research Midlands (FARM) network was created in order to share understanding of current knowledge and particularly knowledge gaps between experts by experience, front line food poverty workers and campaigners and academic researchers. The aim is to use these co-created questions as a basis for campaigns, research and action.

The workshop held on 02 may 2019 at the University of Warwick was the first in what we hope is a series of workshops where experts by experience, front line food poverty workers and campaigners and academic researchers can work together to identify the knowledge gaps specifically in the Midlands region. A follow-up meeting will take place on 20th June where we will present the findings of this workshop to a broad range of policymakers, investigators and activists working in the region in order to work together toward identifying evidence-based solutions.



INTRODUCTION

According to widely reported figures from the Trussell Trust, over the last financial year, the numbers of food parcels distributed by the network across the UK rose by 19 percent to nearly 1.6 million. These figures and the wide media coverage that they received illustrate the extent to which food poverty, insecurity and hunger continue to increase in prominence in the UK.

However, the existing evidence on food poverty is incomplete - aspects of emergency food aid such as the use of informal food aid and independent food banks are under reported, and the extent of those who are at risk of food insecurity but are not accessing food aid is also not known. Food insecurity has not been regularly and consistently measured, so comprehensive data on the levels of food security, those most at risk and other key information is missing. However, following three years of campaigning, a national index of food security is to be added to an established UK annual survey on household incomes and living standards, run by the department of work and pensions².

Food insecurity is associated with multiple negative outcomes including several chronic diseases³, poor educational attainment, poor mental health⁴,⁵ and social isolation, which increases mortality⁶. The medical importance of a basic nutritional safety net has long been recognised by policymakers through the Welfare Food Scheme and Healthy Start (HS) programmes⁷. A recent systematic review identifies poor diet quality as an important preventable risk factor for non-communicable disease, responsible for one-in-five deaths globally and 127 deaths per 100,000 Britons⁸. Under post-2008 austerity measures, cuts have been made to HS and other provision. The UK's main response to growing food insecurity has been charitable food relief, but the efficacy of these and similar approaches is unmeasured. Social protection spending and welfare state interventions are the only actions known to alter the prevalence of household

 $^{^{1}\,\}underline{\text{https://www.trusselltrust.org/news-and-blog/latest-stats/end-year-stats/}}$

² https://amp.theguardian.com/society/2019/feb/27/government-to-launch-uk-food-insecurity-index?CMP=share btn tw& twitter impression=true

³ https://bmjopen.bmj.com/content/4/5/e004657

⁴ https://proof.utoronto.ca/resources/fact-sheets/#health

 $^{^{5}\,\}underline{\text{https://proof.utoronto.ca/resources/fact-sheets/\#mentalhealth}}$

⁶ https://www.pnas.org/content/110/15/5797

⁷ Committee on Medical Aspects of Food and Nutrition Policy. *Scientific review of the welfare food scheme*. London, 2002.

⁸ https://www.thelancet.com/journals/lancet/article/PIIS0140-6736(19)30041-8/fulltext



food insecurity,⁹¹⁰and the rise in food bank use is attributed largely to welfare cuts¹¹.

An important driver of household food security is the cost of food and other essentials relative to incomes. Absolute income levels and volatility are both important. There was little growth in real earnings in 2017–18, and the Office for Budget Responsibility forecasts slow earnings growth for the next four years.

At a regional level, there is even less evidence available regarding food poverty, and regional perspectives are sometimes difficult to disaggregate from the national picture. This hinders the development of evidence-based solutions to the crisis and joint working to tackle food poverty at the local and regional levels. The West Midlands region is home to nearly six million people, ¹⁴ encompassing both the urban conurbations of the West Midlands County and North Staffordshire, and the predominantly rural areas of the shire counties of Herefordshire, Shropshire, Staffordshire, Warwickshire, and Worcestershire. The region has both areas of affluence and pockets of extreme deprivation¹⁵ and a number of risk factors for food insecurity. These include a higher proportion of people claiming out of work benefits that the UK as a whole, ¹⁶ and relatively large numbers of asylum seekers and other migrants with no recourse to public funds with restricted access to most welfare services.¹⁷

The latest figures from the Trussell Trust give the numbers of parcels issued in the West Midlands. Whilst these figures show local variations by county, this may be driven by there simply being more people in an area or more food banks in an area. Therefore we express the number of food parcels and the number of food

⁹ Loopstra R (2018) Interventions to address household food insecurity in high-income countries. *Proceedings of the Nutrition Society* 77(3):270-281. doi:10.1017/S002966511800006X

¹⁰ https://proof.utoronto.ca/resources/fact-sheets/#socialassistance

¹¹ Loopstra R, Reeves A, Taylor-Robinson D, Barr B, McKee M, Stuckler D (2015) Austerity, sanctions, and the rise of food banks in the UK. *British Medical Journal* 350.

¹² Leete L, Bania N (2010) The effect of income shocks on food insufficiency. *Review of Economics of the Household* 10; 8(4):505-526.

¹³ Cribb J, Keiller AN, Waters T (2018) *Living standards, poverty and inequality in the UK*. In: Studies The Institute for Fiscal Studies, editor

¹⁴ https://www.nomisweb.co.uk/reports/lmp/gor/2013265925/report.aspx

¹⁵ NPF (2018) The State of Economic Justice in Birmingham and the Black Country London: Barrow Cadbury

¹⁶ https://www.nomisweb.co.uk/reports/lmp/gor/2013265925/report.aspx

¹⁷ Jolly (2019) From the Windrush Generation to the 'Air Jamaica generation': Local authority support for families with no recourse to public funds *Social Policy Review 31*; Allsopp, J., Sigona, N. and Phillimore, J. (2014) 'Poverty among refugees and asylum seekers in the UK: An evidence and policy review', IRiS Working Paper Series, No. 1/2014. Birmingham: Institute for Research into Superdiversity



banks per 100,000 population (The population estimates are from 2016 and are the latest available 18).

	Number of TT food banks	Trussell Tru	st parcels iss	sued	Estimated Population 2016	Parcels per 100,000 populati on	Food banks per 100,000 population	GDHI per head of population at current basic prices
		ADULT	CHILD	TOTAL				Mean (SD)
Staffordshire	11	16,201	9,099	25,300	867,122	291.8	1.27	17,725 (182)
Warwickshire	19	11,053	5,773	16,826	556,750	302.2	3.45	22,042 (739)
West Midlands	30	37,083	21,679	58,762	2,864,925	205.1	1.05	15,421 (2674)
Worcestershire	18	9,471	4,874	14,345	583,053	246.0	3.09	20,202 (629)
TOTAL	78	76,702	43,244	119,946	4,871,850	246.2	1.60	

Gross disposable household income (GDHI) is the amount of money that all of the individuals in the household sector have available for spending or saving after they have paid direct and indirect taxes and received any direct benefits. GDHI is a concept that is seen to reflect the "material welfare" of the household sector 19. We see that the largest number of Trussell Trust foodbanks is in the West Midlands County, but that this also has the largest population. Considering this, we see that West Midlands County has the lowest numbers of Trussell Trust Foodbanks and parcels per head of the region. It also has the lowest GDHI, but with the largest standard deviation. This means that the disposable income average is lower than the other areas but that the numbers with higher or lower disposable incomes is very high. Warwickshire is both the most prosperous area and has the highest number of Trussell Trust foodbanks per head and the largest number of food parcels per head.

This report aims to contribute to the knowledge base about food poverty in the West Midlands region, by exploring the open questions in the region and the potential for collaborations between researchers, policymakers, front-line

 $^{{}^{18}\}underline{\text{https://www.ons.gov.uk/people population}} at ionestimates analysis tool$

¹⁹https://www.ons.gov.uk/economy/regionalaccounts/grossdisposablehouseholdincome/datasets/regionalgrossdisposablehouseholdincomebylocalauthoritiesbynuts1region



workers and experts by experience to identify, investigate and implement relevant solutions.



RESULTS

The workshop participants were asked a series of 5 questions:

- 1. What is going on now In terms of action?
- 2. What don't we know?
- 3. What are the food security issues specific to the Midlands?
- 4. What needs to Change
- 5. What actions do we need and why?

We discussed whether these represented all the questions we should be asking and all agreed there were no questions we were neglecting. Here follows a summary of the discussions of the five questions. The main themes are summarised in a graphic and the detail is given in text following. The full details of what was written at the workshop is in the appendix.

QUESTION 1: WHAT IS GOING ON NOW IN TERMS OF ACTION?

1.1 A LOT OF WHAT IS ALREADY GOING ON IS HIDDEN

Much provision is community based and can therefore remain 'under the radar'. It is not necessarily badged as emergency or charitable food provision, either; for example, food can be provided through schools, or through charities such as the YMCA. This goes undocumented, meaning we are unable to understand fully the extent of the problem. This is especially a problem when we consider rural areas and the additional barriers of access, transport, and availability this brings. Stigma is also a particular problem in rural areas, as people may be more likely to refrain from accessing support as the people providing provision may actually be a neighbour. In smaller communities, remaining anonymous is harder.

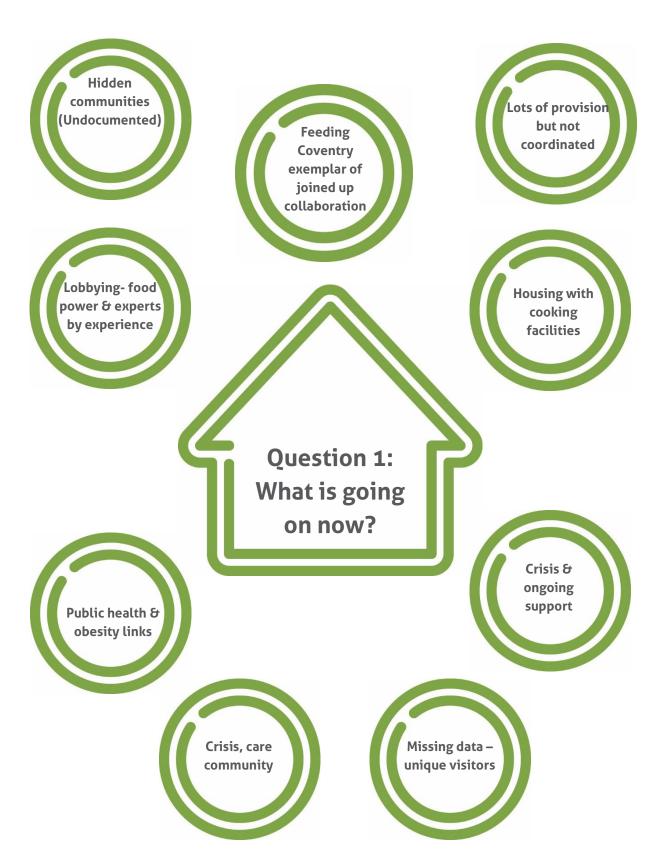
1.2 THERE IS A LOT OF PROVISION, BUT IT IS NOT COORDINATED

There was a real sense that there is a lot of provision already available in the Midlands, but this is not always joined up. A good example of joined up provision is Feeding Coventry, an independent charity working towards a hunger-free Coventry by 2020 and the development of sustainable and just food policies. Feeding Coventry²⁰ is made up of community organisers, academics, City Council representatives, and local business people. Since 2016, the group have been developing local projects designed to prevent and relieve hunger, and to support reforms at a national level to reduce the nation's vulnerability to hunger. Other

²⁰ https://www.coventrypartnership.com/feeding-coventry/



QUESTION ONE: WHAT IS GOING ON NOW?





examples of joined up working include 'Resilience'²¹, a ground-breaking project for Coventry Trussell Trust foodbank, working in partnership with Coventry Citizens Advice Bureau. The project aims to respond to the projected increase in footfall into the foodbanks due to the arrival of Universal Credit in Coventry. But what further links might be usefully be forged, and how, at a local, regional, or national level? A common theme that emerged was that more could be done to ensure a full awareness of what is being provided, where, and by whom. But this needs resourcing.

1.3 THERE IS A DIFFERENCE BETWEEN CRISIS SUPPORT AND LONG TERM, ONGOING PROVISION

Some organisations, such as Trussell Trust, are provided emergency, crisis provision to people in poverty. Other organisations are more focused on offering long term provision, for example, the establishment of social supermarkets in Coventry²² are badged as being an option for people who are in work and struggling with poverty. This could be further broken down into: Crisis, Care, and Community, as the Food Power Sandwell 2019 Action Plan²³ suggests:

- Crisis: emergency food provision (e.g. food banks and Local Welfare Provision vouchers)
- Care: targeted services (e.g. free schools meals, holiday hunger clubs)
- Community: universal services that are open to all (e.g. community lunches, school breakfast clubs).

1.4 THERE IS A LOT WE DON'T ACTUALLY KNOW IN TERMS OF DATA AND USAGE OF CHARITABLE FOOD

At present, the only reliable data we have is provided by the Trussell Trust. Aside from this, how do we know who is using emergency food provision repeatedly, and what is the true scale? Although Sabine Goodwin of the Independent Food Aid Network (IFAN) has done important work in terms of mapping the scale of independent food banks across the UK. However, we do not have data on who is using them, and how many times they are using them.

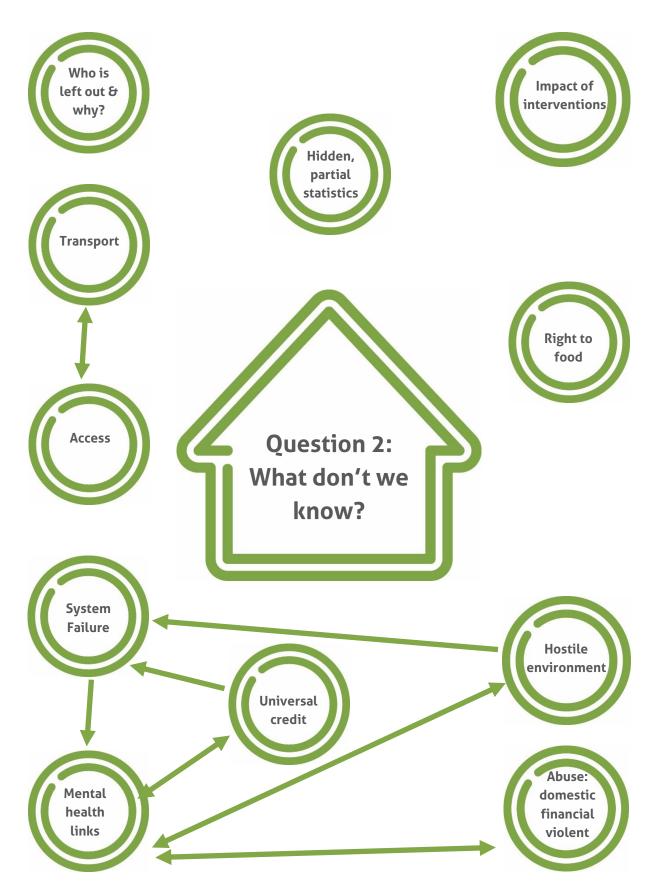
²¹ https://www.coventrycitizensadvice.org.uk/project/resilience/

https://theconversation.com/how-social-supermarkets-are-filling-a-gap-in-austerity-britain-99705

²³ https://www.sustainweb.org/resources/files/reports/SANDWELL Food Power Action Plan 7 .pdf



QUESTION 2: WHAT DON'T WE KNOW?





The groups discussed a number of gaps in knowledge about food poverty in the West Midlands region, these discussions were broadly grouped into the hidden nature of the problem, the complex interrelated issues which exacerbate food poverty and insecurity, the technical processes around alleviating food poverty, the structural issues surrounding food poverty, and finally the future issues for food poverty in the region. They are discussed under the following eight questions which need to be explored.

2.1 HOW MANY PEOPLE ARE ACCESSING FOOD AID IN THE REGION?

There is some evidence from service providers such as the Trussell Trust and Fareshare about the extent of food poverty in the region²⁴ and participants who were involved in food banks brought data from their own food banks to supplement the discussions at the workshop. However, there is still a lack of consistent and reliable overall data for the region, with many gaps in the understanding of the extent of the issue of food poverty. There is publically available data from the Trussell Trust, but participants felt that there was a need to ensure that IFAN foodbanks are also included in the conversation.

There was also discussion about the need to know how many were unique foodbank users, and how many were repeat visits, and whether people were accessing multiple sources of food aid. It is not possible currently to know how many people in total (including dependents) are reliant on emergency food provision in the region, and this was considered to be a key knowledge gap.

2.2 WHAT ARE THE DEMOGRAPHICS OF FOOD BANK USERS IN THE WEST MIDLANDS?

There is also a need to be able to 'dig behind' the data, to understand which groups of people use foodbanks, as well as who is left out of foodbank provision. Personal experience suggests that certain groups can be disproportionately less likely to access food banks. Elderly people may have barriers to accessing food banks, as well as asylum seekers, and other migrants with no recourse to public funds, but there is little research into this in the region. It was recognised that food poverty impacts different people in different ways, and there are particular groups who are particularly vulnerable to food poverty, but again, identifying these risk factors was a gap in knowledge. For those who were able to access foodbanks, the reasons that they were using them was also only partially known.

²⁴ Gilbert, S. and Segger, M. (2018) Shame of Coventry's hungry kids - Thousands struggle for food during summer holidays *Coventry Telegraph* 1st August, 2017 Available at: https://www.coventrytelegraph.net/news/coventry-news/shame-coventrys-hungry-kids-thousands-13413652



Although the impact of Universal Credit was frequently mentioned, it was thought that there were other, more hidden reasons which had been less investigated, such as the impact of domestic violence, financial abuse, or social capital.

2.3 WHAT FOOD RESOURCES ARE AVAILABLE BEYOND FOOD BANKS?

Participants felt that the problem of food poverty in the West Midlands was wider than the numbers of people who access food banks and other emergency food provision. Furthermore, although most available data relate to food bank provision, there are independent foodbanks, as well as a larger group of organisations who refer to food banks, as well as other groups which assist with food on a formal or informal basis, including 'Places of Welcome' and other community and faith organisations. There is a need for mapping food resources in the region to enable better access to and distribution of food.

The data gaps were thought to be widest in rural areas, and participants thought that there was a big difference between experiences of food poverty in city and town in the region, which needed to be explored. Those from rural areas thought that there was extensive food poverty in rural areas, but the problem was more hidden than in urban areas of the West Midlands. This links to 1.1.

2.4 HOW DO WIDER FACTORS IMPACT ON FOOD POVERTY?

Another frequent theme was the need to move beyond food to discuss the wider context in which food poverty and food insecurity exist, and to see food poverty as a public health issue in the region.

Issues of stigma and shame were considered to make food poverty worse, and there was discussion about whether there was a correlation between media narratives and peoples attitude to foodbanks which needed further investigation²⁵.

The relationship between transport and food poverty was discussed where people (such as those without access to cars, and people in rural areas) struggled to access cheap food, but the extent of this problem, and the potential solutions were under researched. Other interconnected factors were raised, such as housing and accommodation, particularly where there was temporary housing, or where housing was inadequate and overcrowded, or did not have suitable cooking facilities [Barons Kleve minimum food equipment standard]. The link between mental health and food poverty was also thought to be a problem which had been little explored, participants were able to give examples of suicides

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²⁵ [see Price et al 2019, to appear].



where food poverty was thought to be an factor in exacerbating existing mental health conditions. Similarly, insecure employment and low pay was thought to cause or worsen food poverty, so solutions and regional strategies needed to be designed to take into account the wider regional context of factors beyond food. Volatility of incomes was found to be a challenge in USA²⁶, and insecure, zero hours contracts are likely to impact through a similar mechanism.

There were issues of system failure and policy problems in the region which exacerbated issues of food poverty and needed to be better understood. As mentioned in 2.2, the issue of Universal Credit was commonly mentioned, and although issues around the immediate implementation of Universal Credit are well known, the impact in both the medium and long term was thought to be important to understand.

Others had experienced the impact of the 'hostile environment' for immigrants²⁷ through policies such as the 'no recourse to public funds' (NRPF) rule which prevented people from accessing social security benefits and increased the risk of food poverty.

Other systemic issues which were thought to be useful areas for future investigation were the link between supermarket chains who have foodbank boxes in their stores, and the extent to which there was a profit, or economic value for supermarkets to work with foodbanks. Some supermarket employees need to use foodbanks to manage, highlighting the need to a truly living wage²⁸. A right to food strategy which brought these factors together was thought to be an important contribution to a response to food poverty in the region.

2.5 HOW EFFECTIVE ARE FOOD POVERTY INTERVENTIONS?

Another knowledge gap identified was the impact of food poverty interventions – how effective are they at reducing food insecurity and why? There was thought to be a need the development of frameworks for measuring and evaluating food bank interventions.

Finally, there was thought to be a need to see beyond food aid to other means of support such as microfinance and access to credit. Good practice was seen to be a useful source of learning which had to date been under utilised. Mariana Chilton's

²⁶ https://spe.org.uk/reading-room/book-reviews/the-financial-diaries/

²⁷ Consterdine, E. (2018) Hostile environment: the UK government's draconian immigration policy explained *The Conversation* https://theconversation.com/hostile-environment-the-uk-governments-draconian-immigration-policy-explained-95460

²⁸ https://www.newstatesman.com/politics/economy/2017/03/meet-supermarket-worker-food-bank-youre-working-theres-nothing-back



work at the Center for Hunger-Free Communities at Drexel University^{29 30} was given as an example of good practice from the US.

2.6 HOW CAN PROCESSES BE IMPROVED?

There was discussion about the need to understand and improve the processes around the delivery of emergency food aid in the region. The voucher system for food banks needed investigation to explore how accessible it is as a means of delivering food aid, and possible alternatives.

The possibilities for testing technological solutions to food distribution, such as being able to access information about food availability, and trialling the use of phone applications to deliver food aid was discussed. However, there were issues with data and information sharing on an individual level and more understanding needed on ensuring GDPR compliance. Nonetheless, access to individual information if targeted and joined up interventions on food poverty could assist in reducing hunger in the region.

2.7 WHAT IS THE LINK BETWEEN FOOD INSECURITY AND HEALTHY EATING?

Participants thought that the issue of healthy eating was poorly understood in the region - participants wanted to know what the influencing factors were about shopping and cooking in a healthy way, and the development of vegetable preference in children. The impact on food waste and the expense of food when children were developing taste preferences for vegetables were also issues for investigation.

2.8 WHAT ARE THE FUTURE ISSUES FOR FOOD POVERTY IN THE REGION?

Finally, participants discussed moving beyond the short termism in food poverty interventions in the region, which have so far focused around crisis responses, and to think about longer term strategies – to predict and respond to what the food landscape will look like in the region in 20 years' time.

This was thought to be urgent as participants who were involved in food banks had already noticed a second generation of food poverty, where young adults who had first accessed food bank provision as children themselves, were now in some cases now beginning to access food banks with their families.

²⁹ Ettinger de Cuba, S. et al., 2019. Loss Of SNAP Is Associated With Food Insecurity And Poor Health In Working Families With Young Children. *Health Affairs*, 38(5), pp.765–773. Available at: http://dx.doi.org/10.1377/hlthaff.2018.05265.

³⁰ Sun, J. et al., 2016. The Building Wealth and Health Network: methods and baseline characteristics from a randomized controlled trial for families with young children participating in temporary assistance for needy families (TANF). *BMC Public Health*, 16(1). Available at: http://dx.doi.org/10.1186/s12889-016-3233-4.







The Midlands is a mix of both urban and rural areas, containing the vast cities of Birmingham and Coventry, as well as more sparsely populated rural counties. Both urban and rural areas have their own specific challenges concerning food security, and these are summarised below. What is common to Birmingham, Coventry, and other areas in the Midlands, is the loss of traditional employment of heavy industrial work and manufacturing. This has contributed to poverty and a loss of identity.

3.1 BIRMINGHAM

Birmingham's total population is 1,137,100. 64.3% of people are of working age, 22.8% are children, and 12.9% are pensioners³¹. Birmingham contains the youngest population of any city in the UK. However, 56.4% of Birmingham's population live in areas which are amongst the 20% most deprived in England³². Birmingham is also a super-diverse city with a large, diverse mix of ethnic groups and languages. In the latest Census (2011), 42.1% of Birmingham's population are black and minority ethnic groups³³. The longer established minority populations combined with the arrival of migrants from different countries has resulted in super-diversity. People have different cultures, faiths, identities, languages and immigration statuses. Super-diverse populations are often dispersed rather than clustered in one geographic location. Vertovec³⁴ describes in detail the different variables and the complexity which contributes to super-diversity. However, this super-diversity has implications for policy. Policymakers need to understand the differences in the population and develop policies which work for all.

Birmingham also has some of the largest health inequalities in the country. The causal map of obesity shows a highly complex, interconnected picture³⁵. Food security is associated with obesity, but the causal mechanism is unknown. Malnutrition and obesity are identified as part of Birmingham's health inequalities, with the number of children aged 4-5 years classified as obese standing at 11.4%, with this rising to 24.6% for those aged 10-11 years (2). Child poverty and infant mortality are some of the highest in the country. Infant

³¹ Birmingham City Council. *Birmingham population* [Online]. Available at: https://www.birmingham.gov.uk/info/20057/about_birmingham/1294/population_and_census/2 (Accessed 15 May 2019).

³² Birmingham City Council. *Birmingham health profile 2017 to* 2018 [Online]. Available at: https://www.birmingham.gov.uk/downloads/file/9861/birmingham_health_profile_2017_to_2018 (Accessed 15 May 2019)

³³ Birmingham City Council. *Birmingham health profile 2017 to 2018* [Online]. Available at: https://www.birmingham.gov.uk/downloads/file/9861/birmingham_health_profile_2017_to_2018 (Accessed 15 May 2019).

³⁴ Vertovec, S. Super-diversity and its implications. *Ethnic and Racial Studies*. 2007;30:1024-54.

 $[\]frac{35}{\text{https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment data/file/295154/07-1179-\underline{obesity-building-system-map.pdf}}$



mortality stands at a rate of 7.5 per 1,000 live births compared to the national rate of 3.9. 32.9% of children live in poverty, with this number increasing to 42.5% for those living in the Ladywood district (2).

3.2 COVENTRY

Coventry's population is 353,200, and over the last five years it has become one of the fastest growing populations in the country. It is a young city with 14.6% of the population aged 18 to 24 and 35.1% of the population aged 25 to 49³⁶. However, 17.2% of adults and 25% of children (5) in Coventry live in areas which are amongst the 10% most deprived in England. 16,100 children (21%) live in low-income households³⁷, and the number of children aged 10-11 years classified as obese stands at 24.2%³⁸.

3.3 RURAL LOCATIONS

As well as having large conurbations, the Midlands also consists of rural counties. Shropshire for example, has a total population of 311,400. 5% of this population live in the 20% most deprived areas in England. Around 35% of the population live in villages, hamlets or other dwellings in the countryside whilst the remainder live in towns³⁹. Due to the rural nature of Shropshire, transport is required in order to access employment, and goods and services outside of the main towns. Declining bus services due to funding cuts by local councils creates problems for those without their own transport, as employment becomes inaccessible. Lack of public transport also affects the ability to access foodbanks when emergency assistance is required.

3.4 LOCAL FOOD GROWING

The rural counties located in the Midlands could potentially be used for local food production. This locally produced food could then be transported to the conurbations. For example, Growing Communities in Hackney, London, advocate for local community growing which fits within a food zone system. There is no indication that gardening for food protects households from food insecurity⁴⁰. Conventional farming takes places in the countryside in the outer zones, whilst local community growing schemes assist by growing salad crops and other

³⁶ Coventry City Council. *Facts about adults in Coventry* [Online]. Available at: http://www.coventry.gov.uk/downloads/file/27166/facts about adults in coventry (Accessed 15 May 2019).

³⁷ Coventry City Council. *Facts about children in Coventry* [Online]. Available at: http://www.coventry.gov.uk/downloads/file/27167/facts about children in coventry (Accessed 15 May 2019).

³⁸ Coventry City Council. *2018 Coventry Health Profile* [Online]. Available at:

http://www.coventry.gov.uk/downloads/file/27612/2018 coventry health profile (Accessed 15 May 2019).

³⁹ Shropshire Council. *Shropshire Economic Profile* [Online]. Available at: https://shropshire.gov.uk/information-intelligence-and-insight/facts-and-figures/employment-and-economy/ (Accessed 15 May 2019).

⁴⁰ https://proof.utoronto.ca/resources/fact-sheets/#foodskills



perishable items, close to urban centres, in the inner zones. Farmers are directly connected to the urban communities they supply, and citizens are provided with seasonal fruit and vegetables⁴¹.

Birmingham is part of the Sustainable Food Cities Network. Sustainable cities and producing food in a more sustainable manner can be a potential solution to addressing some food problems. The Sustainable Food Cities Network focus on six key issues. These are:

- 1) Promoting healthy and sustainable food to the public;
- 2) Tackling food poverty, diet-related ill health and access to affordable healthy food;
- 3) Building community food knowledge, skills, resources and projects;
- 4) Promoting a vibrant and diverse sustainable food economy;
- 5) Transforming catering and food procurement;
- 6) Reducing waste and the ecological footprint of the food system⁴².

This is by no means a complete answer in addressing food poverty. Nevertheless, it does encourage conversations surrounding food insecurity.

One problem arises with urban growing in particular areas. The use of land for heavy manufacturing has resulted in contaminated land in certain locations. This relates to brownfield land associated with long-term industrial use. Soils require testing for contamination to establish if remedial measures need to be taken. Hydrological investigations are also essential to ensure contamination from adjacent polluted sites are not carried by groundwater into growing sites. Until these actions are taken, it is not possible to grow crops on brownfield sites.

3.5 CONCLUSION 3

Whilst several positive benefits of local food growing are acknowledged, many of the issues outlined above relating to Birmingham, Coventry and rural locations in the Midlands, can only be addressed by government interventions. These interventions need to tackle the factors creating these problems. Administrative delays in the benefits system, benefit sanctions, Universal Credit, precarious, low paid work, and zero hour contracts all play their part. Lack of money and access to

⁴¹ Growing Communities. *The Food Zones* [Online]. Available at: https://www.growingcommunities.org/food-zones (Accessed 20 May 2019).

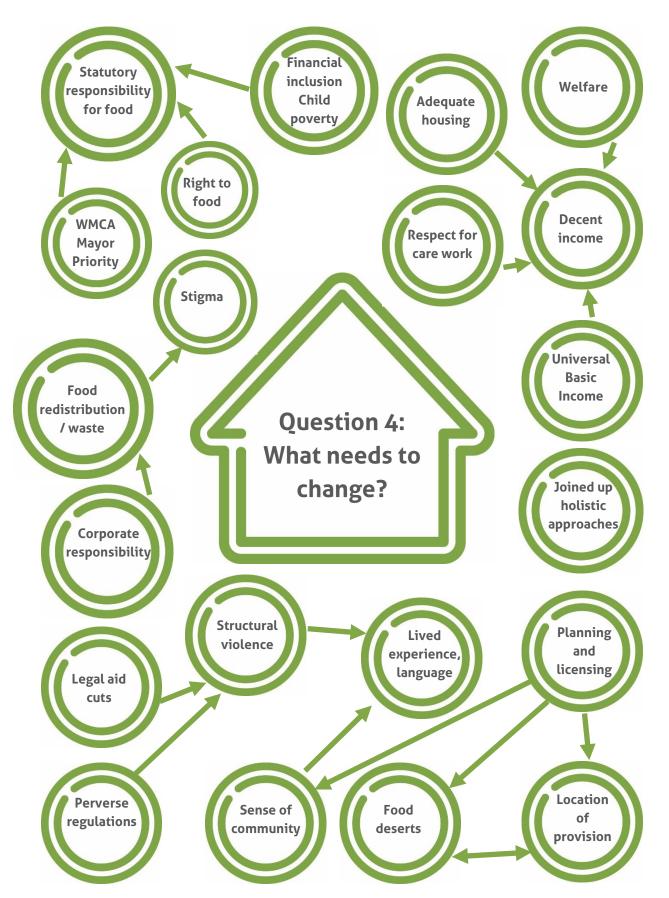
⁴² Sustainable Food Cities. *Key issues* [Online]. Available at: http://sustainablefoodcities.org/keyissues (Accessed 20 May 2019).



affordable and nutritious food affect the ability of people to eat healthily, and in certain cases, to eat at all. These are national issues as well as being prevalent in the Midlands. The intersection with mental health see 2.4.



QUESTION 4: WHAT NEEDS TO CHANGE?





"Question 4: What needs to change?" followed on naturally from the discussions of the previous question which identified challenges.

4.1 MEASUREMENT OF FOOD POVERTY

Regular, consistent measurement of food poverty is essential to understand the scale of the problem and provide evidence that strategies are working. In Canada and the USA, where this is done, particular demographies who are particularly vulnerable or particularly resilient have been identified, which aids in the design of interventions⁴³ ⁴⁴.

4.2 DECENT INCOME

Recognising that the only known strategy to reduce food insecurity successfully is income, calls for a decent income were felt to be of first importance. Some dimensions of income were a genuinely living wage, welfare, adequate housing including access to a minimum cooking and food preparation facilities / equipment, respect for care work as real work and the potential to trial a universal basic income. The is a need for the poor, like everyone else, to have enough money for adequate living standards, including a healthy diet, and the ability to make choices about their lives. The 5-week-wait for transfer on to Universal credit must be removed immediately and benefits paid throughout the transfer period. In addition, benefits must be a genuine last defence against hunger, and this will have implications for benefit levels. There should be support for getting into work, e.g. for those with mental and physical health challenges. There should also be support for those facing linguistic and cultural barriers.

4.3 STATUTORY RESPONSIBILITY

There is no statutory responsibility for household food security at present; the nearest is the local authority responsibility for financial inclusion and child poverty. Some suggestion that the West Midlands Combined Authority (WMCA) mayor should have this as one of their responsibilities. It was noted that the recent Extinction Rebellion (XR) protests had made an immediate effect on the priority given to climate change in the government's agenda, so some sort of action might bring food security up the agenda. The use of planning and licensing regulations could be used for good in tackling areas that could be considered food deserts/ fat swamps⁴⁵. If new developments could be given permission with

⁴³ https://proof.utoronto.ca/resources/fact-sheets/#publicpolicy

https://www.ers.usda.gov/topics/food-nutrition-assistance/food-security-in-the-us/interactive-charts-and-highlights/ Characteristics of U.S. households with food-insecure children; Food insecurity and very low food security by education, employment, disability status, and SNAP participation

⁴⁵ https://www.healthline.com/health-news/combat-food-deserts-and-food-swamps#3



strings attached (e.g. a new school / road), then surely a new supermarket could be granted permission on condition that it also opens a store in an underserved area. Similarly, where residents on low incomes' most rational choice (in terms of full stomachs and no waste, no cooking costs, etc.) is to buy from one of many local takeaway outlets, perhaps planning could encourage on fresh food outlets and restrict numbers of low-nutrition fast food outlets. One idea is to change the price differential between healthy and unhealthy diets through the tax a subsidy system.

4.4 STRUCTURAL VIOLENCE

Structural violence refers to any scenario in which a social structure perpetuates inequity, thus causing preventable suffering⁴⁶. Many examples of structural violence were identified which keep households stuck in food insecurity. In addition to the welfare cuts and the 5-week-wait for transfer on to Universal credit, reductions in access to legal aid and the closure of children's centres were identified as structural violence. Access to legal representation should be restored, and appropriate support for children and their families should be a priority to halt and reduce long-term harms. Welfare should support family life and so should the tax system – currently particularly burdensome for single-earner families⁴⁷. Incentive structures lack a moral framework and can lead to perverse regulations which lack compassion. Stigma surrounding the uptake or delivery of free school meals prevents access. Similarly, cuts to meals services for the elderly have led to increasing malnutrition in the elderly⁴⁸.

4.5 JOINED-UP, HOLISTIC APPROACHES

Feeding Coventry was felt to be a great exemplar of joined-up approach, encompassing food banks, YMCA, CAB, academics, community cafés, growing initiatives, etc. It curates a web page where food providers can give details of opening hours. Key challenges that need to be tackled are:

- Food deserts
- Location of provision
- Lived experiences
- Stigma "waste food for unwanted people"
- Press and political narratives around food poverty
- Exit strategy for food banks⁴⁹

⁴⁶ https://www.thoughtco.com/structural-violence-4174956

⁴⁷ https://www.telegraph.co.uk/women/mother-tongue/8365211/Britain-worst-place-for-tax-burden-on-single-earner-families.html

⁴⁸ http://www.malnutritiontaskforce.org.uk/resources/malnutrition-factsheet/

⁴⁹ https://theconversation.com/successful-failures-the-problem-with-food-banks-86546



4.6 CORPORATE RESPONSIBILITY

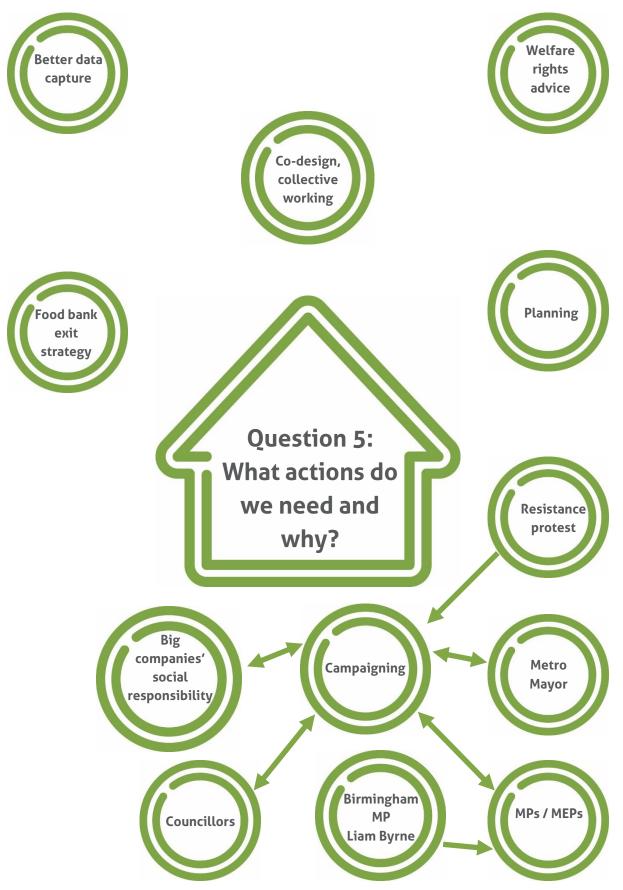
A key opportunity might be tapping in to 'Corporate Responsibility' within large companies. However, this needs to be handled carefully as donating to Food Banks benefits the reputation of supermarket chains as good corporate citizens, distracting attention away for low wages paid to their workers and full shelf strategies which produce food waste⁵⁰.

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⁵⁰ https://www.theguardian.com/society/2019/mar/24/food-banks-are-no-solution-to-poverty



QUESTION 5: WHAT ACTIONS DO WE NEED AND WHY?





5.1 BETTER DATA CAPTURE

We discussed the need for statistics to fully represent the scale of the problem. This was related not only to how many people are using independent food aid, but also to the number of repeat visitors. For example, is it that each year we are seeing hundreds of thousands of new visitors to Trussell Trust foodbanks, or are people making repeat visits?

5.2 CO-DESIGN AND WORKING WITH EXPERTS BY EXPERIENCE

Linked to data capture, the importance of capturing more data from people who are experts by experience was also raised. Some good examples of this can be seen in the work of Food Power Sandwellⁱ. In involving experts by experience in planning and decision making, the principles of dignity, sustainability and empowerment should be key. This can also allow for peer learning and support between alliances, projects, and individuals.

5.3 WELFARE RIGHTS ADVICE

As mentioned above, the 'Resilience' project is being undertaken in Coventry, but overall more welfare rights advice was considered a priority. This is particularly important given the ongoing issues with Universal Credit, which include a 5 week waiting period, maladministration and issues of digital literacy.

5.4 DO WE MAKE BIGGER AND BETTER FOOD BANKS, OR DO WE WANT TO SEE AN END TO THEM?

Nationally, the Trussell Trust have spoken about their desire for a food bank exit strategy. Questions were raised over what that actually looks like in practice – does this mean rebadging food banks as something else? The difficulties in achieving this were also raised, given the need for food banks that is growing year on year.

5.5 CONTACT WITH MPS, COUNCILLORS, METRO MAYOR - LOBBY THE RIGHT PEOPLE

Contacting and lobbying people in the Midlands who may be able to include issues of food insecurity in their priorities was highlighted as a key issue. For instance, Liam Byrne MP launched a 'Winter of Compassion' campaign to help Midlands' residents raise food donations for their local foodbanks., suggesting this is an issue he may be able to be engaged on. The importance of reaching out to local councillors was another suggestion, and something that is particularly relevant currently.



5.6 MORE CAMPAIGNING

There was a sense that more campaigning was needed going forward, to show that accepting the current situation of food poverty in the Midlands, and indeed the UK, is not acceptable. There are already examples of this, as can be seen in the Trussell Trust's campaigning, and the work by organisations such as End Hunger UK and Food Power. This could be based around the principle that food poverty being a collective social responsibility. Discussions were also had around the concept of a Right to Food, which is defined by the United Nationsⁱⁱ as:

"the right to have regular, permanent and unrestricted access, either directly or by means of financial purchases, to quantitatively and qualitatively adequate and sufficient food corresponding to the cultural traditions of the people to which the consumer belongs, and which ensure a physical and mental, individual and collective, fulfilling and dignified life free of fear."

Campaigns should also focus on the right to good food, and should be concerned with the issue of food waste. The idea that solving food waste by redistributing it to people accessing emergency food was challenged, and needs further attention.



SUMMARY

This workshop identified some common themes around the need for the need for accurate, consistent measurement of household food security, a joined-up approach to tackling household food security and the need for a statutory responsibility for household food security. The need for a genuinely living wage as a minimum wage and a benefits system which was true to its founding principles and provided a robust last line of defence against hunger and malnutrition is key. Issues particular to the Midlands include the young age of the population, including large communities of students in the region's universities and colleges. The Midlands also has super-diversity, where people of different faiths, identities, languages, and immigration statuses live geographically dispersed within the Midlands, which presents challenges to designing policies that work for all. Many parts of the Midlands have significant challenges with respect to health inequalities, including child poverty and infant mortality. The Midlands also has a large agricultural hinterland, which offers the possibility of local food production and reducing food miles.

The Midlands offers both challenges and opportunities in household food security and related challenges. It is the hope of the FARM steering group that the academics, campaigners, form line workers, experts by experience e and policymakers will collaborate to tackle the evidence gaps and devise evidence-based strategies to lift all households out of food poverty.



APPENDIX

Comments made on the flip charts and post-it notes at the workshop

QUESTION 1

PINK GROUP

- Homeless in the park, sofa surfers, hostels, asylum and undocumented migrants, prison leavers, sanctioned people – meet at specific location 3-4 times a week.
- Violence undocumented children.
- Allotments can't sell food foodbank link, TT and allotment association.
- Where do homeless, asylum and migrants get lunch? Coventry
 Junk Food Project, Sikh temples, City Council, Jesus Centre
 Café, Salvation Army (only Tuesday).
- No cooking facilities.
- Fake homeless tend to be during the day.
- Fare Share Coventry.
- Community supermarket in Coventry.
- Sustaining addictions? Complex issues.
- Mum refusing food from school because she was dieting.
- Streets belong to 'gang' and join in drug traffic (streets are not free). Fast support important.
- Coventry foodbanks 17 outlets, open 7 days a week, 22,000 people a year. Low income, Universal Credit, in work poor pay, insecure, and zero hour contracts. From 1 October 2018, 30% increase following Universal Credit rollout.
- Public health, prevention, social services, unemployment support, social prescribing, infant school meals, workplace health, J.A.M., holiday hunger, free school meals, breakfast club, Edible Links in Warwickshire, carbon footprint. Obesity links to poverty – increased over year, less activity, traffic pollution.
- Links between the streets and hostels.

- Immediate emergency provision.
- Medium and long term initiatives.
- Lots of things going on but how joined up?
- More than just foodbanks!
- Birmingham Financial Inclusion Partnership.
- Scale of where do we start? Local/ward level?
- Issues of access and rural areas.
- Lots of 'hidden' provision and initiatives.
- Free meal programs via homeless charities.
- Feeding Coventry Partnership (1) Steering Group, (2) different programs.
- Social Supermarket (Foleshill) coming up. Working poor.

RED GROUP

- Trussell Trust and independent foodbanks. Coventry, Birmingham, Sandwell, Dudley, Bridgenorth (clients supported longer term), Walsall.
- Differences in rural and urban access.
- Sandwell crisis responses 16 foodbanks, 2 soup kitchens, 1 emergency 24/7 food parcel delivery.
- Birmingham increase in foodbank use as a result of Universal Credit.
- Walsall foodbanks, homeless shelters, soup kitchens.
- Bridgenorth Foodbank 1 day a week, emergency food parcels rest of the week. Support worker every Monday. Debt help. Mental health support.
- Foodbank use over winter 2017, increase of 50% in Dudley. In January March 2019, increase in children by 30% on 2018.
- Varied local welfare provision over different areas. Dudley credit union loan system.
- Dudley Recovery Café for addicts. Community meals for elderly.
- B30 Foodbank / Cotteridge Church (holiday hunger) holiday club for local children and their parents/guardians.
- Sandwell summer holiday lunch clubs, weekly/monthly lunch clubs for refugees/asylum seekers, Healthy Start vouchers, Fare Share.
- Social prescribing but people have to pay!
- Bridgenorth Foodbank looking after clients for as long as necessary even if it's for months/years. Working with the support worker, buying things needed e.g. wheelchair.
- Welfare rights varied debt advice and budgeting, DWP varied.
- Community allotments and orchards.
- Crisis, care, community.
- Places of welcome, community lunches, breakfast clubs (schools),
 Food Power Action Plan, Sandwell Fit Fittle Campaign.

- (A) Food provision emergency collection and distribution.
- (A) Food banks, diverting food waste e.g. Junk Food Project, Fare Share.
- (B) Lobbying/campaign work.
- (B) Trussell Trust, Coventry Citizens Advice, Feeding Coventry.
- (C) Policy work reviews/initiatives, legal statutory delivery.
- (C) Childhood obesity (Birmingham Council), public health agenda food insecurity, anti-poverty, welfare reform (Universal Credit).
- (D) Community activity.
- (D) Collection/distribution of food donations, informing the debate.



QUESTION 2

PINK GROUP

- Mental health provision.
- How much hunger is hidden?
- The move towards insecure employment and how paid?
- What interventions (Mariana Chilton's microfinance)?
- Race
- Hostile environment mental health, NRPF.
- People who are challenging negative Home Office decisions and have no access to any benefits.
- Complex interaction of social impacts leading towards poverty.
- Migrants with no resource to public fund (NRPF).
- System failures.
- Newly recognised refugees.
- 28 days to move from paid for accommodation.
- Bizarre regulations e.g. 5 week / months affecting benefits.
- Incentive structure? Does corruption drive poverty?
- Food access in 20 years?
- Which groups of people?
- Short-term ISM. How to move to long-term strategies?
- Interventions that work?
- Access to credit? How much credit? How important?
- What systems work well in other countries?

- Understanding statistics for foodbanks. Repeat or new users? 1 million in 2018, 2 million in 2019 = 3 million?
- Demographics of foodbank users?
- IFAN Network data.
- 2nd generation of food insecurity?
- Temporary/community response.
- Area deprivation.
- Terminology how we frame it.
- (1) Statistics, (2) purpose, (3) experiences.
- Who aren't using food banks or provision?
- How many people are reliant on food provision?
- Issues of stigma and shame (sensitive).
- Issues in sharing information (GDPR).
- Housing and accommodation.
- Public health issues.
- Food and identity.
- Right to food.
- Local welfare provision.

RED GROUP

- Medium and long term impact of Universal Credit.
- Rural, towns, and cities differences. Rural is huge but it is hidden and isolated.
- Link between food poverty and mental health. Some cases of suicide.
- Elderly people: access barriers to food banks.
- Domestic abuse and control how this links to food poverty.
- How do people shop and cook (learn to do that) in healthy way?
- The cost of children developing taste preferences of vegetables – need to be able to afford food waste if veg rejected by child (USA study – Daniels).
- What is the profit/economic value of the supermarkets who have foodbank boxes or coordinating with foodbanks?
- Correlation between media and people's attitudes to foodbanks.
- The difference between projects being targeted and encouraging inclusion benefits of people mixing.

- Technological solutions phone app.
- Mapping food resources (access to food), distribution of food.
- Information access and rights to surplus food on an individual level.
- Reasons why people/individuals attend a foodbank.
- The support and help required by client profiling (nonfood items).
- Measuring and evaluating foodbank intervention.
- Hidden foodbanks / referral services to foodbank/welcome centres.
- Processes foodbank voucher system and non-voucher system accessibility.



QUESTION 3

PINK GROUP

- Apathy
- Red tape bin dispute, schools (better in London).
- Systems i.e. plenty of food but people starving.
- Lot more need employment like Northwest.
- Expired food from food bank.
- Food systems plenty of production, local food production.
- Midlands traditional manual work disappearing.
- Holistic interventions joined up thinking, lack of communication between services, issues centred rather than people centred.
- Overlooked London centric view.
- CWMA fear money will go to Birmingham.
- No remit for food security (child poverty, financial inclusion).

GREEN GROUP

- West Midlands Combined Authority homelessness not food.
- No mandatory responsibility for food.
- Food supply chains.
- Joining up assets.
- Disconnect between food and sources.
- Rural/austerity.
- Transport cuts isolation.
- Gig economy, precarious employment.
- Child poverty.
- Food education and tradition.
- Equipment (cooking).
- One A & E for an area 4X size of Greater London.
- Birmingham youngest population in Europe.
- Decline of manufacturing.
- Health/obesity and deprivation.
- Inequalities.

- Transient populations in some areas implication of people not having family support networks.
- Transportation, distance and cost.
- Holiday and access issues.
- Referral system is not only about foodbanks. Also a lot of paperwork.
- Rural areas poor transportation.
- Decline in many industries increase in unemployment rate and poverty.
- Availability of foodbanks in villages and rural areas.
- Saturation of the provision can lead to entitlement.
- Quantity of fast food outlets.
- Lower than average income (lower than national average).
- Zero hour contracts.
- Pockets of poverty.
- Contaminated land in de-industrialised areas means cannot grow food for sale.

- Urban/rural split.
- Super-diversity and young population.
- New communities.
- Better access to surplus food.
- Food poverty not a priority currently for WMCA.
- Hidden poverty for rural areas.
- Disparity/inequality in health and wealth.
- Not joined to work collaboratively together.



QUESTION 4

PINK GROUP

- Someone responsible and accountable for ensuring food security (like child poverty). Taskforce.
- National focus.
- Regular proper measurement of food poverty.
- Employment quality of life in work. Real living wage.
- Respect for care work (mothers/others).
- Support for getting into work mental health and other health.
- Incentive structures / moral framework (perverse regulations, no compassion).
- No one is healthy without a family.
- Long-term planning.
- Welfare support for family life.
- From cost cutting to healthy nation.

- Right to Food definition.
- Government responsibility e.g. children's needs.
- Decent income to make choices.
- Corporate responsibility and role.
- Living wage!
- Universal Credit.
- Increase in social housing.
- Subsidising healthy food.
- Higher price unhealthy food?
- Food industry regulation.
- Regulation and taxation.
- Education for school children re: food.
- Joined up services/provision.
- Local councils to enable umbrella organisations.
- Wolverhampton for Everyone Alliance.
- Learning from best practice e.g. Leeds.
- Media and stigma.
- Language and communicating issues.

- Food security to become a WMCA Mayor's priority Food Task Force.
- Universal Credit back-pay to application date!
- Controversial suggestions (1) WMCA could pilot Universal Basic Income,
- (2) Introduction of Real Living Wage.
- Children's Future Food Inquiry 5 policy asks and adopt these.
- Free school meals eligibility/stigma.
- Build social housing.

- Food poverty policy as a priority (WMCA).
- Statutory responsibility to prevent food poverty.
- Clearer guidelines/framework for emergency food provision joint collaborations. Minimum standards to follow to provide community food.
- Consistent questions relating to food poverty data collection.
- Food waste/recycling/surplus policy.
- Food deserts/swamps. Food planning and licences –
 Local Authorities.
- Childhood obesity free school meals and OAP age meals on wheels.
- Community food strategy.
- Social supermarket monopoly reduced.
- Employment living wage.
- Holistic approaches to complex issues.



QUESTION 5

PINK GROUP

- Engage local politicians (XR having a big impact).
- Raising awareness media, citizens.
- Social responsibility in big companies and tapping into.
- Food waste is not "solved" by donating to food poverty
 both need solving.
- Enforcement of existing regulations e.g. working hours, minimum wage.
- Facilitate/promote local food.
- Building sense of community community centres, early years.
- Planning support e.g. closing roads for street parties, healthy neighbourhoods.

- Better data.
- Lobby the right people.
- Mobilising volunteers.
- Foodbank exit strategy.
- Campaigning.
- Co-design and lived experience.
- Join together and work collectively.

- Lobby the Mayor to create a food poverty task force.
- (1) Include people on the ground.
- (2) Focus on the whole area not just Birmingham/cities/urban areas.
- (3) Task force to do: engage in policy tasks (see Question 4), protest to national government.
- Change in schools for food/cooking/budgeting skills for boys and girls.

- Enforce collaboration to avoid duplication of provision.
- Marketing of food provisions and contributions as support.
- Contact MP for moral support for accountability.
- Change waste/food poverty behaviour eat healthy, grow food on allotments.
- Food poverty becoming a social responsibility.



FARM LOGO ICON

- At the centre of the logo icon is a house and fork.
 This puts a central focus on food and home.
 The house shape also doubles as an upward facing arrow to put an emphasis on the future and a strong end goal.
- II. The aforementioned imagery is made up of three separate shapes. This represents the fact that the same goal is shared among multiple contributors. In the same way, the core of the icon is made up of multiple contributors.
- III. The addition of the outer line reinforces the idea that although separate entities exist within FARM they unify to form one structure.
- IIII. The sunburst detail brings positivity and the idea that eventually the sun will set on food poverty.



