

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Health and Adult Social Care Policy and Accountability Committee

Date: 8th July 2025

Subject: Hammersmith and Fulham Food Plan 2025-2030

Report of: Cllr Alex Sanderson, Deputy Leader

Report author: Susan Hughes, Programme Lead, Public Health

Responsible Director: Dr Nicola Lang, Director of Public Health

SUMMARY

Hammersmith and Fulham Council (H&F) and the H&F Food for all Partnership have created a 5-year Food Plan, building on the H&F Food Matters: Action Plan 2019-2024. This collaborative approach addresses immediate food needs while aiming to reduce long-term causes of food insecurity; create a sustainable local food culture; and lessen reliance on crisis support.

The plan aims to promote healthier lifestyles and enhance access to nutritious food for the community, promoting shared ownership among partnership members and promoting nutrition and community-building.

In March 2025, H&F received a leadership and most improved Council Award at the Good Food Local report launch at London City Hall. These awards are part of the annual Sustain London report, backed by the Greater London Authority and Trust for London, which assesses each borough's food partnerships and efforts to tackle food insecurity. This recognition stems from H&F's significant improvements in helping residents access healthy, affordable food, showing leadership on a whole systems approach and addressing root causes of food poverty. This includes the development of the new H&F Food Plan and the H&F Food for all Partnership securing official food partnership status from Sustainable Food Places. H&F is now among the top 6 leadership councils in London since the survey began 13 years ago.

RECOMMENDATIONS

1. For the Health and Adult Social Care Policy and Accountability Committee to note and comment on the report.

Cabinet recommendations approved on 16 June 2025:

1. That Cabinet agree to adopt the H&F Food Plan 2025 – 2030 principles and framework for delivery, attached at appendix one.

2. That Cabinet support the development of a detailed local action plan which will enable the H&F Food for All Partnership to drive forward key initiatives based on our sphere of influence and the resources available to us.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Corporate Plan and the H&F Values
Building shared prosperity	Food insecurity highlights broader inequality issues, including in relation to accessing services. Investing in a sustainable local food economy offers benefits like better health and nutrition, job creation, and being environmentally friendly. It's vital to enhance access to affordable, nutritious food, especially given the links between obesity and the overall health of our residents. This includes support for food crisis provisions, food growing, and helping food businesses thrive.
Creating a compassionate and inclusive council	Supporting the H&F Food Plan demonstrates the Council's commitment to prioritising the health and happiness of residents. It aims to enhance support for those facing food poverty. Creating a dynamic delivery plan will provide an opportunity for residents to participate, improving understanding of food security beyond just poverty and looking at how food supports residents to remain independent at home and can improve social inclusion. This plan also promotes shared language and community solutions to food poverty.
Doing things with residents, not to them	This Food Plan has been developed in line with guidance from the National Food Strategy and London Food Strategy which recommends that local authorities should put in place a food strategy in partnership with the communities they serve. It incorporates input from residents with firsthand experience and is co-created with the Food for All Partnership. The plan aligns with the Council's goal to collaborate

	with third sector organisations to meet shared priorities and strengthen partnerships. We will work with communities and local groups to create a delivery plan that respects the borough's diversity and promotes independence and resilience.
Being ruthlessly financially efficient	The plan emphasises a partnership approach aimed at prevention and building community resilience. This will lead to improved service integration, easier access to existing support, and reduced reliance on more costly interventions for diet-related ill health issues and ongoing emergency food provision. The food delivery plan will coordinate efforts for efficiency, create sustainable solutions, and widen the evidence base for attracting funding support for local initiatives.
Taking pride in H&F	A local food plan will help us develop a localised, sustainable food system. This will help ensure that healthy and sustainable food is affordable and accessible for all residents, help to meet our climate and sustainability targets and improve our food supply resilience.
Rising to the challenge of the climate and ecological emergency	The H&F Climate Team are important members of the Food Partnership. One of the four key objectives of the plan is to achieve Sustainable Food Systems. This includes understanding the impact of food and which foods lower a diets carbon footprint, reducing waste, making better use of surplus food, promoting sustainable eating, and encouraging healthier diets. We believe that improving access to fair and sustainable food for everyone can help address the environmental crisis, and we are dedicated to keeping this as a main focus in all areas of the work.

Financial Impact

This strategy has been developed by Public Health, in conjunction with key partners, within existing approved service budgets. Actions within the action plan are expected to be contained within existing service budgets.

The recommendations above to adopt a 5-year strategic food plan and to develop a detailed local plan do not currently have any financial implications.

Any financial implications of this strategy will be included as part of the overall evaluation which will include legal, risk management and finance, once any contract award report is available.

Cheryl Anglin-Thompson, Principal Accountant ASC Commissioning & PH, 5th March 2025

Prakash Daryanani, Head of Finance, 5th March 2025

Legal Implications

The Council has the legal power to agree to adopt the H&F Food Plan 2025 – 2030.

Verified by: Joginder Bola, Senior Solicitor (Contracts & Procurement), 28/02/2025.

Background Papers Used in Preparing This Report

[H&F Health & Wellbeing Strategy 2024-2029](#)

[H&F Joint Strategic Needs Assessment](#)

[The H&F Plan 2023-2026](#)

[H&F Climate and Ecology Strategy](#)

[H&F Early Intervention Strategy 2022-2027](#)

Oral Health Needs Assessment 2024

[Sustain London report](#)

[National Food Strategy](#)

[London Food Strategy](#)

DETAILED ANALYSIS

Background

1. Our food system in London is complex and creates various societal and policy challenges. Communities face issues that impact physical, social and emotional health such as obesity, food poverty, and food insecurity. Food production also contributes to high greenhouse gas emissions, affecting air quality and climate change in London.
2. This proposed H&F Food Plan recognises the essential role of food in daily life, from nutrition to cultural importance, and how it connects communities and supports local economies. Access to healthy, affordable food is vital for survival and wellbeing of residents, preventing issues like poorer educational outcomes and mental health. A strong food economy is also key to a food-secure community.
3. The situation for food aid providers in Hammersmith and Fulham (H&F) is becoming increasingly challenging as the demand for meals outpaces the supply of surplus food donations and/or capacity. In 2023/24, 25,711 individuals in H&F relied on emergency food bank support, an increase of

103% compared to 2022. At the time of developing the new plan; in 2024/25, monthly food bank usage was averaging 2,518 individuals. Notably, families with children and the elderly represent significant portions of those in need.

4. Employed residents are increasingly seeking food aid due to cost of living. Food bank usage is not evenly distributed across H&F, with wards such as White City showing higher percentages of individuals who were previously considered food secure.
5. Issues with poor diet can start early in life. Breastfeeding makes children less likely to be obese and overweight later in life, however only one-third of babies are exclusively breastfed by 6-8 weeks.
6. Childhood is an important period for developing eating habits, attitudes and routines and may limit their willingness to try new things in the future. Poor diet in childhood can also lead to early onset of chronic conditions such as type 2 diabetes, poor psychological and emotional health, tooth decay and broader negative health outcomes.
7. The need to build resilience into our local food systems to ensure better access to food has never been greater and it is these issues which the H&F Food plan aims to address.
8. The H&F Food Plan 2025-30 represents a significant evolution in the borough's approach to food security and sustainability. It builds on the H&F Food Matters: Action Plan 2019-2024 and expands on the initiatives in the previous delivery plan to include the wider food system in H&F as well as issues around sustainability and climate. The plan to enhance household food security and establish a fairer food system is a commendable initiative that builds upon previous collaborative efforts. The H&F Food Partnership's dedication over the last two years has set a precedent for us as a Borough and has culminated in the development of multiple complementary services, addressing various aspects of food accessibility, nutrition, education, isolation and sustainable practices.
9. The local Voluntary and Community Sector (VCS) continues to deliver programmes that are essential to achieving a food secure borough. Their response to the COVID-19 pandemic provided an excellent example of what can be achieved when we share knowledge, work together with local communities and join-up our resources.
10. This Food Plan has been developed in line with guidance from the National Food Strategy and London Food Strategy which recommends that local authorities should put in place a food strategy in partnership with the communities they serve. It incorporates input from residents with firsthand experience and is co-created with the Food for All Partnership which includes Council representatives from Childrens, Climate, Adult Social Care and Environment. The plan aligns with the Council's goal to collaborate with third sector organisations to meet shared priorities and strengthen partnerships. We will work with communities and local groups to create a delivery plan that respects the borough's diversity and promotes independence and resilience.

11. The Food Plan has been developed through a collaborative effort led by Public Health and the Food for All Partnership. This process involved:
 - A comprehensive review of the previous Food Plan
 - Coproduction efforts with the Food for All Partnership in designing the new plan.
 - Engagement with residents, especially priority groups and those with lived experience of food poverty.
 - Formal research conducted by the Hammersmith & Fulham Foodbank and the Nourish Hub.

Key Achievements and Initiatives

12. Since the inception of the previous H&F Food Matters Plan in 2019, several significant strides have been made including but not limited to:
 - Introduction of holiday activity programs with free meals and nutritional education
 - Expansion of the Universal Breakfast program in primary schools
 - The Food for all Partnership being created in 2021 to address rising food insecurity and promote better health in communities. The Partnership meets quarterly and includes local voluntary and community groups, faith groups, representatives from departments across H&F, Health and local businesses, working together to improve food security and reduce inequalities. The partnership meetings are co-chaired by H&F Foodbank, Nourish Hub and H&F Council. The partnership understands local services and helps residents find support. Meetings were held in places like local churches, community gardens, and community centres enabling residents to express their needs and enhance the Partnership's work.
 - The Sharing Table was developed and is a collection of much-loved recipes and family favourites that has been compiled from a range of local Hammersmith & Fulham residents and supported by H&F Giving. The recipes are simple to make and don't ask for any specialist ingredients. It is distributed by local partners including Nourish Hub, H&F Food Bank and West London Welcome amongst others.
 - Supported the development of new community food initiatives and enterprises through identifying gaps, consulting communities, and providing access to tools, resources, training and advice. The Council, external grant funders and the Food Partnership Coordinator have supported several local projects and through H&F Hive – Spacehive community crowding funding platform including community led projects from community kitchens to community gardening and food growing spaces.
 - H&F, in partnership with H&F Giving, launched the Winter Support Fund 2024/25, awarding grants to community organisations helping those in need. The fund assisted many households facing financial hardship, including older residents, by providing food, fuel, and essential living costs.
 - H&F supports West London Welcome who provide a safe social space. Their community centre is run for and with refugees, migrants and people seeking asylum offering classes, activities, advice, advocacy, food and friendship.
 - H&F is now one of the London local authorities, taking part in the Healthier Catering Commitment (HCC) scheme. The voluntary scheme is run by London Boroughs, with support from the Mayor of London, the London Food Board and ALEHM. So far 34 Restaurants, takeaways, sandwich bars and

other caterers 34 local restaurants, cafes and sandwich bars have been awarded Healthier Catering Commitment.

13. A full-time Food for All Partnership Coordinator, jointly funded by the Greater London Authority and H&F, who sits with the Nourish Hub, has been instrumental in coordinating efforts across the partnership. This role has led to:
 - Securing official partnership status from Sustainable Food Places in 2024 gaining access to support, campaigns, awards, toolkits, and resources to further support the aims of this plan.
 - Enhanced connections with other London and UK food partnerships
 - Research and evaluation of the impact of initiatives addressing food insecurity in H&F.
14. In March 2025, H&F received a leadership and most improved Council Award at the Good Food Local 2025 report launch at London City Hall. These awards are part of the annual Sustain London report, backed by the Greater London Authority and Trust for London, which assesses each borough's food partnership and efforts to tackle food insecurity. This recognition stems from H&F's significant improvements in helping residents access healthy, affordable food including the development of the new H&F Food Plan and securing official food partnership status from Sustainable Food Places. H&F is now among the top 6 leadership councils in London since the survey began 13 years ago.

Analysis of Options

Option 1: To approve the H&F Food Plan (recommended)

15. This option approves the H&F Food Plan 2025 - 2030 and the development of a local food action plan in collaboration with key stakeholders to provide the borough with a strategic approach to addressing food poverty amongst Hammersmith & Fulham residents. This will ensure continued collaboration between relevant stakeholders and improve provision within the borough and the development of a localised, sustainable food system which will ensure that healthy and sustainable food is affordable and accessible for everyone, help to meet our climate and sustainability targets and improve our food supply resilience. Approving the development of a local delivery plan will enable us to explore targeted and preventative interventions to build resilience and enable individuals to transition from emergency food provision, with a particular focus on supporting priority groups and those at risk of food poverty.

Option 2: To not approve the H&F Food Plan 2025–30 (not recommended)

16. Whilst there is no statutory requirement to adopt a local Food Plan, local authorities have a legislated duty to take appropriate steps to improve the health of the people who live in their area. 19. Given that developing a Food Plan is one of the key deliverables set out in the H&F Corporate Plan 2023-26, to help prevent poverty and its impacts, and the Council's commitment to support residents during the cost-of-living crisis and its Climate Emergency declaration, not adopting a strategy which mirrors and is in alignment with these

commitments could pose both a reputational risk and questions around the Council's commitment to taking action.

Reasons for Decision

17. The plan (attached as appendix one) seeks to identify priority areas for action, links to existing initiatives and policy, and showcases examples of excellence that can be learnt from and built upon.
18. This Food Plan goes across a wide range of work, from supporting some of our most vulnerable residents to keeping people healthy and helping to tackle the climate crisis. This plan will help to coordinate and focus this wide array of work including work with our partners in the third sector, supporting resilient and sustainable solutions.
19. Developing a Food Plan is one of the key deliverables set out in the H&F Corporate Plan 2023-26, to help prevent poverty and its impacts. It also links closely and supports the delivery of a range of corporate plans, including our Health & Wellbeing Strategy and Climate and Ecology Strategy.
20. The H&F Food Plan is a forward step in the development and facilitation of work around Sustainable Food which meets many corporate and climate objectives and seeks to help residents struggling to access food. The strategy confers no obligations on the council, but it does offer the opportunity to develop work which is in line with many of the council's priorities. Officers therefore recommend that Cabinet endorses the plan and the development of a local food action plan.

Focus Areas and Objectives

21. H&F and the Food for all Partnership have coproduced the plan with a focus on sustainability, prevention, building community resilience and transition from emergency support. This comprehensive approach seeks to achieve these aims through the following ambitions:
 - Food Security: Ensuring no one goes hungry or is malnourished.
 - Healthy Eating: Enabling everyone to eat healthily.
 - Connecting Communities: Preventing social isolation around food
 - Sustainable Food Systems: Enabling environmentally conscious eating.
22. These ambitions are considered to encompass most of the important issues for food in H&F and much work has been done to look at other food plans and strategies Nationally.

Proposed plan/model

23. The refreshed Food Plan aims to:
 - Evolve the food response with a greater focus on sustainability and prevention.
 - Encourage bottom-up community food resilience.
 - Transition from emergency support to more sustainable solutions

- Address food poverty, reduce stigma, and ensure access to good food for all.
 - Tackle environmental concerns and promote sustainable practices in the food industry.
24. This plan will follow the '[Food Ladders](#)' approach, developed by Dr Megan Blake at the University of Sheffield. This is an evidenced-based approach toolkit for framing food-based interventions and tool for community-based development that focuses on reducing vulnerability to food insecurity.
- a. Each rung of the 'food ladder' will play a role in enabling individuals to become more food secure; people can move between the rungs at different stages of their life. But each rung is integral towards food security. Without crisis support, individuals can't focus on building skills. Without those skills, people can remain dependent on food aid and without opportunities to develop independence and be part of a community, breaking free from the cycle of poverty becomes much harder.
 - b. By integrating the 'food ladders' framework into our work, we will ensure that service users not only receive immediate support and access to nutrition services and programmes, but are also supported in building community connections, and gaining the knowledge, tools, and skills needed to achieve long-term food security.

Implementation and Coordination

25. It is recommended that the plan is delivered over five years from 2025 to 2030, and the associated live delivery plan be split into short-, medium-, and long-term outcomes, which will set out what we want to deliver over the life of the plan. This will ensure that it is feasible but also adaptable to any changes in policy, to help us to achieve its aims and build on progress made year-on-year. Transforming our food system will take time and, in some areas, change will be gradual. This strategy will help us to create the conditions we need to move towards a sustainable food system. We will review our plan each year and develop new actions, building on what we have already achieved.
26. The Council will be the lead organisation responsible for delivery of the strategy, with the Food for All Partnership supporting operational delivery of the actions outlined within the delivery plan being the primary driver in implementing the plan, with support from various Council departments including Children's Services, Adult Social Care, Environment and the Climate Team, Health and Social Care providers, voluntary organisations, and local businesses. It is proposed that the Health and Wellbeing Board take an oversight role, given the strong relationship to the Joint Health and Wellbeing Strategy (which includes objectives around improving food security and improving the health of residents in H&F). The Food Strategy group will report progress into the H&F Health and Wellbeing board annually.
27. The council has a key role to play – not least because it can coordinate local initiatives, resulting in a collaborative approach to reducing food insecurity. Most significantly, it can use the levers already at its disposal to address the structural causes by encouraging full uptake of free school meals and Healthy

Start vouchers; boosting people's incomes through schemes such as council tax reduction; and using planning decisions to prevent 'food deserts' and promote low-cost healthy food outlets, for example.

28. The role of the Food Partnership will be to implement a 'whole system approach' for the Food plan, develop and monitor the impact of actions, support partnerships and coordination of the Food for All initiative, ensure that the Strategy meets residents' needs through community consultation, collaborate with community partners offering food initiatives and services and to identify and share resources such as funding, skills, and networks for broader knowledge sharing.
29. The Delivery Plan will be a dynamic document supported by a series of themed working groups as an action or advisory sub-group of the Food Strategy which will take forward and support the activities identified; coproducing and delivering specific objectives.
30. It is proposed that there will be three working groups who will consider the Action Plan through a particular focus. These are:
 - Food (in)security working group: From crisis support to capacity building.
 - Sustainable food for people and planet
 - Supporting the shift towards healthier diets
31. It is envisaged that the working groups will meet at least quarterly recognising that further work between interested parties will happen outside of the formal working groups. Attendees may change depending on the actions for discussion but will include key Council and Partner Officers, VCS organisations, local businesses, and residents. On-going consultation and engagement with partners and residents will remain a priority. The above will feed into an annual review of the plan and full overhaul every 5 years. The delivery plan will set out where partners are taking the lead in key areas of delivery. While specific leads will be identified in the draft delivery plan, there will be a strong emphasis on shared ownership.

Measuring impact

32. The delivery plan will be a live document that includes existing work, ongoing projects, and goals that can progress with resources. It will specify the leads and partners in charge of each action and will be updated using a "RAG rating" system by the leaders of those actions. Time frames and key performance indicators will be set for each activity. Each action will have a performance measure for clear reporting. The actions aim for specific, measurable outcomes to focus on creating meaningful impact in local communities and we will assess their positive impact on people's lives. Evaluation will occur during the annual review of the plan.
33. As the plan is implemented, a further understanding of the local food system will be developed, focusing on the roles of the health system, public sector, voluntary groups, food producers, retailers, and businesses.

Equality Implications

34. The H&F Equality Impact Analysis (EIA) has been completed for this strategy and is attached as Appendix 2. It has concluded no direct negative implications for groups who share protected characteristics as listed under the 2010 Equality Act and would have positive consequences.
35. This Food Plan aligns with the National and London Food Strategy, advising local authorities to collaborate with their communities on food strategies. It incorporates insights from residents with direct experiences of food poverty and is created with the Food for All Partnership. The plan promotes healthier lifestyles and improves access to nutritious food for the community and emphasises the importance of food in daily life, from nutrition to community-building.
36. Third sector partners worked with residents to ensure the Food Plan meets the diverse needs of various communities and priority groups. Research conducted by Hammersmith & Fulham Foodbank and the Nourish Hub included interviews and informal engagement, guiding the plan's recommendations.
37. UK Harvest's assessment showed that the Nourish Hub significantly benefitted residents and volunteers, especially during the cost-of-living crisis. It fostered community connections and provided access to affordable, nutritious food.
38. The Action Plan will encourage resident participation and aims to engage underrepresented communities, particularly Black, Asian, and Multiethnic groups. The plan focuses on addressing health inequalities with targeted outreach in deprived areas, especially for vulnerable populations like children, food bank users, asylum seekers, and disabled individuals.

Verified by Yvonne Okiyo, Strategic Lead Equity, Diversity and Inclusion, 5th March 2025

Risk Management Implications

39. There is an organisational risk that the complexity of the management organisation will impede delivery or allow it to fail altogether. This presents an ensuing people risk to resident's dependent upon the service. It is strongly recommended that the organisation is clearly defined and that a programme delivery plan is defined, agreed and implemented. This must include a service delivery framework, organisational responsibilities definition, management governance structure including roles and responsibilities (with supporting RACI), communications plan with reporting structure and timelines, assurance plan and assessment schedule, problem escalation definition, benefits definition and tracking, with supporting processes.
40. There is a governance risk that regulations covering the delivery and management of food partnerships (including food hygiene regulation) changes presenting a threat to the ongoing delivery. It is recommended that this organisation remains aware of all regulatory changes and always ensures compliance.

41. There is a reputational risk that any divergence from a complete delivery both in terms of quality but also care will be met with significant negative publicity in the press. It is recommended that the above-mentioned communications plan contains steps designed to offset any negative reports should there be a divergence from complete delivery. Updates on the quality or delivery problems should be communicated on LBH&F websites in advance of any negative publicity.

Verified by Jules Binney, Risk and Assurance Manager, 4 March 2025

Climate and Ecological Emergency Implications

42. The H&F Equality Climate Implications Toolkit has been completed for this strategy and is attached as Appendix 3. It has concluded no direct negative implications for the climate.
43. This Food Plan goes across a wide range of work, from supporting some of our most vulnerable residents to keeping people healthy and helping to tackle the climate crisis. This plan will help to coordinate and focus this wide array of work including work with our partners in the third sector, supporting resilient and sustainable solutions.
44. One of the four key objectives of the plan is to achieve Sustainable Food Systems. This includes understanding the impact of food, reducing waste, making better use of surplus food, promoting sustainable eating, and encouraging healthier diets. We believe that improving access to fair and sustainable food for everyone can help address the environmental crisis, and we are dedicated to keeping this as a focus in all areas of the work.

Verified by Hinesh Mehta, Assistant Director for Climate Change, 4 March 2025

Consultation

45. Hammersmith & Fulham Council is committed to doing things with residents, not to them, and understand that this food plan and its objectives cannot be achieved by any one group, sector or setting. We will work with partners across sectors to create a stronger food system in the borough. Voluntary and Community Sector (VCS) partners bring first-hand experience of working with communities and businesses have a responsibility to improving access to healthy affordable food and supporting their employees and community.
46. This Food Plan has been developed in line with guidance from the National and London Food Strategy which recommends that local authorities should put in place a food strategy in partnership with the communities they serve. It incorporates input from residents with firsthand experience and is co-created with the Food for All partnership.
47. The plan aligns with the Council's goal to collaborate with third sector organisations to meet shared priorities and strengthen partnerships. We will work with communities and local groups to create a delivery plan that respects the borough's diversity and promotes independence and resilience.

LIST OF APPENDICES

Appendix 1 – H&F Food Plan 2025-30

Appendix 2 – Equality Impact Analysis

Appendix 3 – Climate Implications Toolkit