



Food, Farming  
& Countryside  
Commission

Devon Locally Led Inquiry

Health and Thriving Communities in Devon and Cornwall



RSA

21st century enlightenment

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## **Thanks**

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# Preface

Launched in November 2017, the RSA Food, Farming and Countryside Commission is a major, two-year independent inquiry, funded by Esmée Fairbairn Foundation.

Chaired by Sir Ian Cheshire, with fourteen Commissioners from across sectors, the Commission is tasked with creating mandate for change across our food system, farming sector

and in rural communities; shaping a long term vision for the future that's fairer, stands the test of time and aligns more closely with changing public values and expectations; and propose solutions to achieve the vision, identifying where communities and businesses can take a lead and where a national policy framework is required.

## **Role of the locally led inquiries**

The issues covered by the Commission are wide-ranging and heavily influenced by context. From policy differences in the Devolved Nations, to cultural and topographical differences across the countries, it was clear from the outset of the Commission that seeking local perspectives would be critical.

In England, the Commission sought to set up three locally led inquiries. These inquiries would create a frame for the counties of Devon, Cumbria and Lincolnshire to investigate the issues of the Commission most relevant to them, with the aim of stimulating local debate and informing the national Commission.

Devon's locally led inquiry was chaired by Commissioner and Devonian, David Fursdon, who convened a group of expert stakeholders from across food, farming, agriculture, conservation, policy and health, with members

from Devon and neighbouring Cornwall. This Committee identified four key issues: Health and Thriving Communities; New Entrants; Devon's Grasslands, and Environment and Biodiversity. Each of these were explored by their own working group, chaired by a member of the Committee. Work took place between June 2018 and May 2019.

The Devon Committee were ably assisted by Professor Matt Lobley and Beth Dooley from the University of Exeter who acted as lead researchers and authors.

Each working group has produced a summary paper of their work, published in July 2019.

## **Next steps**

The release of these papers coincides with the publication of the RSA Food, Farming and Countryside Commission's report *Our Future in the Land*. The insight from this working group has contributed to the body of evidence reviewed by the Commission and helped to inform their findings and recommendations.

The Commission runs until October 2019 and the next few months will see it work to bring its recommendations to life. This will include supporting the Devon Committee to publish a single report of their work and recommendations, designed to stimulate local action.

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# Introduction

Farming, food, vibrant landscapes, rich biodiversity and wildlife, and thriving rural communities all interact with and are interdependent upon—people. People are at the heart of Devon’s agricultural system, managing the land to produce food which we then consume, not just on a local but regional, national and global scale. The focus of this working group weaves together three strands around this concept of the health and wellbeing of the people who produce the food, who do we want to be aware of where it comes from and how it gets to their plates, and how that process of getting it to different people can be made more sustainable. The first strand discusses farmers’ and their families’ health, which dissects the massive problems around farmer stress and suicide within the UK. The second strand looks at youth education and how through outdoor learning, long-term sustainable lifestyles and behaviour change towards healthier diets and active appreciation of nature and the environment may result. And the third strand explores the complex web of food procurement, which involves from where, from whom, and how local public institutions such as schools and hospitals source the food they serve to their students, patients, staff and the public.

Farmers’ and their families’ health

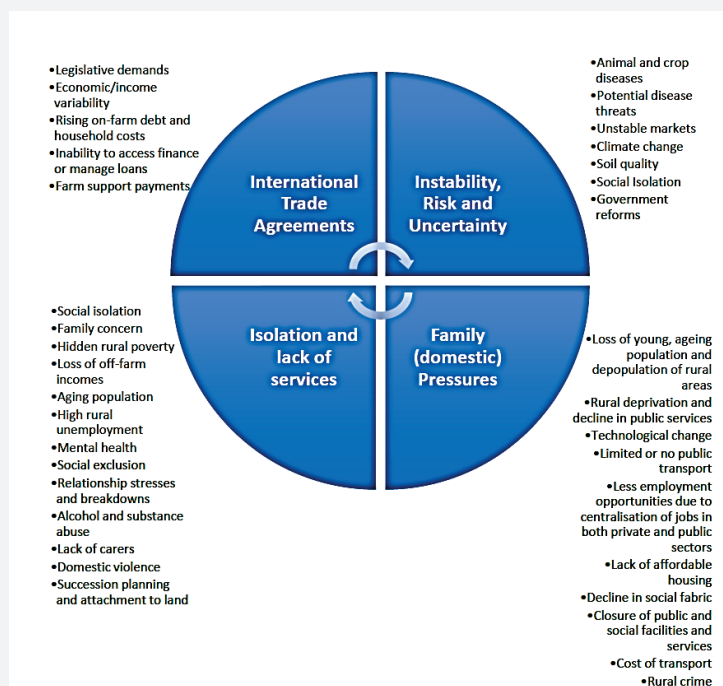
Rural disconnectedness and social isolation are significant factors impacting the farming community (Lobley et al., 2019; Olff et al., 2005; Parry et al., 2005; Reed et al., 2002; Pugh, 1996). Consolidation of farming operations, eg, due to

death, retirement or no successor, as well as loss of local farming infrastructure, such as livestock markets, have depleted the community farmers in often remote rural areas have to draw upon. Fewer people in the countryside work in agriculture due to reduced demand for labour (Defra, 2018). Additionally, large supermarket chains are now the primary purveyor of food to consumers rather than direct sale from the producer, driving down prices so that margins are squeezed to barely cover (if at all) the cost of production. This contributing to feelings of disconnectedness and often judgment and misunderstanding surrounding production methods, subsidies and sustainability by non-farming urbanites (Lobley et al., 2019). Figure 1 shows the interrelated pressures from local to global level that impact on farm businesses, communities, families and economies (McCann, 2018).

Stress, distress, mental ill health and suicidal thoughts / actions have been found to be critically high in the farming sector. Male suicide rates between 2011 and 2015 for not only skilled but also elementary agricultural workers were significantly higher than the general population, with standardised mortality ratios of 169 and 191 in comparison to the baseline 100<sup>1</sup>, respectively (ONS, 2017). This is just the tip of a ‘stress iceberg’, under which many more diagnosed or commonly undiagnosed cases of depression, anxiety and stress exist (Lobley et al., 2019). “[I]t has been estimated for every 100 people who

1 If 100 is the baseline for the general population, then any number above 100 means that the subsection of the population being examined has a higher likelihood of mortality.

FIGURE 1. PRESSURES ON FARMERS AND RURAL AREAS (MCCANN, 2018).



are depressed and consulting a GP there are 400 people who are depressed and not consulting a GP (Jones et al., 1994)” (ibid, p. 171). Farmers’ suicide rates and risks are a topic of national (and international) concern as discussed by Parveen (2019) and Safi (2017) in the Guardian, and numerous other publications. Farmers Weekly has started a campaign called Fit2Farm in recognition of the serious problems around farmers’ health and wellbeing, partly to raise awareness but also to reduce the stigma around admitting to mental health issues and seeking help within the farming community. The Farm Safety Foundation, established by the insurer NFU Mutual in 2014, also has an initiative called Mind Your Head aiming to raise awareness around mental health alongside its Yellow Wellies initiative on farm safety. The initiative works cooperatively with

the many farming support and mental health charities (eg FCN) to raise awareness of the issues as well as support services available, meeting regularly to ensure that farmers are receiving the support they need. In recognition of the possibly long waiting times for counselling services through the NHS (if farmers take the step of seeking help from a GP to receive a referral in the first place), and long distances to travel for appointments for those in rural areas, Dr Julian Nesbitt created the Dr Julian app where people can take free mental health assessments and book an online video conference appointment with a qualified, vetted counsellor or psychologist.<sup>2</sup> Thus, there are clear issues with farmers’ health

<sup>2</sup> This app has been trialled throughout the South West and recommends 4G for uninterrupted access, so limited access may be hindrance in remote areas.

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and wellbeing surrounding the impacts of wider social, economic, environmental and cultural changes that need to be given proper attention and addressed sensitively and appropriately.

A major issue in providing farmer support services is that mental, physical and business health are intertwined issues—therefore, integrated or ‘joined up’ approaches are necessary as focussing on economic difficulties may miss the root of the problem, eg family conflict. Jude McCann, Chief Executive of Rural Support in Northern Ireland and recipient of a Scholarship from the Nuffield Farming Scholarships Trust, explored the issue of farmer resilience and mental health from 2017-2018. He travelled to 13 countries around the world and identified different farmer support services addressing the significant health and wellbeing issues faced by farmers and their families in the face of change (McCann, 2018). Farmer hotlines for crisis management and suicide prevention linked to depression were a prevalent form of support, such as the Swiss Farmers Hotline Service, Farming Community Network (see case study), Rural Support Trusts in NZ, amongst others in Canada, US, Australia and Vietnam. These types of services are vital lifelines for people (often men) to talk about their stress, depression and burnout, or at worst their suicidal intentions, and should be allocated dedicated funding support through government, private and/or a combination so that their sustainability, for example, as a charity, is not precarious.

McCann (2018) also highlighted government and private models that could provide examples for uptake in the UK, eg the Farm Center in the US State of Wisconsin’s Department of Agriculture, which started as a result of the ‘80s farm debt crisis and continues to provide business advice and psychological support by its staff of certified first aid mental health responders. New Zealand’s Farmstrong is an example of a private organisation

### **Case Study - Farming Community Network (FCN)**

A voluntary organisation and charity operating across England and Wales to provide support to farmers, farm workers and farm families with any issues causing stress or anxiety, whether around business, family or personal issues, including work on suicide prevention as FCN is a member of the National Suicide Prevention Alliance. Through the commitment of 400 volunteers organised in 33 county groups, FCN offers face-to-face free, confidential, pastoral and practical support to those who seek help. As a well-known and trusted resource within the farming community, the FCN volunteers operate along the strategy of ‘walking with’ the person reaching out for as long as they ask for support. They listen, talk through and help navigate any issues contributing to the farmers’ mental health struggles, including business and financial pressures, physical health stressors and pain, burnout, depression, family conflict, succession issues, etc. FCN volunteers drive over 130,000 miles a year collectively to meet with the farmers they’re supporting, and the organisation also operates a confidential national helpline and e-helpline available 365 days a year, 7 am-11 pm. FCN serves about 6,000 people a year, through 2,500 in-person cases dealt with by volunteers and approximately 100-150 calls to the helpline every month, in addition to a similar number of direct calls to local FCN groups each month.

with founders such as FMG (an insurance company in NZ) that has established an online initiative to convey information and messages to farmers through short videos about health and wellbeing, providing learning resources for farmers as well as farm support organisations to use more widely. Additionally, the Norwegian Agricultural Extension Service (NAES) is an

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organisation partly government funded but also partly funded by membership fees from its 27,000 members forming 67 extension groups. Now that the Norwegian government no longer provides direct advisory services, each member receives an on-farm visit every three years by a NAES adviser dedicated to their extension group to discuss safety, environment and mental health issues. NAES also cooperates closely with the local health centres in these farmers' areas, thereby enhancing the collaboration between rural actors.

In the South West of England, various initiatives have been set up to try to address the problem of farmers not seeking medical attention, whether physical or mental, such as the Derek Mead Health Clinic re-opened at Sedgemoor Auction Centre in 2018, where anyone working in the farming community can receive essential health checks as well as speak about mental health issues confidentially with a nurse (Hill, 2018). The idea in holding the clinic directly next to a livestock market was to locate it where farmers would be going anyway and visit fairly regularly. This concept has long been part of the approach of the FCN as well as other chaplaincy services, who provide a confidential ear to have an off-the-record conversation for market attendees. Another initiative which was just launched in the South West along the basis of taking the services to the farming community is the Cornwall Farming Health Hub (see case study). Alternative approaches towards mental health support provision are also being utilised, such as the Shout, a 24/7 text messaging service launched in May 2019 to offer crisis intervention for those who feel more comfortable speaking with volunteers through anonymous texting (Downey, 2019). The mental health support services for the farming community should work with this service to identify from their data how many people reaching out for support are from the farming industry.

The scale of the mental health issues within the farming community is already of vast concern and possible future changes to policy (eg Brexit) and market structures as well as family stress, farm succession transfers and chronic injuries or age leading to the loss of physical capability to act as primary operator is likely to increase the demand for services. This would translate into not just more expenses for mental health support, but also loss of productivity, family strife with knock-on effects for spouses and children's mental health, and continuation of societal structures and institutions failing to work for the benefit of all those throughout the value chain. The Centre for Mental Health has estimated the costs to employers in the UK for mental health problems suffered by their employees is almost £35bn, broken down by sickness absence, turnover costs to replace those who leave because of mental health issues and most significantly, 'presenteeism' (showing up for work but demonstrating very low productivity) (Parsonage and Saini, 2017). Determining these types of estimates for the agricultural sector would be challenging as it would involve a lot of owner/operators rather than employees with set tasks to accomplish, the owner may be the sole worker on the farm, and there would not necessarily be universal benchmarks for how not just individual tasks but overarching management of the business should be completed in terms of time, materials used etc, as every farm differs in context, size and operating system. However, it is not only the costs of doing something to address the problem which should be considered, but also the costs of not doing something. Thus, further research into the cost of mental health to the farming industry in the UK would show the enormity of the problem with its direct and indirect impacts.

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### Case Study - Cornwall Farming Health Hub

Introduced at the Royal Cornwall Showground in Wadebridge on 14 March 2019 by founder Jon James and formally launched at the Royal Cornwall Show 2019, the Farming Health Hub aims to collaborate with the private, public and voluntary sectors already working on supporting farmers and their families, such as the FCN, Royal Agricultural Benevolent Institution (RABI), the Prince's Countryside Fund, the National Farmers Union (NFU), etc. The Hub will provide another avenue for combined services around the intertwined issues of physical, mental and business health, with this three-pronged approach providing the fundamental basis and guiding ethos for the initiative. Farmers and their families will be able to access free and confidential advice from professionals: nurses, chiropractors, chartered surveyors, mental health workers, farm succession coordinators etc, at physical static venues (eg livestock markets), 'pop-up' locations with a mobile unit, virtual portals, campaigns, workshops and trainings. Other actors involved in the Hub are Young Farmers Clubs, University Exeter, NHS trusts and GPs, county-level public health teams, lending institutions, auctioneers, insurance companies and religious organisations, who will form a Community Interest Company and Partnership Board to direct the initiative. As identified with other initiatives of this type, the Hub will require secure funding to ensure this type of coordinated support is sustainable over the long-term, but crucially, it should also strive to demonstrate its effectiveness and impact. Thus, the Hub is working with the University of Exeter to design and implement a monitoring and evaluation strategy right from the outset regarding interventions, referrals and follow-up actions, as well as attributable health benefits.

Whilst this idea of bringing resources directly to the farmers and their families is commendable and advisable, the disappearance of livestock markets must be noted as a limiting factor in reaching the target population. Between 2003 and 2010, the number of livestock markets operating in the South West shrunk from 27 to 16, with seven in Devon (MLCSL, 2010), so broadening the placement of mental health services to other farmer-frequented areas would be beneficial. For example, the Mole Valley Farmers agricultural buying group is a location that farmers and their families visit for supplies on a regular basis, so setting up resources within their premises to facilitate easy access and normalise the procedure of receiving physical, mental and business health checks would be a good idea.

Additionally, as implemented in the medical field, the Connect 5 mental health promotion training programme (Health Education England, 2017) for front-line staff to recognise signs of mental health issues and to have the core skills to speak about it with patients so that every contact counts should be applied to the agricultural sector. Farmers interact with advisors, veterinarians, feed and input representatives, solicitors, banks, farmer organisations, land agents, and many other actors who, being part of the agricultural sector but peripheral to the farm (who we will call the 'farm interactive community'), may have different levels of awareness as to the extent of the problem with farmer mental health and wellbeing. Particularly, engagement with the conventional health community needs to be increased and targeted towards raising GPs' awareness of pre-existing resources in the agricultural community that could help provide support for their farming patients. The FCN already tries to provide this type of joined-up approach, having formed local and national partnerships with a number of commercial and charitable organisations to share resources, expertise and make sure support is



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available, such as the regular Farmer Resilience Conferences run by the Farm Safety Foundation for those initiatives supporting the Mind Your Head campaign. The FCN also works with local health authorities, GPs, practice managers and CCGs through its county groups and provides workshops and trainings on communication and best practice to its partner organisations. Further training should be offered and scaled up throughout the farm interactive community as a whole with cohesive resources made available for those actors to signpost to farmers should signs of mental health issues be identified. This is an area where further research is needed to explore in more depth what the existing training delivers, what is the scope of coverage of the farm interactive community, whether there could be a coherent training delivered for professional development credit (CPUs), etc.

Finally, as discussed in the New Entrants into Farming section of the report, collaborative ventures may be a mechanism through which farmer isolation and financial pressure through poor returns on production could be combatted. A good example is Riverford Organic, which supplies 47,000 veg boxes a week to homes around the UK from its regional farms, sourcing from small-scale organic growers and suppliers what it cannot produce itself. Their direct sourcing long-term relationships provide those farm businesses with security through agreed prices far in advance of harvest so they're not dependent on taking whatever price a supermarket might give. The case study on Pipers Farm included in the Grasslands and Livestock Production report from the Devon Locally Led Inquiry (RSA Food, Farming and Countryside Commission, 2019) provides another example of this type of collaborative venture amongst farms. Bottom line: farmers' mental health is collectively not good and significant amounts of help and support are needed. Thus, it is crucial

that not only the existing services continue to be supported but all organisations must work closely together to build a coordinated movement to address this issue.

Recommendations:

- Defra and/or private funders need to provide a dedicated stream of funding to support the many initiatives working to address and improve mental health within the farming community. These organisations should work closely and collectively respond to what will likely be the rising demand for mental health support from the UK farming community in the coming years.
- Initiatives should monitor and evaluate the uptake of services, interventions provided, overlapping areas of concern addressed, referrals and follow-up actions to demonstrate measurable outcomes, health benefits and possible indications about the value of upstream intervention to avoid downstream costs.
- Promotion of the various awareness raising campaigns, eg Mind Your Head and Fit2Farm, and trainings modelled along the medical profession's Connect 5 mental health promotion training programme, should be offered widely and targeted towards those who interact with farmers, eg veterinarians, advisors, feed and input representatives, banks, land agents, etc (the farm interactive community). More research is needed as to what exists, who it covers and how it could be scaled up. There may be only one chance to approach the sensitive subject of mental health status, so resources should be invested in equipping people with the skills to handle those conversations sensitively and provide appropriate signposting.

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# Education

Societal trends such as childhood obesity, lack of understanding as to where food comes from, the rising average age of farmers meaning we need more young people entering the profession, lack of exercise and contact with nature requiring social prescribing to get people outdoors etc, lend themselves to the conclusion: children need to learn about, and gain an appreciation for, the natural environment, healthy diets, the vast array of different types of fresh foods and cooking from scratch using raw ingredients, and the importance of exercise and food to their physical and mental wellbeing. All of that targeted learning will then hopefully instil sustainable lifestyle behaviours into adulthood and enable them to make informed choices (PRinOL, 2016). But how can this be achieved? What methods are available for increasing awareness and instruction to enhance life skills whilst fulfilling curriculum requirements?

Back in 2006, the government released a ‘Learning outside the classroom manifesto’, which focussed on the power of direct experience in not only what is learnt but how and where (DfES, 2006; Waite, 2017). This demonstrates that the idea to increase outdoor learning opportunities for children to learn beyond the bounds of the classroom has been formally promoted for over a decade. However, the way that schools were assessed in their Ofsted<sup>3</sup> Inspection Reports was very much data driven, thereby leading to a focus by schools and teachers on attainment measured through test results, with limited time, money, and inclination to implement outdoor learning to help achieve those results. By contrast, the

Institute for Outdoor Learning, a professional body of organisations and individuals who aim to increase participation in, and the quality of outdoor learning in the UK through shared resources, highlighting current research and training on good practices, contributed to a study on the evidence base for outdoor learning’s effectiveness in 2015. Almost all outdoor learning was shown to have a positive effect (in whatever way the studies measured effect), and the positive effect increased the longer interventions lasted (overnight or multiple days) (Fiennes et al., 2015). Interventions may share the objectives of getting children outside to simply experience being outdoors or learn skills / acquire knowledge unique to the outdoor environment, or they may aim to link outdoor learning experiences with traditional learning practices that are part of the formal curriculum or integrate themes or theories from general education (ibid). However, evaluation of outcomes from the various initiatives approaching outdoor learning from these different perspectives is thus variable and may only focus on a portion of benefits resulting from the intervention, eg what the funder needs or wants to demonstrate for impact (ibid). Systematic reviews of multiple studies in the UK and abroad found they often assessed ‘character development-type’ outcomes rather than direct links to core curriculum subjects, which was found to be a weakness in the strategic design and evaluation of outdoor learning in the UK (ibid). The projects, therefore, aimed at demonstrating whether and how much children’s self-responsibility, communication, teamwork,

3 The Office for Standards in Education, Children’s Services and Skills is a non-ministerial department which carries out school inspections and further education and skills trainings.

creativity, relationship with nature and health and wellbeing was impacted by their experience with outdoor learning—all good life skills which were positively affected (ibid). But as discussed below, there is now large scope for driving forward much broader uptake of outdoor learning across schools and monitoring and evaluation of the clear gains in science, maths, literacy etc, that outdoor learning can promote.

Based on the myriad benefits outdoor learning provides, as evidenced through initiatives like Naturally Healthy Devon Schools (Gilchrist et al, 2017) and the Natural Connections project (Natural England, 2016), it is an approach which should be valued by both schools and teachers—“the learning should drive health and wellbeing rather than the other way around” (Weatherly, 2019). Nevertheless, the barriers to effective, scaled up implementation of hands-on, experiential and practical learning outside the classroom are how / whether schools can justify fitting them into their curriculum and how to systematically evaluate impact and change towards the learning objectives (Waite, 2017). Additionally, even if the head teacher is enthusiastic about incorporating outdoor learning to deliver curriculum objectives, the overarching challenge to increased uptake is teacher knowledge, skills and most of all, confidence to implement these types of learning activities (Weatherly, 2019).

Devon has a model innovative approach towards developing children’s awareness of and appreciation for different ways people use, experience, enjoy, manage and need the natural environment. SOLID – Sustainable Outdoor Learning in Devon – is a working group housed under Natural Devon, the Devon Local Nature Partnership (LNP) (see case study). The LNP is well established in Devon and quite active, funded by both local authorities as well as central government, with many different organisations involved in its various initiatives. Chaired by Dr James Szymankiewicz, a GP in North Devon, the LNP’s work directly connects health, our

### **Case Study - SOLID (Sustainable Outdoor Learning in Devon)**

SOLID is an umbrella organisation for the numerous individual organisations throughout Devon providing outdoor learning opportunities to children. It aims to bring together all of the expertise in the county and share best practice, promote joint projects, advise local authorities as a leading authority and unified voice, and support teachers. It is the only organisation like this in the country, made up of organisations such as Devon Wildlife Trust, Clinton Devon Estates, the Outdoors Group, RHS Campaign for School Gardening, Dartmoor National Park, etc. SOLID hosts an annual conference on outdoor learning involving a full day of teacher training and awareness raising by practitioners, which was held at Buckfast Abbey on 8 March 2019 on the theme of improving literacy and language outcomes for primary school children. This collaboration amongst the myriad organisations aiming to provide outdoor learning experiences is crucial in reducing fragmentation of the opportunities and promoting a more joined-up approach between organisations with very similar aims, limited amounts of funding and shared barriers to access. Additionally, the Ofsted draft education inspection framework underwent a public consultation at the beginning of 2019, signalling a significant shift in the way that education provision is going to be evaluated and should therefore be provided by schools across England. Depending on the final draft, creative curricula offered by schools, including an emphasis on outdoor learning / teaching strategies, will be favoured in order to develop a balanced child with not only specific knowledge but the qualities and skills for the future that allow him or her to continue learning. Government support and system structures such as this provide the incentive for schools to encourage uptake by teachers of these types of learning experiences and holistic instruction that SOLID has been promoting for over 25 years.

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environment and sustainability and promotes outdoor learning for people of all ages, but particularly as a crucial component of children's education.

David Weatherly, an expert in professional development for teachers and school improvement through innovative curriculum design as well as Lead LNP Board member for Outdoor Learning and Chair of SOLID, stressed that the biggest barrier to increasing the use of outdoor learning in education is getting teachers 'on-board' (Weatherly, 2019). Training on various techniques to incorporate outdoor learning to achieve curriculum outcomes as well as building teachers' confidence to lead outdoor learning instruction is vital (ibid). One of the member organisations in SOLID, Growing Devon Schools, tackles this problem by hosting forum days as well as twilight sessions, which provide training and skills development for teachers, teaching assistants and school garden volunteers to use the school grounds more effectively, and they also provide a bank of activity resources and fundraising support for their school gardens.

As a participant, I saw first-hand how the twilight session got teachers into the garden, working together to try out fun, meaningful activities that kids could do around planting seeds, repotting plants, taking cuttings, drying herbs, building sensory knowledge of herbal plants, making small gifts for school garden enterprise projects and connecting insects and pollinators to the health of the garden. I heard teachers exclaim, "oh, the kids would like this!", and the instructors comment, "it's better if you're going to have the kids do this that you've actually done it yourself so you know how to demonstrate it"—which all worked towards equipping teachers with the ideas, skills and confidence to try new ways of getting kids learning outside the classroom. (Dooley, 2019a)

Evaluation of students' attainment, mastery of new concepts, critical skills development etc, during and following outdoor learning activities as related to curricular expectations is another potential barrier to increased uptake by teachers. The Institute for Outdoor Learning provides a list of available tools for assessing impact in many different forms, such as student engagement, behaviour, self-esteem, and sociability. A strong example of an assessment framework specific to outdoor learning for life skills development is the Teignmouth Community School's Outdoor Learning Programme (see case study). In recognition of their students' particular needs as a school within a very low socioeconomic community, Teignmouth dedicates weekly outdoor learning sessions free from national curriculum objectives and instead, assesses through play and outdoor tasks (see Annex 1 for the sample assessment framework). This targeted programme design exemplifies the pivotal role that head teachers also play in encouraging (or not) teachers to integrate outdoor learning into their lesson planning.

As mentioned in the SOLID case study above, recent changes to the Ofsted inspection framework are being introduced which change the way in which schools receive a Good or Outstanding classification. The standard data driven approach where schools were judged on their test scores is being overhauled for a review which tries to understand the student experience from a holistic standpoint. Schools taking a radically different approach to curriculum will be judged fairly based upon their evidenced planning for coverage, content, structure, sequencing and effective implementation (Ofsted, 2019). The example of the Exmoor National Park Authority's outdoor learning experience highlighted in the recent book *Children Learning Outside the Classroom* is instructive as it did measure gains in literacy, numeracy, science,

### Case Study - Teignmouth Community School Outdoor Learning Programme

Jonathan Ball, Head of Outdoor Learning at Teignmouth Community School, instructs every student in the school from reception through to Year 6 on a weekly basis. The outdoor learning classroom is a separate building located at the back of the school yard with a bark kitchen, rainwater harvester, wood-fired oven, garden plot, and a large grassy area full of logs, tarpaulins, ropes, tyres and a fire pit. Every lesson aims to build on the skills the students have previously acquired, eg building a shelter, around five key categories:

**Teamwork, Responsibility, Communication, Resilience and Independence.**

Mr Ball developed outdoor learning expectations for each year, designing an assessment framework to determine how students were achieving the above categories (ranging from emerging, developing, secure, exceeding to outstanding). For instance, in the Teamwork category, Year 2 pupils are assessed on their ability to work effectively not just in groups they've chosen as in Year 1, but also teacher-chosen groups and in partners. Independent play time is also highly valued by Mr Ball as well as the head teacher, recognising the students' need for creativity, interaction with nature, use of tools etc, that they might not access regularly or at all. Teignmouth ranks in the top 20 percent nationally for most deprived areas according to the Index of Multiple Deprivation (DCC, 2015). Many students live in small flats with very little access to play areas, green space or the surrounding countryside. The outdoor learning programme gives them the freedom to experiment, innovate, run, jump, taste and feel the world around them.

amongst other life skills such as improvements in sociability, engagement etc (Waite, 2017). Students did a series of activities out on Exmoor which targeted particular learning objectives within the national curriculum, assessment of which was carried out by the classroom teacher through a variety of methods.<sup>4</sup> Pre- and post-programme questionnaires, concept mapping, work scrutiny and observation around critical thinking skills were used to analyse students' progression, thereby allowing the measured results to be triangulated for more robust evaluation data (ibid). Thus, schools cannot contend that assessing achievement of curriculum objectives from outdoor learning activities is too difficult or that there are not robust enough frameworks to show measurable gains. Examples of successful programmes, one-off engagement initiatives and sample materials for consistent use are available. Thus, schools should actively incorporate outdoor learning, such as on farms, into their creative curricula to provide holistic learning that not only develops students' knowledge and understanding of subject areas which will be valued in their Ofsted Inspections, but also "equips students with skills to learn in the future" (Weatherly, 2019).

The National Farmers Union (NFU) has developed teaching materials that link curriculum objectives with interactive activities around food and farming which can incorporate outdoor learning (NFU, 2019); for example, The Farming STEMterprise for Key Stage 2 learners, which bring practical science, design and technology, maths etc, into the lessons taking "children through each stage of setting up a farm shop business." Science lesson plans were also developed for Key Stage 1 learners around food and farming (Science Farm). The NFU also developed the Farmvention national

4 Exmoor National Park Authority offers free teaching materials and resources for teachers to use for outdoor learning on Exmoor through their Moorland Classroom.

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STEM competition for primary school children to tackle three problem-based challenges around day-to-day issues faced by farmers and growers in England and Wales. Teaching resources linked to the curriculum, created with the Association for Science Education, are available for each challenge. Also in conjunction with Farming and Countryside Education (FACE), NFU have developed 'Why Farming Matters' education packs to introduce primary school children to where their food comes from and what modern day agriculture looks like in relation to their lives. Additionally, teachers may choose to include a farm visit into their lesson plans and curriculum planning eg, in Exeter the local authority Devon county council has a list of approved farmers. Schools may also find it useful to perform a risk assessment through the Council for Learning Outside the Classroom in order to navigate which organisations and farmers they might best engage with. An issue in light of Brexit that may affect farmers' willingness to host visits onto their farms, however, is the potential loss of Higher Level Stewardship (HLS) payments under the Countryside Stewardship Scheme specifically geared towards educational access. Farms are functioning businesses and having a class visit for any amount of time is an investment time or rather an opportunity cost to the farmer. So if not compensated through HLS, the farmer would need to donate or volunteer his or her time, or the school would need to come up with funds to compensate the farmer in addition to potential transport costs, which may prove prohibitive to these types of outdoor learning opportunities as discussed below.

There is also a plethora of other organisations focussed on providing opportunities for youth learning around agriculture. Farms for City Children (FCC) is a great example of an organisation headquartered in Exeter, with three farms spread out from Devon to Gloucestershire

to Pembrokeshire where inner city children nationwide can come live and work on a farm for a week. Established in 1976 at Nethercott House in Devon and serving over 3,000 children per year from almost 100 schools, FCC provides "an intense, 'learning through doing' experience of a different life – for children who may not know where their food comes from and have limited opportunities to explore the outside world". The challenge with this approach, of course, is money - FCC fundraises around £1m per year to fund the operation of its three farms and subsidise the week-long stays of 3,000 students and 400 teachers. Over 100,000 children have benefitted from the farms over the years, but as stated by the founder Sir Michael Morpurgo, "it should be millions; this should be something that happens for every child in this country. It should be absolutely part of their education. It is as important as your maths and your literacy and all these other things."

The Food Growing in Schools Taskforce, established by Defra in 2011 under the remit "to identify, develop and promote solutions to enable every school to be a food growing school, in ways that are practical, beneficial and affordable", found that 80 percent of schools were growing food at different levels (80 percent early years, 86 percent primary school, and 72 percent secondary schools) (FGIS, 2012). Whilst not all students were involved and the extent to which the food grown in the school gardens was incorporated into the food eaten at school varied significantly, growing food in the 1,300 schools surveyed was found to benefit the students by:

- Encouraging and facilitating learning, particularly science learning
- Building skills, including life, enterprise and employment related and horticultural skills

- Improving awareness and understanding of the natural environment and its importance to us
- Promoting health and wellbeing, particularly in relation to diet and nutrition
- Supporting school improvement and development; and
- Strengthening communities and school-community interaction (ibid).

As described in the Procurement section below, these types of benefits also arise from local procurement arrangements where farms are not only the suppliers of fresh, sustainably grown food for the students' school meals but also outdoor classrooms for them to understand where their food comes from. Teachers' feedback to Pipers Farm after class visits to the farm has been overwhelmingly positive about the different ways in which students respond to outdoor learning. For example, those students who struggle or have behavioural issues in the classroom may be the most engaged or well-behaved during the visit, and they may refer to the one-day farm visit during instruction on various subjects up to 18 months afterwards due to the strong practical relevance for the pupils (Dooley, 2019b).

Transporting students to any off-site location where outdoor learning can take place requires a whole different level of coordination, planning, potentially cost etc, than simply holding lessons on the school grounds or local greenspaces that the children can walk to. The University of Plymouth Peninsula Research in Outdoor Learning (PRinOL), which is a Practitioner Researcher Regional Hub of the Institute for Outdoor Learning, is a fantastic resource unique to Devon that produces top quality research on this topic. PRinOL's research through the Natural Connections project, funded by Defra, Natural England and Historic England from 2012-2016,

was translated into a practical booklet to help school staff embed outdoor learning into their policy and practice. It provides suggestions on how to incorporate outdoor learning into schools as a way of teaching that utilises the immediately accessible environment on a frequent basis to learn across the curriculum (PRinOL, 2016). Another approach similar to the Cornish Farming Health Hub pointed out in the Farmers' and their families' health section is a demonstration bus or mobile unit called the Farm and Country Roadshow that has been travelling to schools all around Cornwall since 2017, thereby eliminating the funding concern to transport and house the kids for a farming experience. As this is an offshoot of the Cornwall Food and Farming Group's Farm and Country Days at the Royal Cornwall Showground, similar to Farmwise Devon where children can learn about food and farming for a day but requires transporting them to the showgrounds, the Roadshow focusses on going first to the schools that have never been able to attend these organisations' one-off events.

However, Devon is the biggest county in the South West and has the most extensive network of roads in England (8,000 miles). As transport to, from and amongst rural areas is also a barrier to scaling up outdoor learning in Devon (Weatherly, 2019), there is scope to increase coordination between entities who have minibuses available but not in use on weekends or during the day, for example. This would require time and money for a coordinating figure to help increase access for schools to be able to use these resources for outdoor learning purposes, not simply in terms of logistics but also funding / donations and agreements regarding shared responsibilities and rights (eg maintenance).

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## Recommendations:

- There are many different organisations doing work around outdoor learning throughout Devon, but they must all work with each other rather than individually trying to figure out how to accomplish the same goal. A close working relationship is necessary – with coordination and collaboration to increase the number of children impacted. SOLID serves a critical role in this regard and should receive dedicated support. Further research should also be conducted in conjunction with SOLID as an invaluable source of information, know-how, ideas and joined up capacity.
- Outdoor learning should be integrated into schools' curriculum design, particularly building in learning objectives and ways to evaluate literacy, numeracy, science, and other gains. The changing Ofsted inspection framework should provide the incentive, but significant support and ongoing resources not just to classroom teachers but head teachers to direct the school towards more innovative approaches will be vital. PRinOL and SOLID are invaluable organisations to help facilitate this transition due to their research and direct experience with designing, implementing and evaluating outdoor learning initiatives.
- Teacher training is absolutely essential—without equipping teachers with the knowledge, skills and, most importantly, confidence to lead outdoor learning activities, the enormous opportunity presented by the change in the Ofsted inspection framework will not produce the increases in uptake and/or quality of outdoor learning possible. Rather than reinventing the wheel, the huge pool of expertise in Devon through SOLID should be utilised to increase teacher training opportunities.



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# Procurement

The 'buy local' issue has been a prominent feature in public discussion for a number of years, prompting producers to diversify their operations to include farm shops, direct sale of a processed good (eg ice cream), specialty products, etc. Purchasing from local growers contributes to the local economy, promotes good relationships between farms and local institutions for community engagement, reduces food miles with fewer resulting carbon emissions and offers fresher products to local eaters. As seen through the Cornwall Food Foundation project supported by the European Commission, coordinated funding for around 30 partners, including food banks, job centres, GPs, mental health organisations and schools, has resulted in the positive outcomes of people returning to work, social engagement and development of eating / cooking behaviours for more sustainable livelihoods. This type of structure is geographically replicable and shows how food can transform people's lives. Additionally, business structures supported directly by consumers, such as Community Supported Agriculture (CSA) businesses, have burgeoned in response to customers being willing to pay money up front for the farmers' seeds, inputs, and operating costs for the season to have a guaranteed supply of fresh local veg. Local CSAs like Chagfood in rural Devon often draw upon volunteer labour and support for planting, weeding, harvesting, as well as sorting and packaging the boxes to be delivered to the CSA members. Volunteers, some committed through social prescribing by their GP, often feedback that helping out on the farm is the highlight of their week; similar to the opportunities provided by Care Farming UK, families with limited access to outdoor areas and children who face challenges can gain positive

experiences working with nature and build a sense of community around food. Chagfood and many other CSAs are feeding vast numbers of communities that surround them, incorporating that local element into their businesses' ethos and structure. But what about other types of food consumers besides individuals who often purchase vast quantities and control what is eaten by many people?

Public bodies, such as schools, hospitals, local government, prisons etc, purchase enormous amounts of food through public procurement contracts every day, spending about £2.4bn per annum (Powell, 2014). Given these vast quantities, procurement from those within the local and regional economy is one of the most significant ways that the government can positively impact food systems and rural communities, as well as improve health and education. The structure of these organisations and the rules that exist around who may bid to be their provider as well as how complicated the process is to become a provider radically differ though. Taking into account Devon's schools, sourcing has been decentralised and no longer must be done through the local authority. All schools now have the choice how they are going to source and prepare the food to serve to their students. This should bode favourably towards sourcing locally from a CSA, for instance, and serving fresh, healthy school lunches (see Leicester case study).

However, under the old system where schools' meals were all sourced under one contract, schools may have systematically lost the infrastructure of school kitchens to even be able to cook local produce as everything was delivered and heated in big microwaves. Reinstalling school kitchens is lauded by a head teacher in

### Case Study - Leicestershire CSA at Stanford Hall

The Stanford Hall CSA in Leicestershire offers different types of memberships to the surrounding community to have a regular supply of its biodynamic food sustainably produced using no-dig agriculture and permaculture. Four schools have purchased a school membership, which involves paying monthly in advance for food and working intimately with the growers so they understand the school canteens' basic requirements and then plant crops to match that demand on a seasonal basis. They estimate that 90 percent of the schools' meals are freshly made every day, and it has a major educational component as well. The school children are able to take an active part in the food being grown for them by visiting the farm at planting and harvesting, and the CSA provides educational posters and updates from the farm as well during the growing season. Students are introduced to different foods to broaden their understanding of not only where their food comes from but also types of healthy foods, teachers have reported a decrease in disruptiveness in the classroom attributed to both the outdoor learning and especially good quality meals being served at school, and the community is involved as well as the CSA relies on volunteer support. A supporting factor to the success of this partnership has been the Leicestershire County Council's support for schools sourcing from local farms—Stanford Hall only supplies four, they have the capacity to grow more and the county council would like to roll this model out to all of its 215 schools.

Cambridgeshire, stating “When I started at the school, we had no production kitchen. Uptake on school meals was low. We took a loan to have a kitchen installed and trained catering staff.

Having a production kitchen onsite has actually saved money, and the food is much better. Most of the students keep having school meals right through until they leave.” Cooperative arrangements have now arisen under the new system as well between schools in close proximity, where a school with a kitchen prepares the meals for not just its students but also other schools (eg Landscope Church of England Primary School, which is supplied by Riverford Organic). Another example is a school in Ottery St Mary Primary School, which has a kitchen on site and sources all of its meat from the local butcher - the meat may have come in from an abattoir further afield, but that contract for the local business as a provider invests money back into the rural community. This latter example is instructive of an overarching challenge with encouraging local procurement and preparation on site. The head of catering is leaving, which throws this model of local sourcing into question as to whether it will continue; thus, without external structures that incentivise this type of approach, it really hangs on the enthusiasm and independent decision of one person and may discontinue upon their departure.

In Plymouth, a cooperative trading company, CATERed, is jointly owned by 67 local schools and the Plymouth city council to supply “high quality, great tasting and appetising school food” throughout the local area. Using “fresh, seasonal, local and organic ingredients”, CATERed sources from local growers and cooks 86 percent of the food it serves from scratch every day. This type of approach would work quite well in other compact urban areas, but in rural areas such as most of Devon, centralised cooking of fresh food and distribution to schools which are quite spread out would be challenging. Fresha is a responsible catering company in Devon that provides freshly prepared, nutritious food in its café locations as well as businesses, schools, retail food vans, and

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conference and event catering. Another excellent option for school procurement is example of the Bath and North East Somerset council (BathNES) contract (see case study).

One of the drivers of this overhaul in procurement method was the BathNES council's Local Food Strategy adopted in March 2015, which aimed to increase healthy and sustainable food, support producers and suppliers in the area and acknowledged public procurement has a strong part to play in achieving these aims. Additionally, establishing the West of England Food Procurement Group, composed of four local authorities – BathNES, Bristol, South Gloucestershire and North Somerset – and other partners such as local supply groups, provided a platform to exchange information, share best practice and help support initiatives around healthy and sustainable food procurement, and their Dynamic Food Procurement National Advisory Board also aims to increase public sector bodies' sourcing of local, fresh food. The Soil Association's Silver Food For Life Catering Mark (now called the Food For Life Served Here Award) has been awarded to the BathNES' catering service as well; the Food For Life programme aims to support schools, nurseries, hospitals and care homes in developing their food knowledge and skills, and its awards package recognises schools for their commitment to and provision of sustainably sourced, healthy school meals and food education. These awards or marks are coveted honours which organisations strive to maintain as they communicate a level of ethos surrounding food in relation to student health and wellbeing, eg sustainable and organic produce must be used to maintain a Silver Award.

### **Case Study - Bath and North Somerset Council Fresh-range Contracts**

The BathNES local food procurement scheme is a 5-year £3m innovative pilot for a dynamic purchasing system where small to medium-sized enterprises (SMEs), eg farms, dairies, catering butchers, fruit and veg wholesalers, contract with the council and contribute their products to the Fresh-Range platform. From that consolidated online management location, kitchens can order all fresh food in one delivery with provenance from multiple producers rather than sourcing directly from each individual, which would cost extra time and processing fees for the council from extra invoice load. Local suppliers who want to become part of the agreement must at minimum meet Red Tractor compliance for meat and the UK Lion Mark for eggs, and other safety and certification schemes such as organic, Leaf Marque and RSPCA Assured could be provided (SPP, 2016). Fresh-Range is then responsible for all orders and deliveries, so receiving one delivery drop rather than from multiple suppliers reduces carbon emissions from transport by an estimated 10+ tonnes per year and increases options for seasonal produce. Whilst more research is necessary to understand the comparative costs and benefits of local procurement programmes versus those with large-scale catering company contracts, price competitiveness of fresh food was found with a 6 percent real reduction from the previous year. Under the BathNES Fresh-Range contract, for example, over 37,000 meals are prepared, cooked and distributed per week (7,400 per day) from 37 production kitchens, sourced from over a dozen local fruit and veg growers, meat suppliers and dairies. Not only are producers' returns not diluted along a long supply chain, but local workers also fulfil skilled food preparation positions as they cook using raw ingredients rather than simply heating up packaged frozen meals. And the students eat healthy, fresh produce as part of the Council's commitment to the learning environment.

Thus, external structures can help push for restructuring of public procurement. The School Food Plan was published by the Department for Education in July 2013, setting out “17 actions to transform what children eat in schools and how they learn about food” in order to improve the quality of nutrition provided, health impacts from junk food and dismal dining hall support as currently the take-up of school food is only 43 percent. A school food service needs to get above 50 percent student usage on average to just break even, so school budgets and local councils are having to make up the difference to the tune of £140m in subsidies per year. The School Food Plan includes ideas around food provision for no cost, cooking lessons, potentially banning packed lunches as they rarely meet nutritional standards etc, but in terms of procurement contracts, it only states that they “should encourage all suppliers to commit to all relevant Responsibility Deal pledges and to the current Government Buying Standards for Food” (Dimpleby and Vincent, 2013, p. 145). Then, in 2014 Defra launched its Plan for Public Procurement, aiming to increase the expectation across the board that healthy and tasty food produced to high standards is what public authorities and farmers on both sides of the contracts should require / supply (Defra,

2014). The plan incorporates the Government Buying Standards (GBS), which are nationally recognised baseline standards for purchasing nutritious and sustainably produced food. A ‘Balanced Scorecard’ (BSC) was developed to help with the evaluation of contracts and services where cost is balanced against other standards, such as sustainability in production, health and nutrition, resource efficiency, social-economic value and quality of service (see Figure 1). The BathNES Fresh-Range contract above incorporates the BSC, for example.

If these standards were to be made mandatory even by local authorities or on a regional level let alone at the national level, significant shifts in how food procurement teams make decisions about where and how to source would be possible. However, the BSC is not without critics who argue that the incentive for suppliers to obtain awards and standards for which they will be rewarded under the contract is tenuous as Defra does not define how such awarding shall happen and there are multiple loopholes for public procurement agents to justify sourcing based on cost rather than other factors (Qualitar, 2014). Implementation data about impact and evaluation of the GBS and BSC was not located,

Figure 2. Balanced scorecard presented as part of Defra’s Plan for Public Procurement 2014.(Powell, 2015)

QUALITY AND VALUE					
COST	SERVICE				
	PRODUCTION	HEALTH & WELLBEING	RESOURCE EFFICIENCY	SOCIO-ECONOMIC	QUALITY OF SERVICE
REQUIREMENTS/AWARD CRITERIA CATEGORIES					
	SUPPLY CHAIN MANAGEMENT	NUTRITION	ENERGY	FAIR & ETHICAL TRADE	FOOD QUALITY
	ANIMAL WELFARE	FOOD SAFETY & HYGIENE	WATER	EQUALITY & DIVERSITY	CUSTOMER SATISFACTION
	ENVIRONMENT	AUTHENTICITY & TRACEABILITY	WASTE	INCLUSION OF SMEs	
	VARIETY & SEASONALITY			LOCAL AND CULTURAL ENGAGEMENT	
				EMPLOYMENT SKILLS	

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although a Government Food Procurement Implementation Taskforce was set up on 7 December 2017 as a sector-led body aiming to drive up use of the balanced scorecard and the online service, GB Food Marketplace, for schools to use in their procurement process. One of the working groups under the Taskforce is focussed on measurement and analysis, so information may be forthcoming. Additionally, a Defra commissioned report from 2011 (so predating the Plans described above) outlines indicators<sup>5</sup> the government could use to assess sustainable public procurement (AECOM, 2011), which may inform the Taskforce’s work as well as be translated into guidelines for individual schools’ assessment of their procurement for the local authority, for instance. Nevertheless, questions remain surrounding how widely the BSC has been utilised by procurement agents, which factors have been relied upon most heavily or least and why, what benefits to local areas may be attributed to the increased sourcing using the BSC, and so on. Further research around these questions in a manageable case study area, for example Devon would be highly recommended given the potential for widescale public benefits from their use as seen in the BathNES contract case.

The Public Services (Social Value) Act of 2013 “requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits” (HM Government, 2016). This is therefore a directive from the government that mandates holistic local procurement in its requirements. But it is being significantly underused. One study showed that 43 percent of Clinical Commissioning Groups either had no policy

on the Social Value Act, were not aware of the policy or had a policy in some incomplete stage of development (Butler, 2017). ‘Public Value’ is a set of ideas for better public management. Adopted last year by the civil service as a result of the Barber Review (Barber, 2017), the Public Value Framework sets out ways to align public spending for better outcomes for citizens that improve public value. We argue that public value is a better lens through which to scrutinise the overall benefit for society that governments, and others using public resources, achieve by aligning all kinds of spending — not just subsidies, but also taxes and reliefs, procurement, regulations to prevent ‘public bads’ as well as encouragement of investment to achieve public benefits. The practical implications of not acting (similar to what we argued above in the Farmers’ and their families’ health section) are extreme. It estimated the total ‘hidden’ costs to the public’s health and the environment are over £120bn, equivalent to £1 for every £1 we spend (Fitzpatrick et al., 2017). Where we choose to set the regulatory baseline for the way we grow, source, and consume our food affects that cost.

Preston’s public sector bodies provide an example of this difference in how public money is spent to either purchase local products, allowing for ‘local wealth building’, or products sourced through large / multinational catering companies. It also shows that head teachers, hospital catering managers etc, do not need to tackle the entire range of food provided by their institutions right away, but instead a step-by-step approach towards integrating more may be taken (see case study).

5 Operational – measuring the impact of an organisation, eg, annual water use. Capacity – readiness of an organisation to implement sustainable procurement, eg, percent of staff trained. Process – measuring features of the procurement process, eg, percent of procurement completed according to a sustainability checklist. Outcome – impact of what is procured, eg, carbon footprint, environmental impacts, jobs created and local economy benefits (AECOM, 2011, p. 9).

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Other good practice community-based projects not necessarily feeding schools but connecting people to where their food comes from and revitalising urban areas in the form of brownfields sites are Growing Communities and Incredible Edible. Growing Communities is an urban farming operation on nine plots of land in Hackney (their Patchwork Farm) and Dagenham with a farmers' market, and it employs growers but relies on volunteer labour as well. In repurposing old land that had been previously used rather than disturbing greenfields to start new production, the food producers aim to bring fresh, organic, affordable veg to their local communities in the heart of urban London rather

than from miles outside the city or potentially overseas. The Incredible Edible Network has spread from its origins in Wales in 2008 to Winsford in Cheshire where raised beds growing food are positioned in public spaces eg, health centres, libraries, railway stations, etc. This again brings the community together around food and raises awareness about production in urban spaces as well. Finally, harkening back to the first section around Farmers' and their families' health, the Lambeth GP Food Co-op is an excellent example of a community-led health cooperative involving patients, doctors, nurses and Lambeth residents growing food together in raised beds around GP surgeries. With the support of the Clinical

### Case Study - Preston Local Wealth Building

The Preston city council enlisted the Centre for Local Economic Strategies (CLES) in 2013 to help develop a new approach to harness public services, create jobs and direct public funds back into the community after the failure of an economic development plan. Thousands of jobs were provided by and hundreds of millions of pounds were being spent by public bodies, but only £1 for every £20 spent was staying in Preston (Chakraborty, 2018). Rather, global catering companies, amongst others, outside the community were reaping the benefits. Thus, the Council wanted to redirect spending back into the local economy and create the systemic framework that allows for local wealth building. Since 2013, "over £70m has been redirected back into the Preston economy; £200m invested into the Lancashire economy; spending behaviour within public bodies has been transformed; and, new tools for a fairer economy have been developed." About 18 percent of the total spend in 2016/17 was with Preston-based organisations, up from 5 percent in 2012/13, and nearly 80 percent was with Lancashire-based organisations, up from 39 percent over the same time period. Research has found that for every pound spent by a participating local authority with a local SME, it generated 63p for the local economy, whereas only 40p for every pound is generated by large local firms (FSB, 2013). Thus, the £4.1bn and £4.6bn spent with local SMEs and large local firms, respectively, resulted in £2.6bn and £1.86bn in additional benefits for the local economies, meaning that investing in procurement with small local firms encourages higher levels of re-spend (over £746m more than by large local firms). Thus, estimates by CLES show that increased sourcing by local authorities from local firms (just 5 percent more) would collectively lead to more than £1.4bn of spending in the local economy. This type of 'devolved economy' has received national attention regarding a potential model for post-Brexit UK and should be promoted as an evidence-based improvement to rural economies. Particularly with regards to food, the Lancashire county council tendered a contract to provide school meals – the size of which was impossible for local firms to meet, so the procurement officers broke it down into different products to provide (eg yoghurt, eggs, cheese, etc). This market push towards local suppliers using Lancashire farmers contributed an extra £2m to the county (Chakraborty, 2018).

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Commissioning Group (CCG), the aim of this co-op is to enhance the wellbeing of Lambeth's residents and particularly provide patients suffering from long-term health problems with communal activity outdoors and growing fresh local food that they may not have known how to grow before.

Community / local authority procurement strategies focussed on delivering citizen benefits as well as economic, social and environmental benefits, best value, innovation support, quality services and stimulating growth broaden the approach towards local, sustainable procurement beyond schools to include all public bodies. Nottingham City Council has injected £288m into the local economy through its 2014-17 Procurement Strategy and created 364 new entry level jobs and apprenticeships for local people through the contracts awarded (Nottingham City Council, 2017). Upon independent review and taking stock of the Strategy's accomplishments around ensuring social value is considered in procurement as well as the national policies and strategies above that contribute to the local / regional context, the council rejected the option to do nothing upon expiration of the 2014-17 Strategy. Great value was placed upon continuation of this initiative, and thus the council adopted the 2018-23 Strategy to maintain "clear messages for the market about the council's strategic objectives to enable all suppliers (including local firms, SMEs and voluntary and community sector) to be able to participate in contract opportunities." Within the procurement profession, the UK National GO Awards celebrate excellence in public procurement and the Nottingham city council won a national award for innovation in procurement, particularly due to its approach in commissioning and procuring services for the local deaf community.

The tragic deaths of hospital patients from the listeria outbreak in early June 2019 linked to pre-packaged sandwiches and salads from The Good Food Chain, a catering company supplying to 43 hospital trusts across the UK, have brought the question of what kind of food is served to ill patients through the procurement process under a harsh light. Health Secretary Matt Hancock has ordered a major review by the NHS of hospital food, stating "I have been incredibly concerned by this issue and strongly believe that we need a radical new approach to the food that is served in our NHS.... Staff, patients and families deserve so much better – our NHS should be at the forefront of supporting people to make healthy choices. I have instructed the NHS to conduct a root and branch review of hospital food" (Rawlinson, 2019). A very good example of best practice which should be taken up throughout the hospital system is the Nottingham University Hospitals NHS Trust (NUH) model of local food procurement. John Hughes, formerly of John Lewis, began the shift towards integrating local and regional suppliers into its catering menu in 2004 as a component of the NUH's commitment to Good Corporate Citizenship. Whilst necessitating alterations in menu design due to seasonality of produce supply, writing menus in sufficiently flexible ways to account for changes, and holding open days to engage with potential suppliers, the Public Sector Food Procurement Initiative (PSFPI) launched NUH into the position of being a leader in the field of hospital catering. By making their food procurement tenders available and accessible to local producers, NUH sources over three-quarters of its raw ingredients locally, pouring money back into the local economy as an organisation preparing and serving as many as 8,000 meals per day to patients, staff and guests and spending around £2m per year. One of the arguments which other hospitals may wager against such a scheme is that it would drive up costs - NUH's "cost per patient per day

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[in 2017] remain[ed] below the national average at about £4.53 per day”, including breakfast, lunch, supper, snacks and beverages (MedAct, 2017). Their commitment led to NUH being the first hospital in the country to be awarded the Food for Life Gold Standard in 2014, and the current assistant head of facilities service lead for catering, Chris Neale, won Caterer of the Year Award for the Hospital Catering Association in 2018 and was shortlisted again this year as well as for the Catering Service of the Year. With support from the Trustee Board and the deputy chief nurse Ann-Marie Riley, the catering team has taken an innovative approach towards assessing how to best keep patients well-nourished during recovery. Using the ‘Power of 4’ approach, a team of caterers, dieticians, clinicians and patient representatives have developed Memory Menus, where patients are able to choose comfort foods they would like to have served and they have the opportunity to eat communally rather than in bed alone. In the kitchen, staff from programmes such as Headway, a brain injury association, are employed on the team with the support of their case worker to build social integration and individuals’ CVs with catering experience. The NUH’s City Hospital Campus also started an independent coffee chain, Coffee City, which it turned over to the Social Enterprise East Midlands company to run and has expanded to multiple locations throughout the City Hospital and Queen’s Medical Centre. These initiatives demonstrate the enormous benefits local procurement can bring when approached holistically: employment opportunities for local community members, contributing to patient wellbeing and recovery times, fostering community engagement, adding money back into the local economic and reducing food miles and packaging.

Barriers to uptake of this type of approach reflect those seen in schools, with many having changed their kitchen infrastructure to have large microwaves for warming up the bought-in cold meals by their food service provider and not be equipped to cook meals in-house. Citing cost constraints, the Royal Devon and Exeter Hospital uses *apetito* as its catering company for patient meals whilst food in the canteen is prepared in-house. The catering manager of Musgrove Park Hospital in Taunton was consulted about moving towards a local procurement, fresh meal preparation model, and he indicated it is a move that he would like to make for their catering but the hospital would need a new kitchen. In terms of price, they currently spend £3.90 per person per day, so if compared to the NUH example, costs per day would increase by 60p. From a short-term, narrow perspective the costs would be greater, but the potential for myriad other benefits such as faster recovery time for patients and returns to the local economy would help offset the difference if considered from a holistic system perspective. Whilst difficult to directly prove that length of stay and recovery was shortened due to fresher, local food made in-house and more enjoyable eating with the Memory Menu option and sociable eating, hospital staff at NUH attest to these benefits for patients. In the way the system is structured, perverse incentives to avoid reducing patient stays so that the hospital can claim back as much money as possible from the NHS should not prevent these types of win-win approaches.

Possible solutions for overcoming some of the barriers to local procurement would be to increase collaboration with local catering colleges since they have the infrastructure to cook large meals and it would provide the attendees with significant training and experience for their CVs as well. Additionally, the Devon Social Investment Fund, established through the Devon Community Foundation, is an option for voluntary, charity



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and social enterprise (VCSE) organisations to access tailored loans that could help schools and hospitals make capital investments such as putting kitchens back into these public institutions. In recognition of the cost concerns public institutions face in deciding whether they can afford to source locally, meat is a more expensive product than plant-based products, so focussing on obtaining as much fruit and veg as possible from local growers could be a good option. This could also fit with the recommendations suggested in the EAT-Lancet report to increase fruit and vegetable consumption, so perhaps vegetarian meals for everyone could be incorporated into the menu and good quality meat served fewer times a week (Willett et al., 2019). Finally, those in charge of making these types of decisions may find procurement options and rules overwhelming and therefore go for the easy option as they often have limited time, budget and flexibility. The Ofsted inspections will take into consideration the entire atmosphere of the school, including the food served, so for head teachers who do not already feel strongly about increasing local procurement in their schools, this being factored into the decision as to whether the school receives a ‘Good’ rating may be an incentive to switch. A few guides for decisions around school procurement are the checklist devised by The Independent School Food Plan and the Children’s Food Trust guide to school food procurement regarding the rules and a decision tree from the Department of Education to help schools determine whether they want to buy direct from suppliers or use an existing contract or framework agreement.

## Recommendations:

Any food policy cannot achieve its goals and the vision cannot be made reality unless the government, the parliament and the entire food system are committed to the common strategy and its long-term implementation.

From the evidence of the benefits of local public procurement to the local economy, employment opportunities, better learning outcomes, better health outcomes, reduced environmental impact, and in most cases, cash neutral investment levels, we recommend the government raises awareness of the Social Value Act 2013 and creates a statutory duty to buy local and sustainably grown food, initially for schools and hospitals, and then ultimately for all public sector bodies.

To work with established examples of sustainable procurement within the South West, such as the BathNES council, CATERed and Fresha, to run a pilot scheme in Devon (where researchers would be able to draw a sample from four hospital trusts, 379 primary schools, 43 academy schools, 206 day nurseries), maybe working with an Exeter-based kitchen already supplying some schools and nurseries. This would allow for research at a manageable scale as to the implementation and procurement for one of the hospital trusts, for example. A group of primary schools/nurseries in a close working relationship with farmers/growers, as with the Stanford Hall CSA. Academy trusts could be involved, as often a trust manages several academies.

If successful, the pilot scheme could be scaled to include all four hospital trusts in Devon, the primary schools, nurseries and academies, and a measure of demand and supply for Devon, how much can be grown, on how much land and how many growers are needed. This could be further scaled up for the whole South West Peninsula.

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# Annex 1

Teamwork						Responsibility						Communication						Resilience						Independence						Comments
s	s	s	x	x	o	s	s	s	x	o	o	s	s	s	x	x	o	s	s	s	x	o	o	s	s	s	x	o	o	
d	d	d	s	s	s	d	d	d	s	s	s	d	s	s	s	s	d	d	d	s	s	s	d	d	d	s	s	s	E = emerging	
s	s	s	x	x	x	s	s	s	x	o	o	s	s	s	x	x	d	d	d	s	s	x	x	s	s	s	x	o	o	D = developing
d	d	d	s	s	s	d	d	d	d	s	s	d	d	d	s	s	d	d	d	s	s	s	d	d	d	s	s	s	S = secure	
d	d	d	s	s	s	d	d	d	s	s	s	d	d	d	s	s	d	d	d	s	s	s	d	d	d	s	s	s	X = exceeding	
d	d	d	d	d	d	d	d	d	d	d	d	e	e	e	d	d	e	e	e	d	d	d	d	d	d	d	d	d	O = outstanding	
e	e	d	d	d	d	e	e	d	d	d	d	e	e	d	d	d	s	e	e	d	d	d	e	e	e	d	d	d	Deliberately silly at times.	
e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	e	d	d	d	e	e	e	d	d	d	Global issues	
e	e	e	e	e	e	e	e	e	e	e	e	e	e	d	d	d	e	e	e	d	d	d	e	e	e	d	d	d	Pushes boundaries and struggles without structure. No responsibility	
d	d	d	d	d	d	d	d	d	d	d	d	d	d	d	s	s	s	d	d	d	d	d	s	d	d	s	s	s		
s	s	s	x	x	s	s	s	s	x	x	s	s	s	s	x	x	s	s	s	s	x	s	s	s	s	s	x	x		
s	s	s	x	x	o	s	s	s	x	x	o	s	s	s	x	x	o	s	s	s	x	x	s	s	s	x	x	o		
d	d	d	d	d	d	d	d	d	d	d	d	d	s	s	s	s	d	d	d	d	d	d	d	d	d	d	d	d		

The table above is an example of the assessment framework developed by Mr Ball, head of outdoor learning for Teignmouth Community School. Each line is dedicated to one student over the course of an entire year, and the six columns under each skills category signify the assessment periods to evaluate progress. Thus, for example, the first line shows that the student started off as Secure in Teamwork and by the end of the year had progressed to Outstanding.

### Outdoor Learning Curriculum Map

	Teamwork	Responsibility	Communication	Resilience	Independence	Terminology for pupils
<b>Reception</b>	<ul style="list-style-type: none"> <li>Working together in the garden; sharing tools and jobs.</li> <li>Class games (hide and seek, sardines etc.)</li> <li>Partner work</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate behaviour in the garden and wildlife area.</li> <li>Staying within defined boundaries.</li> <li>Safe use of hand tools in the garden.</li> </ul>	<ul style="list-style-type: none"> <li>Explaining what they have seen or done.</li> </ul>	<ul style="list-style-type: none"> <li>Try all activities.</li> <li>Continue with a challenging activity with adult support</li> </ul>	<ul style="list-style-type: none"> <li>Begin to undertake tasks on their own, with support from an adult.</li> </ul>	Garden, growing, inside, outside, weather, seasons, spring, summer, autumn, winter.
<b>Year 1</b>	<ul style="list-style-type: none"> <li>Choosing own groups for activities.</li> <li>Sharing tools and jobs.</li> <li>Class games (run and touch, stone angels).</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate behaviour in the garden and wildlife area.</li> <li>Staying within defined boundaries.</li> <li>Safe use of hand tools and spades, rakes, hoes and wheelbarrows.</li> </ul>	<ul style="list-style-type: none"> <li>Explaining what they have seen using adjectives – describe something so that the class can guess what it is.</li> </ul>	<ul style="list-style-type: none"> <li>Persevere with a given task suitable to the child.</li> <li>Complete a challenging activity with adult support</li> </ul>	<ul style="list-style-type: none"> <li>Begin to choose to undertake tasks on their own.</li> </ul>	Seed, sow, harvest, grow, nature, wildlife, safe, tools.
<b>Year 2</b>	<ul style="list-style-type: none"> <li>Choosing own groups for activities.</li> <li>Sharing tools and jobs.</li> <li>Working in teacher-chosen groups effectively.</li> <li>Regular partner work.</li> <li>Class games</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate behaviour in the garden and wildlife area.</li> <li>Staying within defined boundaries.</li> <li>Safe independent use of hand tools and spades, rakes, hoes and wheelbarrows.</li> </ul>	<ul style="list-style-type: none"> <li>Explaining what we have done and seen – describing using adjectives and adverbs.</li> <li>Discussions of what went well in activities and how we could do better.</li> </ul>	<ul style="list-style-type: none"> <li>Continuing to try with a suitable task despite initial failure.</li> <li>Complete a challenging task with peer support.</li> </ul>	<ul style="list-style-type: none"> <li>Begin to identify which tasks are better performed individually and be able to explain why.</li> <li>Work independently without support for short periods.</li> </ul>	Tree, leaf, seed, nut, berry, poisonous, fungi, hoe, rake, spade, trowel.

This curriculum map was developed by Mr Ball from reception through Year 6 to outline the various objectives students would be evaluated on within the skills categories, building on them each year. The New Entrants working group has explored issues surrounding who will be the future of agriculture in the UK. This question is part of the broader conversation of what we want the future of farming and the countryside to look like in this country.

In terms of who will own and operate the farms, attracting new people into the sector must be considered. There will be a significant amount of farmland and farm business assets that will need to change hands in the coming decades. The median age of the farming population in the UK

rose to 60 in 2016, with a third of all farms held<sup>6</sup> by persons over the age of 65 and only 3 percent held by persons below the age of 35 (Defra, 2019). The industry in Devon faces these challenges.

Along this line, Defra included questions around encouraging and supporting new entrants in the public consultation on Health and Harmony: the future for food, farming and the environment in a Green Brexit (Defra 2018a), resulting in multiple comments from stakeholders highlighting the barriers to entry and systemic changes the Government could promote to address them (Defra, 2018c).

6 “From 2009 onwards, England data relate to ‘commercial’ holdings only. The term commercial covers all English holdings which have more than 5 hectares of agricultural land, 1 hectare of orchards, 0.5 hectares of vegetables or 0.1 hectares of protected crops, or more than 10 cattle, 50 pigs, 20 sheep, 20 goats, or 1,000 poultry. These thresholds are specified in the EU Farm Structure Survey Regulation EC 1166/2008” (Defra 2019).

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Having a generation ready to take over for outgoing operators as well as begin vibrant new enterprises within this important primary production sector is necessary to support domestic food security, rural economic vitality, environmental management etc.

This report describes primary data collection undertaken by the Devon locally led inquiry, to understand the opinions of careers in food, farming and agriculture held by teenagers in Devon, specifically those views within the context of the career ambitions of these young people.

This data was collected with the view to it being able to influence future plans for engagement of young people within the county.

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8 John Adam Street  
London WC2N 6EZ  
+44 (0)20 7930 5115

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