



The Scottish  
Government

# Recipe for Success – Scotland's National Food and Drink Policy



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# Recipe for Success – Scotland's National Food and Drink Policy

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# Contents

<b>Foreword</b>	<b>iv</b>
<b>Introduction</b>	<b>1</b>
<b>Supporting the growth of our food and drink industry</b>	<b>4</b>
<b>Healthier, sustainable choices</b>	<b>10</b>
<b>Building on our reputation as a land of food and drink</b>	<b>14</b>
<b>Sustainable food procurement in the public sector</b>	<b>18</b>
<b>Secure and resilient food systems</b>	<b>22</b>
<b>Ensuring food is available and affordable to all</b>	<b>26</b>
<b>Food Education: Learning about our food from plough to plate</b>	<b>30</b>
<b>Scotland's Food and Drink Policy</b>	<b>34</b>



# Foreword

Scotland is a land of food and drink. We have some of the best natural produce in the world. The food and drink we rear, grow and make stands for quality, for beautiful unspoilt landscapes, clear air, pure water and all the traditions of good husbandry.

People around the world attach these values to food and drink from Scotland.

That is why food and drink is important to the people of Scotland. The food and drink industry is a key sector of Scotland's economy. It generates over £9.5 billion per year for Scotland and employs over 360,000 people from farmers and fishermen to shop assistants and waiters. These jobs are often in fragile rural and coastal areas. But more than that, the importance we attach to our food and drink reflects its significance to our health and wellbeing, its contribution to our environment and its meaning and culture in the communities which make up Scottish society.

Yet there is a strange Scottish paradox, despite producing fantastic food and drink we have one of the poorest diet-related health records in the developed world. A host of factors contributes to our poor diet. Whatever the reasons for our dietary habits, our culture must change if we are to prosper as a nation. We should be making our food choices in a more balanced way, taking account of food's healthiness, quality, seasonality and freshness. And our choices should also take into account wider issues such as climate change, food security, affordability, biodiversity, animal welfare and fair trade (both at home and abroad).

In my two years as Cabinet Secretary for Rural Affairs and the Environment I have been privileged to meet many of those who are interested in Scotland's food and drink future – farmers and fishermen, processors, retailers, community food groups and health professionals to name a few. I have been impressed to see their commitment to quality and meeting the needs of the consumer and wider society.

I have seen many businesses that have been able to identify and develop their markets in challenging economic conditions. I have seen examples of innovation and how our excellent resources in fishing and farming build our reputation for quality.



The time is right to build on these excellent efforts, and for everyone in Scotland – from convenience stores and takeaways on our high streets to supermarkets, from health professionals and international companies to our fishing fleet – to meet these challenges and unleash a food and drink revolution for the good of Scotland.

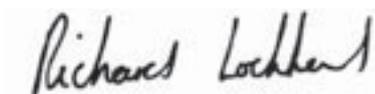
We will lead the way, working with food service companies, the hospitality sector and visitor attractions as well as the farmers and fisherman who produce the raw material and the companies who pack and process our food and drink.

The Scottish Government is committed to creating strong foundations to support this revolution. In 2007 we supported Scotland Food and Drink to provide leadership from within the food and drink industry and our focus to our marketing of Scotland as a land of food and drink. We are championing efforts to improve our diet and wellbeing and secure an environmentally sustainable future for Scotland. We have financed numerous projects and supported community food initiatives. In 2009 we are using the Year of Homecoming to promote Scotland and our food and drink abroad.

All of these actions are maximising the positive contribution which food and drink can make to the Government's purpose of sustainable economic growth.

*Recipe for Success* sets out the next steps for our National Food and Drink Policy. My Food and Drink Leadership Forum was tasked with drawing together a wide range of experts to make recommendations for the future. The *National Food and Drink Policy* is based on the firm foundation of their work. I am happy to say that I accept the Forum's recommendations, and I wish to extend my personal thanks to all involved.

The real challenge now is for us to build on this effort. *Recipe for Success* sets out a framework of action and opportunity. Taking it forward is a matter for no single group or set of individuals. It is challenge that can only be fully delivered if taken up by a collective response from all those growing, making, buying or selling food and drink in Scotland. But the prize is a great one – a healthier, wealthier, more environmentally sustainable Scotland. I encourage all those with an interest to seize the opportunity and contribute positively to this agenda. This could be your investment in Scotland's future.



RICHARD LOCHHEAD, MSP  
Cabinet Secretary for Rural Affairs and the Environment





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## Introduction

“ The food and drink industry is a priority sector for Scotland. *Recipe for Success* promotes sustainable economic growth while recognising the challenges of public health, environmental sustainability and affordability.”

Alan Burns, Chair of Scotland Food & Drink

*Recipe for Success* sets out the next steps of Scotland's National Food and Drink Policy.

For this Food and Drink Policy to succeed we must work in partnership. A host of individuals and organisations from across the public, private and third sector including food outlets, retailers, NHS, Scotland Food and Drink, Enterprise Agencies, local authorities and communities will be responsible for delivering actions which will be both challenging and exciting with some being more easily achieved than others.

This paper sets out how we will:

- support the growth of our food and drink Industry;
- build on our reputation as a land of food and drink;
- ensure we make healthy and sustainable choices;
- make our public sector an exemplar for sustainable food procurement;
- ensure our food supplies are secure and resilient to change;
- make food both available and affordable to all; and
- ensure that our people understand more about the food they eat.



## The National Conversation

The current Devolution settlement does not provide the Scottish Government with control over reserved matters (for example, competition law). We are already considering the future of our country and how we are governed through the National Conversation. We will continue to work closely with others at UK, EU and global levels to help us deliver the actions and identify opportunities for Scotland to positively secure our food and drink future on the international stage.

## The Development of Scotland's National Food and Drink Policy

*"The aim of Scotland's first National Food and Drink Policy is to promote Scotland's sustainable economic growth by ensuring that the Scottish Government's focus in relation to food and drink, and in particular our work with Scotland's food and drink industry, addresses quality, health and wellbeing, and environmental sustainability, recognising the need for access and affordability at the same time."*

**Richard Lochhead, Cabinet Secretary for Rural Affairs and Environment, 19 June 2008**

In early 2008 we asked what you thought should be in a food policy. When we launched our discussion paper *Choosing the Right Ingredients*, over 500 individuals and organisations responded saying that diet and nutrition, local food and local economies, health promotion, the environment, education and access were the issues most important to you.

The Scottish Government was being set a real challenge to bring together these diverse agendas.

In June 2008 the Cabinet Secretary for Rural Affairs and Environment, Richard Lochhead, established five workstreams to provide recommendations. These workstreams were:

- **Sustainable economic growth of the food and drink industry** led by Allan Burns of Scotland Food and Drink
- **Healthy and sustainable food and drink choices** led by Professor Annie Anderson of Dundee University
- **Celebrating and safeguarding Scotland's reputation as a Land of Food and Drink**, supported by Martin Wishart, Restaurateur
- **Walking the talk – getting public sector procurement right** led by Robin Gourlay of East Ayrshire Council
- **Food security, access and affordability** led by Reverend Professor David Atkinson.





Richard Lochhead, Cabinet Secretary for Rural Affairs and the Environment, launching the National Food and Drink Discussion at a school breakfast club along with chef Nick Nairn.

A **Food and Drink Leadership Forum** was also established. Champions were appointed to properly reflect the key fundamentals of health, environment, affordability and the economy. The Forum was tasked with making recommendations to the Scottish Government based on the workstream reports. The Champions were:

- Professor Phil Hanlon of the University of Glasgow for **health**
- Professor Jan Bebbington of the Sustainable Development Commission and St Andrew's University for the **environment**
- Ken MacKenzie of the Scottish Retail Consortium for the **economy**
- Dave Simmers of the Community Food Initiative North East for **affordability**.

In addition, Gavin Hewitt, Chief Executive of the Scotch Whisky Association, was asked to represent the drinks industry.

Since August 2008 the workstreams and the Leadership Forum have met on several occasions to debate the issues. Their recommendations have now been delivered and the extensive work they undertook and the evidence they gathered are described in their reports and associated documents on the Scottish Government website at [www.scotland.gov.uk/food](http://www.scotland.gov.uk/food).





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## Supporting the growth of our food and drink industry

“ Being a member of Scotland Food & Drink can only be a positive way forward for Scottish companies to come under one umbrella to promote our wonderful wealth of incredible produce. ”

Jill Clarke, Connage Highland Dairy

## The importance of food and drink to our economy

Thriving and successful food and drink businesses are essential to Scotland's economic prosperity and are a key sector of Scotland's economy. This is recognised by the Scottish Government's Economic Strategy.

The Scottish Government is working with the Enterprise Agencies and local authorities to create the right environment for business competitiveness and growth. We are identifying opportunities for high-growth potential and supporting capacity to boost productivity, contributing to sustainable economic growth.

Scotland's food and drink producers, processors and retailers are critical to the future of the nation and the success of this agenda.

### Some key facts about food and drink in Scotland

- The food and drink supply chain employs over 360,000 people across Scotland.
- The supply chain has over 75,000 food and drink businesses and is dominated by very small firms (1-10 employees).
- The sector generates value added of over £9.5 billion per annum for Scotland's economy.
- Overseas food and drink exports from Scotland are worth £5 billion a year. Whisky is the top exporter for Scotland.
- Overseas food exports are £800 million a year while food imports from overseas are £900 million a year.
- Fish and shellfish make up the largest proportion (55%) of food exported overseas.
- Scotland's primary producers supply a quarter of all the raw materials into Scottish food and drink manufacturing.
- Between May 2007 and May 2009, retailer sales of Scottish brands within Great Britain have increased by £0.3 billion, constituting a 21% rise. Sales of Scottish brands in Scotland increased by £76 million, an 18% rise.
- Scotch Beef was the top selling Scottish brand in both Great Britain and Scotland. Retailer sales of Scotch beef increased by 12% in Great Britain and 22% in Scotland. Scotch Lamb sales increased by 25% and 18% respectively. (Source: TNS Worldpanel)
- Scottish food exports outside the UK in quarter 1 of 2009 were 16% higher than in quarter 1 of 2007 (HMRC).



Richard Lochhead announcing the next steps to developing the Scotland's first National Food and Drink Policy at the Royal Highland Show in 2008.

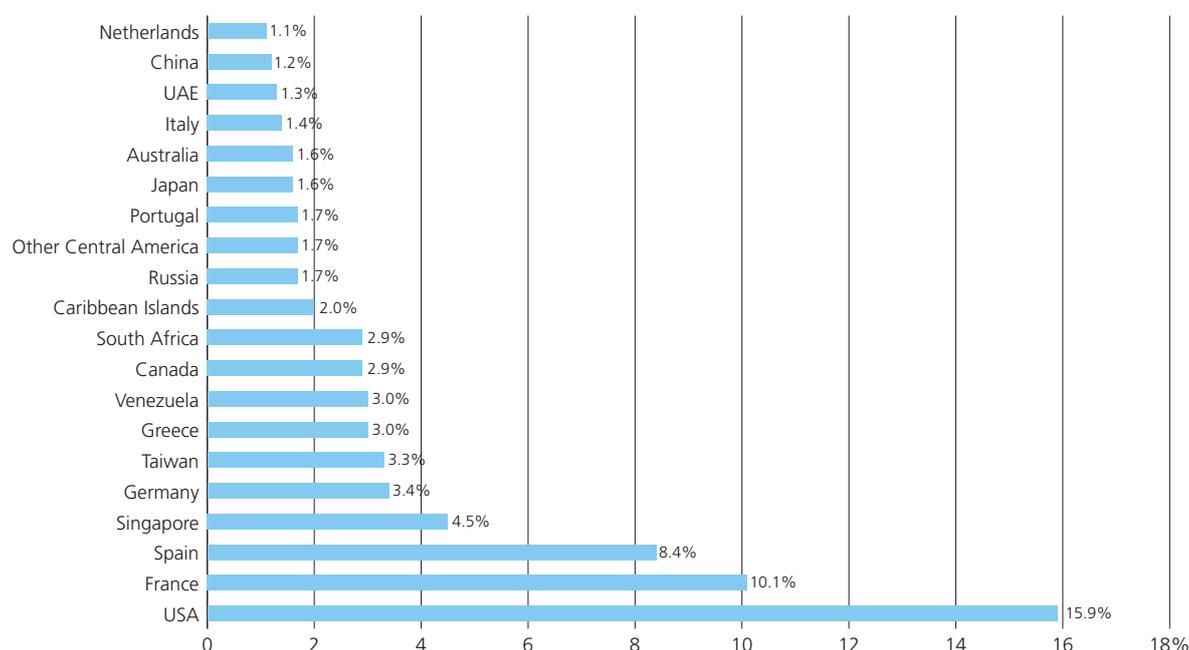
## Scotland Food and Drink

The Scottish Government and our Enterprise Agencies have supported the establishment of Scotland Food and Drink, an industry-led group which provides strategic leadership and support for the food and drink sector. Since its establishment in the summer of 2007.



Mike Russell, Minister for Culture, External Affairs and the Constitution promoting Scotland abroad.

### Top 20 country destinations of food and drink exports from Scotland 2007



Scotland Food and Drink has developed a strong focus for collaborative and effective working. It has:

- Put in place a target of **£10 billion sales by 2017 from £7.5 billion in 2007** for the whole food and drink industry in Scotland. This a challenging but achievable target, and the Scottish Government and partners will work to support delivery of this aim.
- Started work on the key areas of reputation, collaboration, innovation and skills.
- Developed a strong marketing brand with the message that **Scotland is a 'Land of Food and Drink'** which has buy-in from partners across the food and drink sector. All relevant Scottish Government activity supports this branding.
- Taken a key role in development of the next steps of this National Food and Drink policy.

We are committed to continue **working with Scotland Food and Drink to support industry to help meet the challenges and opportunities outlined in this policy.**



## Progress so far

In order to thrive and survive, we need to support Scotland's food and drink industry to deliver our goals of quality, health and environmental sustainability. We have already started to deliver on this agenda.

Supported **81 organisations** with over **£22.5 million** funding through a range of grant schemes **safeguarding in excess of 2780 jobs and creating around 310 full-time posts. These have included:**

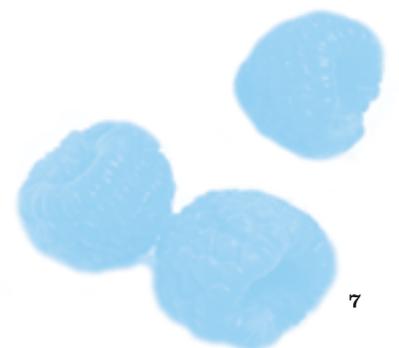
- £150k to Soil Association to deliver co-ordinated supply chain activity to expand market opportunities offered by public institutions in line with the "Food for life" programme;
- £190k to Angus Soft Fruits to support the £1 million development of additional packing lines and refrigeration equipment;
- £15k to Provenance Select Limited to undertake a feasibility study into the market opportunities for a new premium brand of Scotch Beef, of guaranteed quality and provenance;
- £300K of support to Seafood Scotland to deliver an environmental best practice programme for the Scottish seafood sector.

We have funded **£1.2 million** worth of activity through Scotland Food and Drink:

- to help food and drink producers to get involved in **Homecoming Scotland** events;
- to establish a **Supplier Development Programme**, in conjunction with Sainsbury's and Scotland Food and Drink, to run a mentorship programme to help food and drink producers obtain supermarket listings;
- to improve the competitiveness of Scottish food and drink supply chains we have invested in a **collaboration project** run by the Scottish Agricultural Organisation Society (SAOS). This project helps businesses realise economic and environmental benefits by working together more effectively and efficiently.

Proper use of skills is of great importance to a food and drink industry which can meet the challenges of quality, health and environmental sustainability. To help deliver this we have supported a number of initiatives:

- in 2008/09 European Structural Funds awards were made to the food and drink sector to enhance skills in the bakery and meat sectors totalling £100,000;
- a Level 2 Modern Apprenticeship (MA) framework in food processing has been developed. We have also reintroduced funding for adult MAs in bakery and meat processing in response to industry demand.



Supermarkets are critical to the production and consumption of food and drink. They have significant influence on the food and drink we buy, and on other parts of the food and drink supply chain.

In order to deliver a successful Food and Drink policy we have developed closer relationships with our supermarkets:

- Ministers have convened supply chain meetings to address various sectors including beef, pork and dairy and have held discussions with supermarkets at the very highest level.
- In September 2008, the First Minister hosted a Supermarket Summit with Chief Executives and Senior Directors to discuss a range of issues, including support for Scottish produce, public health and initiatives to reduce waste.
- As a result of the summit, the supermarkets and the Scottish Government have established a Retailers' Forum and have agreed to work together to drive forward our ambition for food and drink.

As noted in our key facts, this relationship has delivered results for Scotland. Between May 2007 and May 2009, retailer sales of Scottish brands within Great Britain have increased by £0.3 billion, constituting a 21% rise. Sales of Scottish brands in Scotland increased by £76 million, an 18% rise. Scotch Beef was the top selling Scottish brand in both Great Britain and Scotland. Retailer sales of Scotch beef increased by 12% in Great Britain and 22% in Scotland. Scotch Lamb sales increased by 25% and 18% respectively. Our retailers, producers and processors should be congratulated.

## Next steps

### Supporting enterprise

- Support Scotland Food and Drink as the industry leadership organisation with recognition of its role in co-ordinating industry support across key stakeholder organisations and its work to achieve the target of £10 billion sales by 2017.
- Secure greater export coverage and maximise opportunities across the UK by putting in place a 3-year access-to-market strategy for Scotland's food and drink businesses.
- Develop a strategy with the Enterprise Agencies and Scotland Food and Drink to achieve more scale within the food and drink sector – improving productivity, thereby increasing profitability and enhancing employment.
- Provide advice and funding to local producers to help them develop markets for their products and encourage the growth of farmers markets, farm shops and local food initiatives.
- Investigate the scope for national support and development of local food forums and local food networks in order to support local producers.
- Working with the Scottish Retailers' Forum, help producers and processors to find new markets for their products in our supermarkets.
- Establish a Scottish Charter with retailers to support the delivery of the National Food and Drink Policy.
- Organise a Convenience Store meeting in Autumn 2009 to take forward the food and drink agenda in relation to convenience stores.

European Agriculture Commissioner Mariann Fischer Boel and Richard Lochhead meet members of a local rural community group.





### Supporting skills development

- Support Scotland Food and Drink in their work to improve and make best use of the food and drink workforce's skills through a skills centre of excellence and by distance learning.
- Support Scotland Food and Drink and the Enterprise Agencies to establish a food and health innovation and commercialisation centre. This will support the use of research to meet industry needs and equip Scottish-based organisations with the skills to commercialise ideas from science and respond to market drivers.
- Support the development of proposals for a food and drink skills academy for Scotland.

### Partnering industry on health and environmental sustainability

- Promote healthy and sustainable food choices in supermarkets through our work with the Scottish Retailers Forum, including the scope for more promotions on healthy, sustainable food.
- Review the industry's awareness and access to advice and services relating to food and drink quality, nutrient content and environmental sustainability.
- Work with the Food Standards Agency to support the industry to reduce saturated fats, sugar and salt in their products through reformulation.
- Recognise those companies that commit themselves to reducing environmental impacts and produce healthier foods in our financial support (such as Regional Selective Assistance, Food Processing Marketing and Co-operation Grant Scheme).
- Through the Scottish Government Alcohol Industry Partnership, work with the drinks industry to take forward collaborative work around the responsible drinking agenda.



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## Healthier, sustainable choices

“ The Scottish Government’s funding is helping us to link-up more small Scottish food producers with schools and hospitals, enabling them to serve-up healthy meals for their children, patients and staff made from the finest local, fresh and seasonal produce. ”

Hugh Raven, Director of the Soil Association in Scotland



Scotland's Environment Minister Roseanna Cunningham joins Perth schoolchildren for the launch of the Positive Package campaign to encourage householders to reduce, reuse and recycle product packaging.

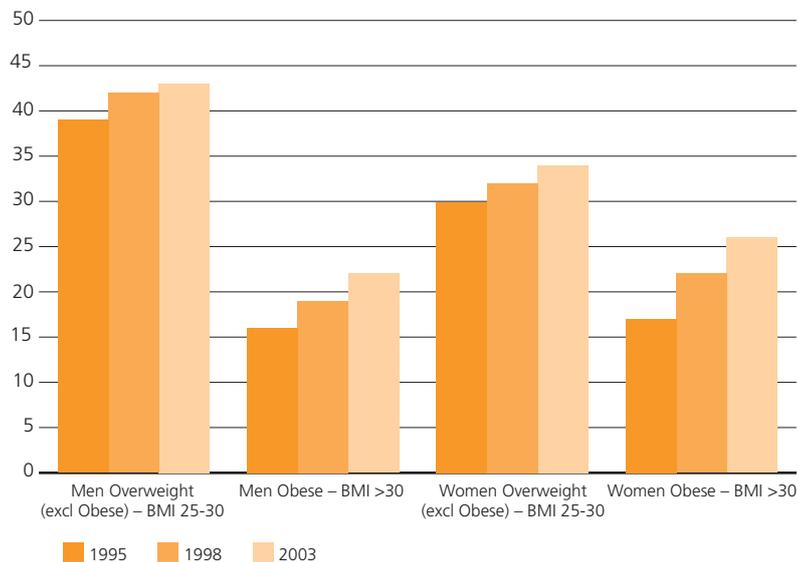
The global economic crisis, predictions on climate change, issues around waste and the developing obesity problem sharpen the need to develop a food system in Scotland that supports better public health and embraces environmental sustainability. This food system should reduce the economic drain of health care costs on diet related diseases, the cost to the wellbeing of Scotland's people of these diseases and the effects on Scotland's environment of our ecological footprint.

There are many challenges in considering health and environmental sustainability together with potential areas of conflict, but these are not insurmountable and indeed they highlight the need to work in partnership within Scotland, in the wider UK and on the world stage. We intend to take up this challenge to make Scotland a healthier and more environmentally sustainable nation. We will exploit the potential opportunities provided by wider work to mitigate and adapt to climate change.

A poor diet and excessive consumption of food and drink contributes directly to the high rates of the main causes of death (heart disease, stroke, cancer, diabetes) and poor health (obesity, dental decay) in Scotland.



Percentage of adults overweight and obese, Scotland, 1995, 1998, 2003



Food safety is also important for our health and the health of our food and drink industry. Failure to remain vigilant on food safety can undermine consumer confidence, erode reputations and result in financial losses.



## Progress so far

We have introduced ground-breaking climate change legislation which provides a challenging framework for mitigating potential environmental damage. We have also put **£6 million funding to Waste and Resources Action Programme** to improve the provision of infrastructure, including anaerobic digestion plants and in-vessel composters, to treat food waste.

We are helping the people of Scotland to be proactive in improving their health through a **£56 million action plan outlined in Healthy Eating, Active Living**, including a major social marketing campaign (Take Life On) aimed at helping people focus on simple, practical and achievable steps towards a healthier life. The campaign has also involved work with retailers on specific guidance on how to prepare low-cost healthy meals.

We have produced a robust package of measures to tackle alcohol misuse in Scotland as set out in our **Alcohol Framework for Action**, launched on 2 March 2009.

We also recently launched our **Eat more Fish Campaign**, which encourages everyone to eat more fish as part of a balanced diet.

## Next steps

We want to bring together the key issues of health and environmental sustainability with business and community needs to support the ongoing implementation and development of the National Food and Drink Policy.





To do this we will put in place a Health and Sustainability Framework which will allow us to better assess the impact of policy on diet and sustainability. A crucial part of this process will be working in partnership with key stakeholders, including Food Standards Agency Scotland and local authorities.

Our work on health and sustainability will include:

- A regular assessment of the implementation of Food and Drink Policy against the Dietary Goals (which will be reviewed and updated as required).
- Use the latest research evidence to link our environmental goals to our food and nutritional goals.
- Mapping and exploring possible actions to constrain non-broadcast marketing of high fat, sugar or salt foods to children.
- Reducing the industry's greenhouse gas emissions, waste and other environmental impacts through various initiatives, including the recently announced environmental footprinting for the dairy industry.
- Encouraging healthier and more sustainable food and drink choices, including work on reformulation and front of pack labelling schemes and providing effective information and advice to consumers on food.
- Improve consumer awareness and influence the reduction of excessive consumption of unhealthy, unsustainable foodstuffs. This includes developing suitable material targeting key moments in people's lives.
- Encouraging the use of the Nutritional Requirements for Food and Drink in the Schools (Scotland) Regulations 2008, to inform further practices in commercial catering.
- Working with Local Authorities to identify what they can do to influence their local environment to support healthier more sustainable food choices.
- Working with Consumer Focus Scotland to implement the Healthy living Award Plus – a new higher level of award that further increases the range of healthier choices available from participating caterers.
- Supporting industry and the Food Standards Agency to develop systems for identifying, controlling and monitoring food safety risks across the supply chain through the Food Incident Prevention Strategy.





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## Building on our reputation as a ‘Land of food and drink’

“Scotland is blessed with one of the best natural larders in the world. The quality of these ingredients has already achieved global recognition, with many of the world’s leading chefs serving Scottish produce on plates from San Francisco to Singapore, from New York to Melbourne.”

Martin Wishart, Restaurateur

Food and drink from Scotland enjoys a strong positive image and positive reputation worldwide. This is thanks to our land managers, farmers and fishermen who have been custodians of our pure waters and spectacular landscapes for generations. Their hard work and continued commitment to quality means that our food and drink processors, manufacturers, retailers, hotels and restaurants have access to high quality inputs such as Scotch beef & lamb, pork, Scottish farmed salmon, venison, seafood, shellfish, crustaceans, soft fruit, cereals and vegetables.

In Scotland, a key driver for our reputation is tourism. Tourism makes a valuable contribution to our economy – with 16 million overnight visitors spending £4.2 billion each year – and we want to build on this. For food and drink around £700 million is spent in around 20,000 tourism-related outlets across Scotland each year.

However, Scotland's reputation as a place to eat out is a long way short of the levels reached by Scotland's produce, with many in the food service sector having an insufficient connection to our food and drink producers and the reputation enjoyed by their products. Consumers are also often left not knowing where the food destinations are, not knowing that Scotland is a good place to eat out, and not knowing whether they are eating and drinking Scottish.

Reputation is central to Scottish food and drink industry's ability to sustain its current position and its ability to grow turnover and profitability in Scottish, wider UK and international markets. We need to do more both at home and abroad. We need to continue protecting and strengthening existing well established food and drink products, we need to ensure the food we offer in Scotland is highly prized, presented and championed.

Protecting and enhancing our reputation as a 'Land for food and drink' is a key action of this policy.

With kind permission of David Steane.



First Minister Alex Salmond and Education Secretary Fiona Hyslop hosting a Homecoming Scotland event.



Minister for Enterprise, Jim Mathers unveils the new airport images that welcome all tourists to Scotland in the year of Homecoming.

## Progress so far

**Homecoming Scotland 2009** is a unique year of celebration; for people living in Scotland, for the Scottish diaspora and for all those with an affinity with Scotland. It is being held this year to mark the 250th anniversary of our national poet, Robert Burns', birth. Over 300 events are being held, with many activities focussing on a range of themes, including golf, ancestry and whisky. There are over 60 events centred on food and drink; which emphasises the importance of Scotland's food and drink; these range from Whisky tours and tastings to Burns suppers; from porridge championships to a mushroom festival.

We have worked with a range of partners including Scottish Agricultural College, Scottish Development International, Scottish Enterprise, Scotland Food and Drink, Quality Meat Scotland and Seafood Scotland to support a range of activities to **highlight the best of Scottish food and drink at home and abroad** – this has included international events such as the European Seafood Exposition in Brussels and a local food showcase at the Royal Highland Show.

**VisitScotland** has included food and drink into much of its promotional activity, both in the UK and overseas. Recent VisitScotland activity linking food and tourism include:

- Redevelopment of the EatScotland.com website, showcasing Scotland's quality produce, including restaurants, food producers, farmers' markets, farm shops, food trails and food and drink events.
- Food and drink related promotion, linking to events and festivals promotion under the Homecoming Scotland banner.
- Sponsoring a Food Tourism award at the Scotland Food and Drink Excellence Awards.
- Sponsoring the Taste of Edinburgh event – an ideal opportunity to bring together consumers and industry operators, to promote quality Scottish produce.

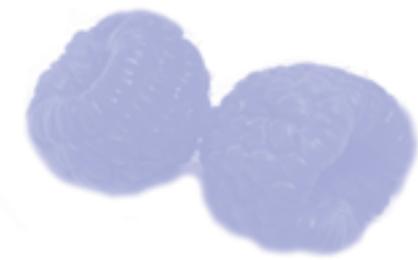
We have also recognised the importance of the cooking skills of our chefs, and have introduced **funding for adult Modern Apprenticeships** in professional cookery to address industry needs for skilled chefs.

## Next steps

Support consumers to eat fresh, seasonal produce and deliver clear, accurate labelling for the country of origin of their food

- Pursue provision for mandatory country of origin labelling for Scotland under proposals currently being negotiated in Europe to enable consumers to make more informed choices about food provenance.





- Develop, pilot and rollout a food origin and labelling toolkit to help hotels, restaurants, pubs and cafés source local food and to make it easier to tell consumers about the origin of the food they sell.
- Recognise those establishments with a commitment to using and promoting local and regional produce through Taste of Scotland accreditation.
- Work with the Food Standards Agency to revise guidance on origin labelling making it more understandable and easier to access for both consumers and industry.
- Work with Scotland Food and Drink and key partners to develop clear guidelines on the use of Scotland and the Saltire as marketing tools.

### Food tourism

Adopt a co-ordinated and focussed approach to Scottish Food and Drink tourism through a single group of key stakeholders and:

- Develop an integrated food and drink tourism strategy.
- Support successful food and drink tourism activities.
- Deliver a promotion and PR drive for Scottish food and drink.
- Evaluate options to extend the reach and impact of Eat Scotland.

### Enhancing our reputation

- Identify and pursue opportunities, provide advice and support for businesses that could benefit from the legal protection of protected food names.
- Lead by example, where possible using food and drink from Scotland at Scottish Government sponsored events.
- Build capacity in our regional food and drinks businesses by facilitating greater collaboration and communication through a national network of food forums.
- Ensuring proper recognition for all those in Scotland, including visitor attractions, restaurants and people, who commit to supporting Scotland as a 'Land of food and drink'.
- Continue to support the established network of certification that underpins Scotland's reputation for good production practice and animal health and welfare.
- Support bodies such as Scotland Food and Drink, Quality Meat Scotland, Seafood Scotland, Scotch Whisky Association in their efforts to enhance the reputation of regional Scottish and Scottish food and drink nationally, UK-wide and internationally.
- Using the opportunity of the Commonwealth Games in 2014 to support Scotland's healthy and environmentally sustainable food producers.





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## Sustainable food procurement in the public sector

“Increasingly people want to know where their food comes from, and how it has been produced. They want to know that the issues they care about including fresh and healthy food, employment, as well as animal welfare and climate change, have been factored in by the public sector when they award food contracts. That is why in Scotland the Food and Drink Policy aims to present a real opportunity for excellent food producers and caterers in the public sector to work collaboratively for everyone’s benefit.”

Robin Gourlay, East Ayrshire Council



John Swinney, Cabinet Secretary of Finance and Sustainable Growth addresses a conference on Public Procurement.



Food and drink should not be considered as just another commodity to procure for the public sector. By its very nature it has the potential to influence our diet and therefore our health and our environment as well as contributing to the sustainable economic growth of our nation.

The Scottish Government will lead by example in the public sector, stating that food and drink is different, the values it encompasses are much wider than immediate pound signs and reaffirming that the public sector is open for business. For the food and drink sector, public procurement is worth (according to recent estimates) around £130 million per year.

There are examples throughout Scotland of successes from this approach. We wish to build on these to make our public sector a world-wide exemplar of excellent food and drink procurement practice which supports our sustainable economic growth and contributes to a healthier Scotland.

The Food and Drink Policy will provide the framework for working in partnership across the public sector to drive our ambitions forward.



Richard Lochhead at a farm in Kelso.



## Progress so far

Both the Scottish Government and the wider public sector are increasingly buying more fresh, seasonal, high quality produce, which often comes from local producers and suppliers. We are leading by example in our own Scottish Government catering contact. Placed in full accordance with procurement legislation most of the fresh food is locally sourced. In recent months we have increased our Scottish sourcing of lamb and beef by 80% and 50% respectively. All of our lamb and beef is now sourced from Scotland.



In the Scottish Government's **new Catering Framework Agreement** we have **promoted the use of fresh seasonal produce** with an emphasis on environmental sustainability and nutritional standards.

We have also **introduced six simple steps to support small and medium sized businesses (SMEs)**, including suppliers and producers tendering to the public sector.

We have **established a free Public Contracts Scotland on-line portal for buyers and suppliers** to access information on public sector contracts. Once registered food and drink companies can receive E-mail alerts for forthcoming public sector food and drink contracts.



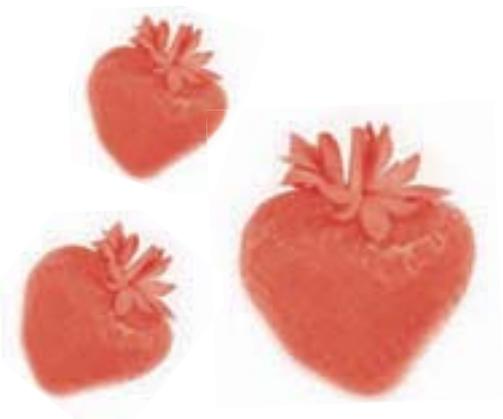
## Next steps

### Create opportunities for the public sector and food producers in Scotland to work together to promote:

- A holistic approach, taking account of health, economic and environmental benefits when awarding food and catering service contracts.
- The adoption of sustainable food procurement as a corporate objective for all public sector organisations.
- Awareness of the origin of food supplied through public sector contracts including how much is produced in Scotland.
- Consideration of the adoption of National Nutritional Standards for the NHS, local authorities and the Scottish Prison Service and the appropriateness of such standards being enshrined as a statutory responsibility as it is through the Schools (Health Promotion and Nutrition) (Scotland) Act, 2007.
- Development of appropriate knowledge, skills and expertise for producers and suppliers to access and deliver to public sector tenders.

### We will deliver the above through:

- The development and implementation of an action plan that will support SMEs in supplying healthy, sustainable food to the public sector. The action plan will also help the public sector to procure healthy, sustainable food.
- Working in partnership with COSLA, NHS, local government and community planning partnerships to promote the procurement of healthy, sustainable food.
- The production of a series of good practice guides and toolkits to provide producers, suppliers, buyers and catering staff with clear practical guidance framework to aid the procurement of healthy, sustainable food in the public sector.
- The revision and updating of Guidance on “Integrating Sustainable Development into the Public Procurement of Food and Catering Services” to encourage the guide’s adoption across the whole of the public sector and thereby support the procurement of healthy, sustainable food.
- Continued support for ‘meet the buyer’ events that will strengthen the link between businesses, including small and medium enterprises (SMEs) and public sector procurers including the addressing of the categories used for food procurement, available budgets, indemnity insurance, menu development, availability of information on source of food procured and options.
- Support a pilot project to examine the ability of local SMEs to effectively and profitably supply lamb to schools in Argyll.
- Develop a guide for food and drink SMEs to access the public procurement market that covers aspects from tendering to business structures. We will pilot the guide with a number of producers and producer groups.





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## Secure and resilient food systems

“ Food remains one of the few real essentials for life. It is important that Recipe for Success recognises this and places the provision of affordable and healthy food for all at the heart of our national aspirations. ”

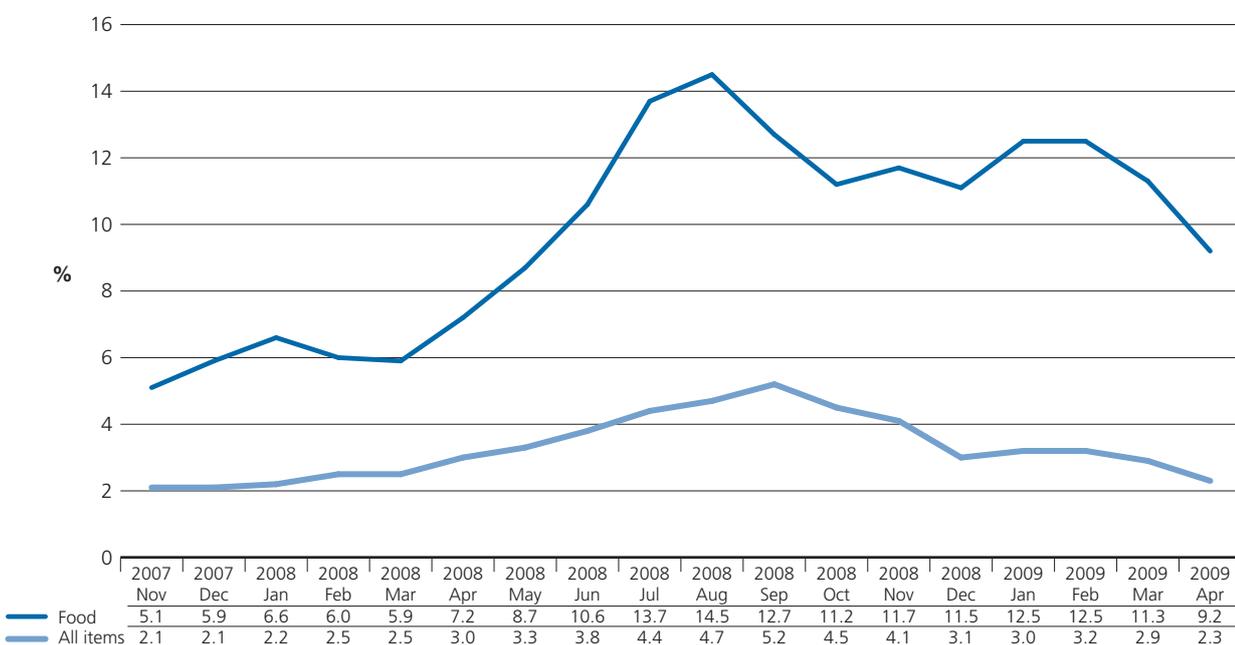
Rev. Prof. David Atkinson

## Food security

Food security can be described as “when all people, at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active healthy life” (World Food Summit, 1996). Scotland is food secure but global change can impact on us either directly or through impacts on our markets.

The food price spikes across the world in 2007 and 2008 came after more than three decades of a trend of decreasing prices. The sudden price rises led to food riots in some countries and took an extra 150 million people into malnutrition. Thus they sensitised Governments across the globe to the need to tackle food security and sustainability issues, not only to deal with the short term shocks that can happen to the food system but to ensure the policies being developed will tackle the challenges of an increasing world population and Scotland’s changing demographics.

Annual Consumer Price Index (CPI) inflation rate for each month  
Nov 2007-April 2009, UK



A recent Chatham House study concluded “What we had thought of as an abundant food supply is anything but. Western Societies, in particular have tended to take their food supply for granted “and that “Government’s need to do more to understand the potential impact of this challenging agenda.”

Achieving global food security while meeting targets for reducing greenhouse gas emissions will require a balance to be struck to achieve high productivity with a low carbon footprint. Scotland with its ability to produce quality food particularly livestock products from grass and heather, has an important part to play in meeting that challenge.

## Resilience

Scotland has long been dependent on imports to complement domestic production in meeting our food needs. The supply of food and drink is reliant on highly complex domestic and global food chains. These may be vulnerable to both short and longer term emergency situations which could disrupt this supply. Resilience is the ability to reduce the risk from such emergencies allowing people to go about their normal lives with minimal disruption. For food and drink it is essential to ensure sufficient quantities of safe, good quality food and drink are available, at an affordable price.

## Progress so far

The Scottish Government recognises the importance of ensuring that we have a resilient food supply chain and that we maintain our ability to produce healthy, nutritious, food in a sustainable manner. That is why we recently **hosted the first pan-UK Ministerial Summit to discuss global food matters and their potential impacts**. As a country which makes an important contribution to feeding not just the UK's population, we want to ensure that Scotland plays a full part in a more strategic approach to the UK's food supply and beyond.

We have also **hosted a "Think Tank" on food security**, the outputs of which will be used to help us take forward our thinking in ensuring that we are able to contribute to meeting the global food challenges of a changing world.

In relation to short-term shocks to the food system, we have **formed a Resilience Advisory Board for Food** – made up of Public Sector and food supply chain interests. Their role is to help plan for crises in food supply from whatever cause and provide advice to Scottish Ministers on food supply issues during periods where that supply has been hampered in some way.





## Next steps

### Food security

- Ensure we have the right evidence and policy relating to food security on a national and global level. This includes incorporating the findings of our Rural Land Use Study for Scotland in future work relating to food security.
- Maintaining the capacity and skills to produce food and supporting food production as the heart of farming and land management.
- Build food security into the delivery of our farming, fishing and aquaculture policies.
- Support the appropriate legal framework to ensure our food and drink producers, processors, retailers and consumers are treated fairly.
- Evaluate the access to and affordability of healthy sustainable food where this impacts on Scotland's national food security.
- Drive forward the Scottish Government's initiative to bring together Food Ministers from all administrations in the UK to discuss food sustainability to ensure an appropriate sharing of knowledge and best practice.
- Continue in our campaign to be a Fair Trade nation, and encourage more Local Authorities, Scottish businesses, schools, colleges and universities to get involved.
- Continue to fund research in Scotland that will help meet the challenges of food security in this country and the rest of world.



### Resilience

- Publish and follow-up the report "Mapping and analysis of the resilience of the food supply chain in Scotland" to determine what further actions are required.
- Improve our coverage and knowledge of the food supply chain in Scotland and our baseline capacity through research and stakeholder engagement.





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## Ensuring food is available and affordable to all

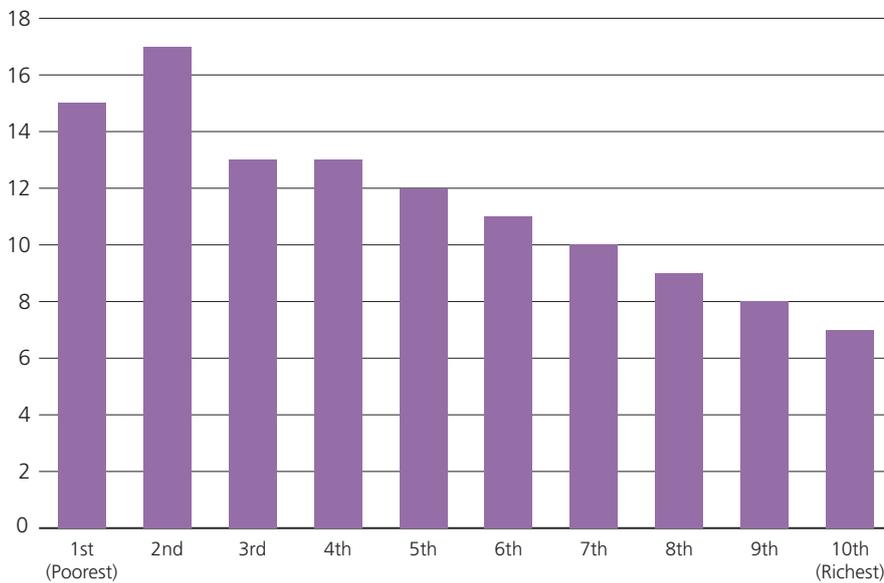
“ I am particularly pleased that there is recognition that we can't do things to communities; rather, we must work with communities, involving them in their priority issues and in identifying solutions. This is why the community food movement has such a pivotal contribution to make. ”

David Simmers, Chief Executive, Community Food Initiatives North East

## Access and affordability

Access to, and the affordability of, healthy food is an issue for some in our society particularly in recent times when food prices have increased during the economic downturn. All of Scotland's people deserve access to affordable and healthy food.

Percentage of UK household expenditure spent on food and non-alcoholic beverages by decile 2005/2006



While we should acknowledge that the proportion of family income spent on food remains low in a historical or global context, price volatility does have a profound impact on people's buying habits and their relationship with the food and drink they consume. This poses a challenge we can't ignore specifically when taking forward our commitment to address health inequalities in Scotland.

Scotland has both a remarkable legacy as well as an admirable current resource in its social enterprises, community and voluntary sector. These sectors have the potential to become an intermediary between major multiples and vulnerable individuals. Their strengths will be recognised and supported as we take forward our food and drink agenda.



## What we have done

It is clear that more people are interested in growing their own fruit and vegetables – because of the potential health, wellbeing and environmental benefits of doing so. Since last year we have **awarded almost £700,000 to grow your own and community food projects through the Climate Challenge Fund**. We have also been liaising with public sector bodies and Allotment organisations about how we can all take the grow your own agenda forward.

We have tackled the health inequalities that have blighted Scotland for decades in partnership with local authorities and the third sector through the **implementation of the 78 recommendations set out in Equally Well – Implementation Plan**, published in 2008. We have also enabled local authorities to tackle both health inequalities and dietary health issues through the provision of free school lunches to every P1-P3 pupil in Scotland from August 2010.

We have also worked hard to mitigate against poverty and the knock-on effect on people's health and ability to buy food through a framework for dealing with poverty and income inequality in Scotland and the **establishment of the Fairer Scotland Fund**. The Fund (£435 million over 3 years) helps community planning partnerships to tackle local issues related to poverty and disadvantage.

We have **also increased the availability of fruit and vegetables in convenience stores** particularly in deprived areas through the Scottish Grocers Federation Healthy Living Programme.



## Next steps

- Explore the evidence around food poverty in Scotland in different income groups and areas (both urban and rural), looking in more detail at what activities are already being done and developing an action plan for supporting and promoting successful future approaches.
- Support vulnerable groups, including those living in rural areas and the elderly living in the community, by evaluating the evidence and potential actions around access to affordable healthy food.
- Work in partnership with the Retailers Forum to examine issues and actions relating to access and affordability of healthy and sustainable foods.
- Build on research being carried out by NHS Health Scotland and work by the FSA on food access and affordability and develop options on further initiatives to improve the buying power of convenience stores of good quality fresh fruit and vegetables.
- Continue to support the Scottish Grocers Federation Healthy Living Programme which seeks to improve the availability of healthier food options to communities through the convenience store sector.
- Extend entitlement to free school lunches to more families in need from August 2009.
- Increase the uptake of healthy start scheme vouchers for pregnant women and children under 4 to purchase fruit and vegetables and look to extend the range of produce that can be purchased with the vouchers.

### Alternative food systems and community based activities

- Identify how community food groups and social enterprises can be supported to deliver a long-term strategic programme for a stronger community food and health sector.

### Growing your own food

- Ensure that allotments and 'grow your own' projects are strategically supported.
- Produce practical advice and best practice guidance that will appeal to public bodies, communities and individuals to help them develop local 'grow your own' initiatives.



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## Food education: Learning about our food from plough to plate

“ Food education is really important to this country’s future. We look forward to working with the Scottish Government to re-connect the people of Scotland with Scotland’s food production.”

Susie McIntyre, Managing Director, Kettle Produce Ltd



Education Secretary Fiona Hyslop and Public Health Minister Shona Robison, at the healthier cooking bus launch.

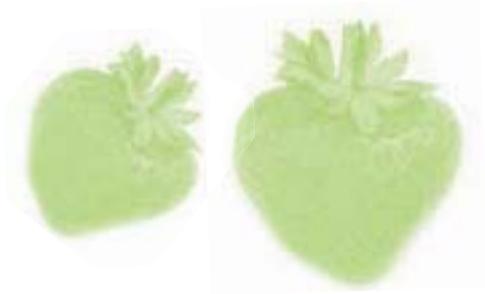


Some of our children do not understand how their food is produced, how it is cooked, what is healthy and how it effects their long-term health and wider environment. An increasing proportion of our children are of an unhealthy weight which in many instances is related to poor diet and will lead to future health problems.

We are addressing these issues. We are one of the first nations to focus on the importance of diet and health promotion in schools and to have brought coherence and integration to a range of food and health issues linking to the economy, health and the environment.

There are a number of organisations which support links between schools and food production. However, this resource can be patchy, and the link between adult education and food production needs to be further explored.

Our action on skills for the food and drink industry is set out in the section on supporting the growth of our food and drink industry.



## What we have done

**Curriculum for Excellence**, along with guidance on the Schools (Health Promotion and Nutrition) (Scotland) Act 2007, describes the expectations on individuals, schools and local authorities for promoting the health and wellbeing of children and young people. Among other things, pupils are learning about healthy eating and creating healthy food options and developing an awareness of various issues about food, including sourcing and production and its environmental impact. Pupils are also exploring issues such as the pressures placed on them by food advertisers and the political debate that surrounds food and health today.

We launched the **Healthier Scotland Cooking Bus** in June 2008 to encourage a greater understanding of food and health issues by teaching healthy, practical cooking skills to pupils and teachers and their local communities across Scotland. The cooking bus has been used by over 2000 children and almost 300 teachers in the last 8 months. We have also taken action to build on the achievements of 'Hungry for Success' and introduced new nutritional requirements for all food and drink provided in schools which will make an important contribution to improving the health and diet of our children and young people.

We **funded the Royal Highland Education Trust with £60,000** over 2 years to aid their work to help children learn more about how their food is grown, where it comes from and how it affects their health.

Richard Lochhead makes an award at the Royal Highland Show 2008.





### Next steps

- Promote food education in schools through the implementation of the **Curriculum for Excellence**, the Schools (Health Promotion and Nutrition (Scotland) Act and Eco-Schools Scotland.
- Explore with relevant stakeholders the potential for partnership opportunities to support cookery skills education in schools and for adults using healthy sustainable food.
- Following the recent consultation on the Next Generation of National Qualifications in Scotland, we will review with SQA all qualifications, including those in food-related subjects, updating them to reflect the values, purposes and principles of **Curriculum for Excellence**.
- Support, through Scottish Natural Heritage, the Royal Highland Educational Trust, with a grant of just under £200,000 for activity from 2009 to 2012.



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# Scotland's Food & Drink Policy

“ Partnership action on food and drink which contributes to public health and economic gain is long overdue. The challenge of achieving healthy, sustainable consumption will not disappear. Identifying positive routes to actions now will help pave the way for future generations. The food and drink policy provides a starting framework for the direction of travel in the 21st century. ”

Professor Annie Anderson, University of Dundee

## Monitoring our progress and measuring success

The Food and Drink Leadership Forum has been successful in bringing together some of the many different perspectives on food and drink. They have jointly set a challenging task for the nation and showed the value of open discussion and debate.

Monitoring progress and measuring success against the Food and Drink Policy vision is important.

To this end, we will invite a refocussed **Leadership Forum to meet over the coming months to set specific, measurable and meaningful targets and ensure that all elements of the food and drink chain, including wider environmental and health interests, are involved in driving the policy forward.**

The Leadership Forum will also be invited to **explore the need for further advocacy on food to reflect this wide agenda.**

Their conclusions will be set out at a **national conference for those with an interest to discuss progress of the National Food and Drink Policy and map the way ahead. We expect this conference to be the first of many annual conferences that will become an international exemplar on proactive policy formulation and delivery.**

Scotland's Fisheries Secretary, Richard Lochhead on a visit to Stornoway shows off some fresh caught langoustines.



## Taking account of the Scottish Government's National Performance Framework

This policy supports the Scottish Government's National Performance Framework, specifically "to focus government and public services on creating a more successful country with opportunities for all of Scotland to flourish through increasing sustainable economic growth". In measuring this policy's success we will take into account the following Performance Indicators:

- Realise our full economic potential with more and better employment opportunities for our people;
- Result in our living longer, healthier lives;
- Tackle significant inequalities in Scottish society;
- Reduce the local and global environmental impact of our consumption and production; and
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens.



## **Underpinning our future work through research**

We have a proud heritage of excellence in basic through to applied scientific research supporting innovative businesses and economic prosperity and to this day have a science base which is one of the world's best. Our Strategic Framework for Science in Scotland and (soon to be published) Innovation for Scotland Framework set out what we will do in partnership to build on our world class science community and to use that strength innovatively to support growth in business and increase sustainable economic growth.

We currently support science and innovation in Scotland through a variety of routes with programme funding to our Main Research Providers (Macaulay, Moredun, and the Scottish Crop Research Institutes, together with the Rowett Institute for Nutrition and Health and the Scottish Agricultural College which together provide an excellent research base in crops, animals, soils, biodiversity and land use systems. These research organisations are helping to provide the evidence base to tackle global challenges such as climate change and food security.

There are excellent examples of where this research base has turned science into innovation with spin-off companies using the science to support new healthier, sustainable food products, but we can do more.

**We will harness these skills of our science nation towards meeting the aims of our policy through the development of our Food Research Group which will advise us on how to maximise the contribution of our research outputs to aims of this policy in support of industry and wider food security goals. We will also recognise the continuing contribution of our Main Research Providers to the goals of the Food and Drink Policy as we develop our Research Strategy for 2011 to 2016.**





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