

Food Wales Bill: Stage 1 Report

May 2023



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Food Wales Bill:

Stage 1 Report

May 2023



About the Committee

The Committee was established on 23 June 2021. Its remit can be found at:
www.senedd.wales/SeneddEconomy

Current Committee membership:



Committee Chair:
Paul Davies MS
Welsh Conservatives



Hefin David MS
Welsh Labour



Luke Fletcher MS
Plaid Cymru



Samuel Kurtz MS
Welsh Conservatives



Vikki Howells MS
Welsh Labour



Sarah Murphy MS
Welsh Labour

Darren Millar MS acted as temporary Committee Chair during this inquiry.



Darren Millar MS
Welsh Conservatives

The following Member attended as a substitute during this inquiry.



Jack Sargeant MS
Welsh Labour

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Chair's foreword

The Food (Wales) Bill is the first Member Bill of the Sixth Senedd. The policy objective of the Bill, introduced by Peter Fox MS, is to establish a more sustainable food system in Wales to strengthen food security, improve Wales' socio-economic well-being, enhance consumer choice and with environmental considerations at its core.

The Bill looks to introduce a 'primary food goal' for Welsh Government, local authorities and public health boards which would be "the provision of affordable, healthy, and economically, environmentally and socially sustainable food for the people of Wales." This primary food goal would be supported by secondary food goals in the specific areas of: economic well-being; health and social; education; environment and food waste. The Bill also makes provision for setting 'targets' for each of the secondary food goals.

The Bill would require the Welsh Government to publish a national food strategy setting out how it would advance the food goals and achieve the targets. Local authorities and local health boards would need to publish local food plans which show how they are contributing to the food goals and targets at a local level.

The Bill would also establish a Welsh Food Commission. This Commission would be responsible for monitoring and reporting on progress towards the advancement of the food goals and the achievement of the food targets. This would include overseeing the delivery of the food goals.

As part of considering the general principles of a Bill, it is vital that a Committee examines whether the policy objective has merit and if legislation is the best route to achieve the stated policy objective. Whilst Committee Members agree there is a perception that food is an area that suffers from policy misalignment, and that the overall policy objective of the Bill is admirable, we could not come to a common position on whether legislation was the best way to create the change sought by the Bill. Therefore this report

does not make a recommendation on whether or not Senedd Members in Plenary should accept the general principles of the Bill.

The Minister for Rural Affairs and North Wales, and Trefnydd, made it clear that she does not support the Bill, her view being that it would be overly bureaucratic and expensive. However we also heard compelling arguments about the fruits that could be borne from a joined-up food policy, and an “invest to save” argument that this Bill would reduce burdens on public services through positive outcomes such as a reduction in obesity.

The report makes 17 recommendations. The lack of support from the Minister significantly increases the chance that the Bill may fall during its transition through the Senedd. We were very aware of this fact during scrutiny. As a result we have drafted two distinct types of recommendation, either suggesting amendments for the Bill if it continues to Stage 2 or policy recommendations that could be carried forward by Welsh Government if the Bill falls.

The Committee’s recommendations for amendments to the Bill include making the food goals less sectoral, strengthening monitoring and evaluation and expanding the role and responsibilities of the Welsh Food Commission. Members felt that the Commission could monitor UK and international food policy as well as advising Welsh Government on the development of food policy.

Our recommendations should the Bill fall are largely centred on filling policy gaps and ensuring food policy is joined up. We very much support the call for the development of a national food strategy if the Bill passes or falls. We have recommended that the Government works with stakeholders to carry out an analysis to identify any gaps in the current targets which could then feed into the strategy. We also recommend that a new entity needs to be created to oversee food policy in Wales. This could either be the creation of an internal board or that Welsh Government works with the Future Generations Commissioner to create a dedicated food-systems post within their office.^z

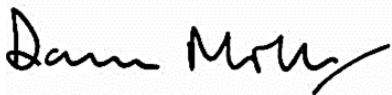
The current food system is not working for everyone. Evidence the Committee gathered makes it clear that there is at least the perception of a misalignment in food policy. It is absolutely vital that Welsh Government improves its approach to the food system by ensuring policies are joined-up and complementary, either via this Bill or by a non-legislative route. We hope this

report helps Members of the Senedd decide which of those two routes are best.



Paul Davies MS

Chair



Darren Millar MS

Temporary Chair

Recommendations

Recommendation 1. Although the Committee unanimously supports the policy objectives of the Bill, it cannot come to a unified position on the need for legislation to deliver those objectives. We therefore recommend that the Senedd decides whether it agrees the general principles of the Bill.....Page 25

Recommendation 2. The Welsh Government must improve its approach to the food system by ensuring policies are joined-up and complementary. This could either be through this Bill or by non-legislative means. If the Bill falls, the Welsh Government must examine which elements of the Bill it could take forward by a non-legislative route.Page 25

Recommendation 3. If the Bill proceeds to Stage 2 the secondary food goals should be amended to be less sectoral..... Page 29

Recommendation 4. If the Bill falls the Welsh Government should commit to publishing a document setting out all of its food policies, across departments, and how these align against its key overarching objectives. This document should be regularly updated..... Page 30

Recommendation 5. If the Bill proceeds to Stage 2 it should be amended to require a strong monitoring and evaluation mechanism to be incorporated for each food target when that target is set.Page 34

Recommendation 6. If the Bill falls the Welsh Government should undertake a gap analysis exercise of existing targets of relevance to the food system, and in consultation with stakeholders introduce new targets to fill any gaps.
.....Page 34

Recommendation 7. If the Bill proceeds to Stage 2 it should be amended to require the Welsh Government to consult on expanding the functions of the Welsh Food Commission to include additional responsibilities. These could include monitoring UK and international food policy and trading relationships which impact on the Welsh food system.Page 40

Recommendation 8. If the Bill falls the Committee recommends that the Welsh Government should either establish an internal food policy board or work with the Future Generations Commissioner to create a dedicated food-systems post to drive joined-up food policy in Wales, with the aspiration of delivering affordable and healthy food that is economically, environmentally, culturally and socially

sustainable for people now and in the future. The Minister should update the Committee on the work of this board on an annual basis.....Page 41

Recommendation 9. Regardless of whether the Bill proceeds or falls, the Committee supports the development of a national food strategy by the Welsh Government with the key aim of joining up Welsh Government food policy across departments. Page 45

Recommendation 10. The national food strategy should include existing and any new food targets set..... Page 45

Recommendation 11. If a Welsh Food Commission is established it should have a strong role in advising the Welsh Government in the development and implementation of the national food strategy..... Page 45

Recommendation 12. If the Bill falls and the recommendation to establish an internal food board within Welsh Government is taken forward this board should have an oversight role regarding development and implementation of the strategy. Page 45

Recommendation 13. The strategy must not “sit on the shelf” and should be implemented at both a national and local level. If the Bill proceeds to stage 2 consideration should be given to amendments that would support public bodies’ implementation of the strategy..... Page 45

Recommendation 14. Section 17 should be amended to include the need for local food plans to support local procurement of food.
.....Page 51

Recommendation 15. If the Bill progresses to Stage 2 an amendment to section 18 should be considered to include a duty to consult with community-based organisations currently delivering and promoting local food projects.
.....Page 51

Recommendation 16. If the Bill falls the Minister should, via appropriate guidance, encourage actions that would promote the implementation of local food plans to encourage the use of locally sourced food by public sector organisations.....Page 51

Recommendation 17. If the Bill falls the Welsh Government should encourage more emphasis on food sustainability at a local level through the best mechanisms available under the Well-being of Future Generations Act 2015. This could be through including a new Well-being indicator/s with milestones to

support a better food system. This should result in Public Services Boards further considering public procurement and sustainability of food in their well-being plans and assessments.	Page 51
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1. Introduction

The Food (Wales) Bill (“the Bill”) was introduced on 12 December 2022. The Committee gathered oral and written evidence to inform its scrutiny of the general principles of the Bill. Other Senedd Committees have also conducted scrutiny of financial and constitutional aspects of the Bill.

Background

1. The Food (Wales) Bill is the first Members’ Bill of the Sixth Senedd. After he won the Members’ ballot in September 2021 the Senedd agreed that Peter Fox MS, the Member in Charge, could introduce a Bill based on his Explanatory Memorandum¹ for the Food (Wales) Bill.

The Bill

2. On 14 December 2022, Peter Fox introduced the Bill² and accompanying updated and expanded Explanatory Memorandum³ (“EM”). A Statement of Policy Intent⁴ was also published for the Bill. Peter Fox made a statement on the Bill in Plenary on 14 December 2022. He explained:

“Around 13 months ago, I was given the opportunity by you all to present an outline of the Bill, based on the principle that we need to get more locally produced food into our homes, our communities, and our public services. But when discussing my ideas with stakeholders, it turned out that much more work was needed to ensure that the food system works for not just our producers, but our communities as well. And so, the Bill as drafted today has been expanded far beyond what I originally envisaged. I felt that it was important that we grasped this opportunity to strengthen the Welsh food system as a whole, to establish a more sustainable food system in Wales, to

¹ Food (Wales) Bill first Explanatory Memorandum

² The Food (Wales) Bill as introduced

³ The Food (Wales) Bill updated Explanatory Memorandum

⁴ The Food (Wales) Bill Statement of Policy Intent

strengthen food security, improve Wales's socioeconomic well-being, and to enhance consumer choice."

"These are the broad principles that have underpinned the provision and policy objectives of the food Bill. To achieve this, the Bill provides a framework that enables a coherent, consistent, and strategic cross-governmental approach to policy and practice on all aspects of the food system. To inform this process, I have held a wide range of consultation—from policy round-tables to scope the initial approach of the Bill, I've had regular engagement with policy experts to discuss technical aspects, as well as a public consultation, which I launched at the Royal Welsh Show. That went over the summer, and we've received over 50 high-quality responses to the consultation. What this uncovered was strong support for the general principles of the Bill and its provisions. Over 75 per cent of respondents agreed that we need to see this Bill on the statute book."

3. He closed by saying:

*"I am open to ideas and am willing to find a way forward over the next few months. I'm happy to let this Bill be the Senedd's Bill, and for us to collectively, together, make it happen, because the food system is inherent to the fabric of our communities and everything we do. We know that it can and must do more to support well-being and prosperity."*⁵

Referral

4. On 29 November 2022 the Senedd's Business Committee agreed⁶ to refer the Bill to the Economy, Trade and Rural Affairs Committee ("the Committee") for consideration of the general principles (Stage 1), in accordance with Standing Order 26.9. The Business Committee agreed that the Committee should report by 28 April 2023. However Business Committee subsequently agreed to extend the reporting deadline to 12 May as the Committee had to delay taking evidence from the Minister for Rural Affairs, North Wales, and Trefnydd (the Minister) due to circumstances outside of the control of the Minister or the Committee.⁷

⁵ Peter Fox's [statement to Plenary 14 December 2022](#).

⁶ Business Committee [minutes 29 November 2022](#)

⁷ Letter from the Chair to the Llywydd regarding deadline extension [9 February 2023](#)

Terms of Reference

5. The Committee agreed its approach to scrutiny on 14 December. The agreed terms of reference were to consider:

- The general principles of the Food (Wales) Bill and the need for legislation to deliver the stated policy intention. In coming to a view on this, consideration was given to addressing the individual aspects of the Bill:
 - i. Food goals and targets
 - ii. Welsh Food Commission
 - iii. National food strategy
 - iv. Local food plans
 - v. General matters including meaning of terms, regulations, interpretation, and commencement;
- Any potential barriers to the implementation of the Bill's provisions and whether the Bill takes account of them;
- The appropriateness of the powers in the Bill for Welsh Ministers to make subordinate legislation (as set out in Chapter 6 of Part 1 of the Explanatory Memorandum);
- Whether there are any unintended consequences arising from the Bill; and
- The financial implications of the Bill (as set out in Part 2 of the Explanatory Memorandum).

The Committee's approach

6. The Committee issued an open call for views on the Bill. The consultation ran for six weeks, from 15 December to 27 January 2023, and 29 responses were received and published.⁸ The Committee held eight oral evidence sessions. A list of oral evidence sessions can be found at Annex A, and a list of consultation responses and additional written evidence can be found at Annex B. The

⁸ Economy, Trade and Rural Affairs Committee Food (Wales) Bill [consultation page](#)

Committee is grateful to all those who took the time to provide evidence and briefings to the Committee to inform its scrutiny.

Other Committees' consideration of the Bill

7. The Finance Committee took evidence from Peter Fox and the Bill team on 9 February 2023.⁹ The Finance Committee will publish a report on the Bill by the reporting deadline of 12 May 2023.

8. The Legislation, Justice and Constitution Committee ("LJC Committee") took evidence on the Bill from the Minister and her officials on 23 January 2023. They then took evidence from Peter Fox and the Bill team on 30 January. The LJC Committee will publish its report on the Bill by the reporting deadline of 12 May 2023.¹⁰

⁹ Finance Committee meeting 9 February 2023

¹⁰ Legislation, Justice and Constitution Committee meetings 23 January 2023 and 30 January 2023

2. The case for legislation

9. When considering the general principles of a Bill, consideration must be given to the best way to achieve the Bill's stated policy intent. The Committee heard compelling evidence supporting legislation as the best way to achieve the Bill's policy intent. A key argument was that the Bill would provide mechanisms to join up food policy. However, others felt the legislative approach would be slow and inflexible and that the Bill would create undue bureaucracy and require disproportionate resource. These positions are explored in more detail below.

10. Whilst those who responded to the Committee's consultation had their own views on improving the content of the Bill, the majority were in favour of the legislation. Support came from a broad cross-section of stakeholders including the farming unions, environmental non-governmental organisations, animal welfare groups, academics, local authorities and local health boards.

11. The Bill's EM sets out a detailed case for legislation. Key arguments presented include:

"Current Welsh Government policy relating to food is not joined up, leading to policy incoherence and unintended consequences. There is a need for a single, overarching holistic approach to the whole food system in Wales to maximise the wide range of benefits a coordinated, resilient and sustainable food system can bring."

12. And:

"Whilst it is accepted that Welsh Government could take action to meet some of these challenges without the need for legislation, a frequent issue is that plans and strategies can contain very few mechanisms for scrutiny and accountability. Thus they are often ignored by bodies, or implemented to a limited extent, meaning there is a lack of data and evidence as to how successful previous plans and strategies have been."¹¹

13. Peter Fox elaborated on this in the Committee's first evidence session. He told Members:

¹¹ The Food (Wales) Bill [Explanatory Memorandum](#)

“Why I've always believed that there is a need for a Bill is not just the fact that we need to maintain our food security, and all of those things that are attached to it; from a governance perspective, we need to make sure that there is some overarching guiding holistic governance that every part of the food system should aspire to, or be overseen by. Otherwise, we're going to get inconsistency of interpretation around the food system through the various different Bills.”¹²

14. Food Sense Wales said “The Bill brings forward a meaningful framework and accountability measures to enable a proactive approach, determining how we want our food system to work, rather than just dealing with the consequences. We view the Bill as essential to bring about coherent and comprehensive policy that will achieve the goal of delivering a food system fit for future generations.”¹³

15. NFU Cymru welcomed the Bill saying:

“With the UK Government publishing its food strategy for England and the passing of legislation in Scotland, Wales does now risk becoming an outlier in terms of its approach to food policy. We therefore feel that it is appropriate that there should be some legislative provision in this area in Wales and so we welcome the Food (Wales) Bill”.

16. NFU Cymru also said that:

“Whilst legislation will never be able to anticipate unforeseen or sudden events, it does have the potential to ensure that as a nation we are in the best possible position in terms of our domestic food security to respond to challenges and disruption in food supply chains and to mitigate some of these adverse impacts by having a more resilient food system in place.”¹⁴

17. However, support for the Bill was not universal. Food and Drink Wales Industry Board (FDWIB) and the Food and Drink Federation Cymru (FDF Cymru) told Members they did not feel legislation was appropriate. Whilst they both supported some of the Bill's aims, they had concerns about the practicalities.

¹² The Economy, Trade and Rural Affairs Committee 19 January 2023

¹³ Food Sense Wales written evidence

¹⁴ NFU Cymru consultation response

18. The FDWIB told Members:

“when you look at the purpose and the objectives of the Bill, if I'm being honest, I find them a little bit nebulous, and I think there is a real need to really pin those objectives down.”

19. A representative of the Board went on to say the Welsh Government should look at how they are currently delivering the Bill's objectives and that:

“it may well be that you've already got the strategy in place; it just needs pulling together. And I say that with the best of intentions, because I just don't want Wales to go down the route of bureaucracy.”¹⁵

20. FDF Cymru told Members:

“the aim here is very laudable, we want people to be talking about food and drink, we want people to be thinking carefully about food and drink as we go forward, but the complexity and bureaucracy could potentially be very, very difficult.”¹⁶

21. The Minister told the LJC Committee that she did not think legislation was necessary and that the Bill *“doesn't really provide the solutions to the many complex issues that have been mentioned in the explanatory memorandum”*. She went on to say the EM only presents two options *“either do nothing or legislate”* and there was *“no examination of whether there are ways to improve planning or co-ordination through the existing mechanisms that we have under the existing powers and legislative framework.”¹⁷*

22. Following oral evidence from FDIWB, the Committee wrote to the Minister and asked her to undertake an exercise using the food goals in the Bill to set out how current cross-departmental Welsh Government policy is already achieving the Bill's aims.¹⁸ The response to this letter is covered below.¹⁹

¹⁵ The Economy, Trade and Rural Affairs Committee [25 January 2023](#)

¹⁶ The Economy, Trade and Rural Affairs Committee [25 January 2023](#)

¹⁷ The Legislation, Justice and Constitution Committee [23 January 2023](#)

¹⁸ Letter from the Chair to the Minister [dated 8 February 2023](#)

¹⁹ Letter from the Minister to the temporary Chair [dated 28 February 2023](#)

Joined-up food policy

23. One of the key aims of the Bill is to create a joined-up approach to food policy. The Committee heard evidence from several stakeholders that the Bill is needed to ensure a more cohesive approach with better oversight.

24. Simon Wright (University of Wales Trinity St David and Wright's Food Emporium) told Members that he was:

"definitely not one for introducing legislation and additional bureaucracy for the sake of it, but this [existing food policy and legislation] is an area where I think we've got a serious problem with working in silos".

25. He went on to say that currently food policy tends to *"sit in the back seat"* of other policy initiatives which creates duplication and unintended consequences. He suggested that if Wales took the overall holistic systems approach that the Bill would create *"we'd find that the answers to one question may well be the answers to another question as well, and we need that kind of co-ordination and we need it desperately."*²⁰

26. Some stakeholders identified specific areas where Welsh Government policies are mis-aligned, and sometimes actively work against each other. In its response to Peter Fox's consultation on the draft Bill, Food Policy Alliance Cymru (FPAC) highlighted:

*"The strategic direction of growth and industrialisation of the food manufacturing sector versus a clear policy direction of 'sustainable agriculture'; Minimum alcohol pricing as part of the Public Health (Wales) Act vs Welsh Government's Drink Strategy; Planning policies that allow farms to pollute water courses whilst assets key to building food security (whether land or infrastructure) held in public ownership are lost to other sectors; and missed opportunities to connect Welsh Government's Food and Drink Retail Plan with opportunities within the Healthy Weight Healthy Wales (obesity strategy) - in particular around ambitions for a Healthy Food Environment."*²¹

²⁰ Economy, Trade and Rural Affairs Committee 19 January 2023

²¹ The Food (Wales) Bill [Explanatory Memorandum](#)

27. In its response to the Committee’s consultation FPAC elaborated on the first point saying:

“An example of a failure of coherence in Welsh Food policy can be seen in the proliferation of Intensive Poultry Units (IPUs) and their devastating impact on Welsh rivers. Farmers have been encouraged to diversify into poultry units to increase economic security and food production, but there was clearly a failure to consider the environmental impacts of this.”

28. It went on to say this is at odds with the Welsh Government’s aims for its Sustainable Farming Scheme (SFS) and that “the scheme and Agriculture (Wales) Bill include no mention of planning policy and nothing that would prevent this environmentally devastating farming continuing, even by farmers receiving SFS payments.”²²

29. Public Health Wales (PHW) also highlighted the planning system as a point of policy misalignment. It told Members the:

“guidance attached to the Town and Country Planning Act in Wales doesn’t enable local authorities to limit fast-food premises, for example, be they around schools or in high density in areas of high levels of obesity.”

30. As a result:

“We find that there are more fast-food premises in areas where there are high levels of obesity, and we’re not able to control that”.

31. It highlighted the Bill doesn’t amend town and country planning legislation and further co-ordination is needed.²³

32. The Minister’s written evidence stated “neither the Explanatory Memorandum nor any other evidence submitted in support of the Bill has demonstrated convincingly that there is any significant inconsistency or lack of coherence, or failure to work across Welsh Government or beyond, in creating or delivering food related policies.”²⁴ In oral evidence to the Committee the Minister

²² Food Policy Alliance Cymru [consultation response](#)

²³ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

²⁴ The Minister’s [written evidence](#)

firmly argued that Government policy is already joined-up. She said the strong support for the Bill came from an erroneous “perception” that food policy and legislation is not joined-up. She told the Committee:

“I don’t dismiss at all that our stakeholders think that that is absolutely the case. But I think what is really important is that we look at that perception and we also look at the facts. So, if you look at the evidence that committees have taken, there is only one example ... that’s been given as to why people don’t think our policy is joined up, and that is around the support that Welsh Government has given for the egg and poultry industry in mid Wales and water pollution, and I would say that, yes, policy should be better aligned in respect of that one example. I can’t see any other examples, and if you look at how complex food is and the breadth of food policy in particular, for me, what this shows is how well Welsh Government is managing our food policy.”²⁵

33. The Minister did accept that “if that perception is there, then that needs to be looked at and understood”.

34. The Minister sent the Committee two letters outlining how Welsh Government food policy is joined-up. The first letter²⁶ was a response to a letter from the Chair, setting out how Welsh Government departments are delivering against the Bill’s secondary food goals. The Minister said this letter showed:

“a significant and substantive response to every area of goals and what’s been achieved by our food policy. I think every aspect of the goals has been covered, and is covered, by Welsh Government food policy.”²⁷

35. The second letter²⁸ responded to questions Members had asked the Minister in oral evidence regarding policies outside her portfolio. It highlighted commitments in Healthy Weight Healthy Wales²⁹ to place limits on the establishment of hot food takeaways around schools, and to improve the healthy food offer in NHS vending machines with the aim of all food and drink provision on NHS sites adhering to strict healthy criteria by 2030. The letter also discussed

²⁵ Economy, Trade and Rural Affairs Committee [1 March 2023](#)

²⁶ Letter from the Minister to the temporary Chair [dated 28 February 2023](#)

²⁷ Economy, Trade and Rural Affairs Committee [1 March 2023](#)

²⁸ Letter from the Minister to the temporary Chair [dated 16 March 2023](#)

²⁹ Welsh Government Strategy: [Healthy Weight Healthy Wales](#)

lessons learnt from the opening of Big Bocs Bwyd,³⁰ a project centred in schools aimed at reducing food poverty and food waste and improving nutrition in Bridgend.

Additional bureaucracy

36. A key criticism of the Bill was that it would unnecessarily create additional bureaucracy. FDF Cymru told Members that the Bill would introduce *“unnecessary complexity and bureaucracy, at the very least from an industry point of view and potentially from a resource point of view for Government.”* FDF Cymru went on to say whilst there were areas where it would like to see more co-ordination, *“the danger is that putting things on a legislative basis might actually stifle some innovation, it might stop people acting on opportunities, and it might mean that there is, perhaps, the opportunity for less of a balance, I think, than is currently there in the Welsh Government's approach.”*³¹

37. The Minister's written evidence summed up the Government's position:

*“The Welsh Government opposes the Food (Wales) Bill (‘the Bill’) on the grounds it is unnecessary, would create bureaucracy and cost for numerous public bodies. Most significantly it would undermine the legislative and governance framework already established for strategic planning, policy making and long-term action, put in place by the Well-being of Future Generations (Wales) Act 2015.”*³²

38. The Minister was very clear in her view that the Welsh Government already has policies working to address every aspect of the food goals. She also told the Committee she did not feel legislation was necessary as there were cheaper ways to do things and that *“you can do things far more quickly than going through a very long legislative process.”*³³

39. Professor Terry Marsden (Cardiff University) told Members he thought the Bill was an exercise in extending food governance and *“actually making it much more inclusive across the piste”*. He warned against concerns around additional bureaucracy saying:

³⁰ [Big Bocs Bwyd](#)

³¹ [Economy, Trade and Rural Affairs Committee 26 February 2023](#)

³² [The Minister's written evidence](#)

³³ [Economy, Trade and Rural Affairs Committee 1 March 2023](#)

*"I think there's always the concern that this is going to be an administrative overload, bureaucratic, take up more Government resources. That's not the purpose. The purpose is actually to spread much more democratic empowerment within the food community across Wales."*³⁴

40. Peter Fox refuted the view that the Bill would create additional bureaucracy. He told Members:

*"The current system, which has a lot of policies that are not joined up, is resource intensive and bureaucratic, because there are so many areas fighting against each other instead of pulling in the same direction. If anything, the Bill would deliver a more focused approach that every part of the food system should align to and, as a result, could actually reduce resources and burden for stakeholders."*³⁵

Resourcing the Bill's requirements

41. Many public sector organisations who supported the Bill cautioned that resources would need to be made available to support its implementation. In its written evidence Welsh Local Government Association (WLGA) said *"As with any new duty imposed on councils this will have to be properly funded and not expected to be accommodated within existing budgets."*³⁶ Estyn raised concerns about the cost of implementing the Bill being passed on to schools in its written evidence saying *"It will be important that the Welsh Government provides enough financial support for the Bill so that core spending on education is not adversely affected."*³⁷

42. Members heard more detail about the concern around school budgets from local authorities. Swansea Council and Monmouthshire County Council both highlighted that some primary schools were already struggling to pay the additional cost created by the wider roll-out of free school meals.³⁸ Swansea Council told Members they were *"already having to divert our education funds into providing those [extended free primary school] meals"* and that for

³⁴ Economy, Trade and Rural Affairs Committee [19 February 2023](#)

³⁵ Economy, Trade and Rural Affairs Committee [8 March 2023](#)

³⁶ Welsh Local Government Association [consultation response](#)

³⁷ Estyn [written evidence](#)

³⁸ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

secondary schools the cost could be passed on to those parents who pay for their children's school meals, unless extra funding was made available.³⁹

43. The Bill's EM presents an estimated cost of the Bill of between £4,729,250 and £8,584,370.⁴⁰ The Minister's written evidence said *"The technical calculations to make cost estimates appear to be broadly correct but they are based on big assumptions about the amount of work the Bill would create."* The Minister's written evidence went on to say there's nothing in the Bill to suggest it would save work, rather it would *"impose additional work demanding more resources"* and that she anticipated the same would be true for the other public bodies.⁴¹

44. The Bill's EM states that *"Welsh Government food policy is approached in silos across several initiatives"*. The EM says it is not possible to calculate the current cost of food policy and as a result it is not possible to estimate savings.⁴²

45. However many stakeholders in favour of the Bill made an 'invest to save' argument. The Nature Friendly Farming Network (NFFN) asked the question *"Could we afford not to develop the Bill, really?"* A representative of the Network went on to elaborate on this:

*"Just looking at the current costs of some of the issues in the food system, obesity, for example, costs around £3 billion a year to Welsh society. Every pound that we spend on food at the till has a hidden £1 cost related to environmental damage, and we waste a lot of food—400,000 tonnes a year, and if only 1 per cent of that was edible, that's 9 million meals there that you save. So, I think there are cost savings associated with having this framework; I appreciate that it might be difficult to quantify."*⁴³

46. Simon Wright shared this view. He told Members:

"The problem is the lack of long-term thinking and the ability to do that thinking. It leads us into positions where we've got contradictory policies that cost us as a consequence."

³⁹ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

⁴⁰ The Food (Wales) Bill [Explanatory Memorandum](#)

⁴¹ The Ministers [written evidence](#)

⁴² The Food (Wales) Bill [Explanatory Memorandum](#)

⁴³ Economy, Trade and Rural Affairs Committee [25 January 2023](#)

47. He gave the example of health where “we have an ever-increasing bill for diet-related disease, widening health inequality based on nutritional inequality, and we’re really not making the long-term investment in that that would mean that in the future we would be saving a fortune in the NHS”. He went on to say “I think that the lack of thinking and systems approach is costing us a huge amount of money, way out of proportion to what it would cost us to run this.”⁴⁴

48. Peter Fox expanded on these arguments and also highlighted some of the less tangible, but still important, benefits he saw in the system proposed by the Bill, saying:

“It’s very difficult to assess—and I’ve said this in other committees—in monetary terms the cost of this, because how do you factor in the positive benefits, the social benefits, the societal benefits, that social currency that this achieves, and the reduction in people entering the health system with diet-related issues, the benefit to our young people from addressing obesity, from addressing diabetes? It’s millions and millions of pounds, if you want to measure that in money, but the benefit to our communities and future generations, which this place talks a lot about—future generations—well, this is exactly that: putting in frameworks to help future generations.”⁴⁵

The Committee’s view

49. Whilst the policy objectives are a key element of the general principles of the Bill it is also important to examine whether legislation is the best vehicle to achieve those aims. The Committee fully supports the policy intent of the Bill. However Members could not come to a position on that second question – whether legislation is the best approach to achieve these aims. As a result the Committee will not be making a recommendation on whether or not Senedd Members in Plenary should accept the general principles of the Bill. The Committee hopes this report aids non-Committee Members in coming to a position on this question, and it will be for all Members in Plenary to decide whether or not the Bill should progress to Stage 2.

50. Whilst the Committee has not come to a unified position on the need for legislation, Members do agree that the Welsh Government needs to work towards the policy intent of the Bill. This report examines the Bill thematically and the Committee makes recommendations on how the Bill might be improved, but

⁴⁴ Economy, Trade and Rural Affairs Committee 19 January 2023

⁴⁵ Economy, Trade and Rural Affairs Committee 8 March 2023

also how the Welsh Government should take forward the policy objectives if the Bill falls.

Recommendation 1. Although the Committee unanimously supports the policy objectives of the Bill, it cannot come to a unified position on the need for legislation to deliver those objectives. We therefore recommend that the Senedd decides whether it agrees the general principles of the Bill.

Recommendation 2. The Welsh Government must improve its approach to the food system by ensuring policies are joined-up and complementary. This could either be through this Bill or by non-legislative means. If the Bill falls, the Welsh Government must examine which elements of the Bill it could take forward by a non-legislative route.

3. Food goals

Provisions in the Bill

51. Sections 1-3 of the Bill deal with food goals. Food goals are split into two categories. The primary food goal, established by section 2 of the Bill, is *“the provision of affordable, healthy, and economically, environmentally, and socially sustainable food for the people of Wales.”*⁴⁶ Section 3 of the Bill sets out the secondary food goals which according to the EM *“underpin the primary food goal and cover specific areas including: Economic well-being, Health and social, Education, Environment and Food Waste.”*⁴⁷

52. Section 1 of the Bill places a duty on public bodies to take reasonable steps to advance the primary food goal and the secondary food goals. For the purposes of the Bill “public bodies” means the Welsh Ministers, a local authority, or a local health board. Section 22 of Bill contains provisions for this list to be amended.

53. The EM explains the reasoning for the inclusion of food goals as follows:

“A key policy objective of the Bill is to deliver affordable, healthy, and economically, environmentally and socially sustainable food for people now and for future generations. The establishment of “food goals” in the opening part of the Bill provides a mechanism to help towards the delivery of that key policy objective.”

Evidence

54. The vast majority of evidence the Committee received supported the inclusion of food goals, while providing suggestions for their amendment. For example RSPCA Cymru suggested the inclusion of a goal on animal welfare,⁴⁸ the Welsh Language Commissioner suggested sustaining and promoting the use of the Welsh language,⁴⁹ and environmental organisations made various suggestions around strengthening environmental aspects of the goals.

55. Peter Fox explained that this was hard to achieve:

⁴⁶ The Food (Wales) Bill as introduced

⁴⁷ The Food (Wales) Bill updated Explanatory Memorandum

⁴⁸ RSPCA Cymru consultation response

⁴⁹ The Welsh Language Commissioners consultation response

*"We've had it many times, and it's only right that individual organisations are going to want to be very specific around their area. What's very difficult is accommodating everybody's expectations and wishes on the face of the Bill. How do you do that? You've got to try and plot a way that creates the opportunities for everybody to input at those later stages in contributing to the targets to achieve the goals and things like that. So, I don't think it would have been possible to take on board all of the suggestions made in consultation, my consultation, or at this stage. But I certainly will be considering all of the evidence we've received to see where those food goals may need to be amended, and I will do that in consultation with stakeholders, and with the Government if they're willing."*⁵⁰

56. Professor Terry Marsden told Members that:

"The secondary goals are legitimate in many respects. They follow on and interlink with the Well-being of Future Generations Act, which I think is important. I think it's also important to see those goals as interlocking, not necessarily a hierarchy."

57. He went on to explain that while the food goals are "something that can be developed, worked on, refined by the commission and the food strategy", they are important to set a long term strategy for the Welsh food system. He said:

*"... we're becoming more, rather than less reliant, on political cycles and short-termism and, indeed, party political initiatives, in one way or another. Creating this statutory framework provides something that, again, is elevated above that party political, post-Brexit context and, as such, it gives an opportunity for Wales to programme and to plan over and above political cycles, and that's exactly what's happening with the Well-being of Future Generations (Wales) Act 2015, and that's one of the major advantages of this proposed legislation."*⁵¹

58. One potential issue with the goals, raised several times, is their possible opposing nature. The Farmers' Union of Wales (FUW) highlighted this saying:

⁵⁰ Economy, Trade and Rural Affairs Committee 8 March 2023

⁵¹ Economy, Trade and Rural Affairs Committee 19 March 2023

“To have healthy, economically, environmentally and socially sustainable food that is also affordable for the consumer is obviously challenging.”

59. However they went on to say that the reason the Bill was drafted was:

“to try and tie all of those aspects together and, at the end of the day, try to find that balance of being able to provide that sustainable food but also at an affordable price for consumers and the public sector.”⁵²

60. FPAC argued *“The secondary food goals outlined in the consultation are sectoral and work against the need to take an integrated approach to the food system.”* To address this, FPAC suggested amending the secondary food goals to:

- Food for all;
- Food for public health;
- Net zero food system;
- Farming for nature and climate;
- Sustainable food sector jobs and livelihoods; and
- Sustainable food procurement.⁵³

61. FPAC said this would be supplemented with educational provision on food-related issues in each educational key stage in all schools. FPAC’s less sectoral approach was supported by several stakeholders.

62. The WLGA cautioned that while it supports the food goals *“There is merit in keeping the goals limited in number and easy to understand/remember.”* The WLGA suggested the goals need to be developed alongside the Sustainable Farming Scheme to ensure *“... that even though food is a marketable commodity, food security and the wider social and environmental benefits associated with how food is produced and consumed are public goods.”* It also reiterated the point raised above regarding the need for adequate resource to be made available if local authorities are to meet the food goals.⁵⁴ Caerphilly County

⁵² Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁵³ Food Policy Alliance Cymru [consultation response](#)

⁵⁴ Welsh Local Government Association [consultation response](#)

Borough Council highlighted that *“Food goals need to be measurable and achievable within a defined timescale.”*⁵⁵

63. In her written evidence the Minister said the relationship between the primary and secondary food goals is unclear and *“the Welsh Government is already pursuing diverse policies relevant to delivering the secondary goals. These policies have or commit to create explicit targets and indicators.”* The Minister gave some examples where this was happening and said *“Consequently the practical effect of the Bill would be to create a duplicative system of planning, target setting and reporting which would achieve no additional impact or benefit in itself.”*⁵⁶

64. The Minister reiterated this in her oral evidence to the Committee. She told Members that the letter⁵⁷ setting out Welsh Government policy against the food goals showed *“all the areas and the goals and what we're doing in each policy area.”* The Minister went on to say that there were *“specific”* and *“very relevant”* targets in all those areas that fully address the Bill's food goals.⁵⁸

The Committee's view

65. The Committee supports the inclusion of the food goals in the Bill. However Members felt they could be better aligned and shared concerns that the secondary goals were too sectoral. The Committee was very interested in Food Policy Alliance Cymru's suggestion of a less sectoral set of secondary food goals, and if the Bill progresses the Committee would like to see that approach taken forward.

66. Members also very much appreciated the Minister's letter mapping Welsh Government policy against the secondary food goals. Members felt this was the first time they had seen a document setting out the Welsh Government's various food policies in this way. Members believe publishing and regularly updating a document like this may help the Committee and stakeholders better understand how Welsh Government food policy is aligned and improve policy implementation.

Recommendation 3. If the Bill proceeds to Stage 2 the secondary food goals should be amended to be less sectoral.

⁵⁵ Caerphilly County Borough Council [consultation response](#)

⁵⁶ The Ministers [written evidence](#)

⁵⁷ Letter from the Minister to the temporary Chair [dated 28 February 2023](#)

⁵⁸ Economy, Trade and Rural Affairs Committee [1 March 2023](#)

Recommendation 4. If the Bill falls the Welsh Government should commit to publishing a document setting out all of its food policies, across departments, and how these align against its key overarching objectives. This document should be regularly updated.

4. Food targets

Provisions in the Bill

67. Sections 4-7 of the Bill provide for food targets. Section 4 imposes a duty on the Welsh Ministers to make regulations setting at least one target for each secondary food goal. It details the requirements for the targets, including the setting of a measurable standard to be achieved and a deadline for its achievement. Section 4 also states that a target is set when the regulations setting it comes into force, and such regulations must be made within two years of the Bill coming into force.

68. Section 5 of the Bill covers the process for setting targets under section 4. It creates a requirement for the Welsh Ministers to consult when setting targets and for the Ministers to be satisfied that the target is achievable. Section 6 of the Bill imposes reporting duties on the Welsh Ministers regarding the targets. Section 7 of the Bill sets out requirements around reviewing the targets. This includes a requirement for a first review of targets to be completed within 5 years of section 7 coming into force, and then subsequent reviews to be completed within 5 years of the previous review's completion.⁵⁹

69. The Bill's EM states "*The use of targets is the main mechanism in the Bill for helping to ensure that specified standards are achieved against each of the secondary food goals.*" It gives the following rationales for the inclusion of sections 5-7:

- the requirement to consult under section 5 "will ensure that there must be an independent element included in setting the specific targets";
- the reporting requirements in section 6 are an important element of the Bill as "it provides the mechanism for scrutiny and accountability for progress towards meeting the targets set"; and
- the reviewing requirements in section 7 "help ensure that the targets set in accordance with the Bill remain relevant and measurable."⁶⁰

Evidence

70. The majority of evidence gathered by the Committee supports the inclusion of food targets in the Bill. Some felt the Bill could create mis-alignment,

⁵⁹ The Food (Wales) Bill as introduced

⁶⁰ The Food (Wales) Bill Explanatory Memorandum

duplication and confusion with existing targets, for example FDF Cymru said *“the interacting complexity of those targets is going to be very difficult to parse and work through. So, that in itself is going to be very difficult.”*⁶¹ However much of the evidence stated that targets could be a way to clarify the goals and avoid confusion through consolidation of food targets across different policy areas.

71. The two main farming unions told Members that targets were necessary to allow progress towards the goals to be measured. However FUW emphasised the targets *“must not create additional red tape or burdensome requirements for farmers or other businesses throughout the food supply chain.”*⁶² NFU Cymru suggested targets should be included on the face of the Bill.⁶³ NFU Cymru, FUW and NFFN all agreed that there were many targets already set, but putting them on a statutory footing would strengthen the ability to deliver those targets.⁶⁴

72. The Committee received evidence on the possible content of the targets. Some of this focused on the level the target should be set at – whether they should be more ambitious. British Dietetic Association (BDA) was concerned the Bill doesn’t provide for ‘aspirational’ targets referring to section 5(2) which emphasises achievability.⁶⁵ The WLGA said *“It makes sense to include targets to measure progress provided the targets are objective, achievable and promote the Primary Food Goal. The targets could require at least a minimum standard so as not to limit ambition – perhaps with incentives for those achieving superior performance.”*⁶⁶

73. Many environmental organisations, including RSPB Cymru,⁶⁷ Soil Association Cymru⁶⁸ and the Size of Wales,⁶⁹ suggested including specific environmental targets on the face of the Bill. They specifically supported the inclusion of climate and biodiversity targets.

74. PHW raised concerns about the goals and targets approach. A representative told Members *“I have not been witness to any evidence that supports this sort of approach. So, should it go ahead, I would suggest that we have really strong*

⁶¹ Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁶² Farmers Union of Wales [consultation response](#)

⁶³ NFU Cymru [consultation response](#)

⁶⁴ Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁶⁵ British Dietetic Association [written evidence](#)

⁶⁶ Welsh Local Government Association [written evidence](#)

⁶⁷ RSPB Cymru [consultation response](#)

⁶⁸ Soil Association Cymru [consultation response](#)

⁶⁹ Size of Wales [consultation response](#)

mechanisms for evaluation of the effectiveness of this as we go forward, because I think it would be a pioneering approach.”⁷⁰

75. The farming unions and NFFN called for a shorter reporting timeframe. FUW explained that annual reporting might be better because *“food supply chains are extremely sensitive to global events”*.⁷¹

76. There was also a strong call from the agricultural sector for a shorter reviewing period. The farming unions, NFFN⁷² and Hybu Cig Cymru⁷³ all suggested that five years was too long.

77. The Minister told the LJC Committee that the timescales to set and report on targets were blunt and challenging. She explained *“you'd have to target set, you'd have to report, you'd have to review activities. I think it would be hard for Government, but I think it would be really hard for other public bodies to fit in with this timescale as well.”*⁷⁴

78. A legal adviser to Peter Fox, highlighted to Members that there was precedent for the Bill's approach on the targets in the Environment Act 2021.⁷⁵ A policy adviser to Peter Fox, set out the rationale for the five year reviews:

*“... you need sufficient time for targets to be set, to be embedded, for policies then to emanate from these and for those policies to then take effect ... we felt that anything shorter might mean that, actually, when you review the targets, naturally, you might not be meeting some of those, and it might give a false impression of actually how far you've come in meeting that target. So, we wanted to give Welsh Government public bodies time to think about the next steps and to enable them then to really work on these policies, to get them implemented before we start assessing how they're doing.”*⁷⁶

79. When discussing the potential for confusion and misalignment with existing targets, a policy advisor in the Bill team highlighted:

⁷⁰ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

⁷¹ Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁷² Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁷³ Hybu Cig Cymru consultation [response](#)

⁷⁴ Legislation, Justice and Constitution Committee meeting [23 January 2023](#)

⁷⁵ Economy, Trade and Rural Affairs Committee [8 March 2023](#)

⁷⁶ Economy, Trade and Rural Affairs Committee [19 January 2023](#)

“So, I think the Member would contend at the moment that the potential for that misalignment exists now, and the purpose of the Bill is to have all of these different issues and targets and goals discussed together and that holistic view is taken so that, in implementing the provisions of this Bill, those mis-alignments, I think the Member would argue, would be less likely to happen.”

80. He went on to agree that to avoid misalignment it would be possible to set out existing targets in the EM.⁷⁷

The Committee’s view

81. The Committee supports the inclusion of targets in the Bill to drive progress in the food system. However, Members feel it is important that any targets set must have a strong mechanism for evaluation to measure progress.

82. Members are content that the suggested method and timeframe for setting and reviewing targets in the Bill are appropriate.

Recommendation 5. If the Bill proceeds to Stage 2 it should be amended to require a strong monitoring and evaluation mechanism to be incorporated for each food target when that target is set.

Recommendation 6. If the Bill falls the Welsh Government should undertake a gap analysis exercise of existing targets of relevance to the food system, and in consultation with stakeholders introduce new targets to fill any gaps.

⁷⁷ Economy, Trade and Rural Affairs 19 January 2023

5. Welsh Food Commission

Provisions in the Bill

83. Sections 8 – 11 of the Bill provide for the introduction and operation of a Welsh Food Commission. Section 8 provides establishment of a Welsh Food Commission. Section 9 sets its objectives as promoting and facilitating the advancement of the primary and secondary food goals and the achievement of the food targets. Section 10 of the Bill provides for seven functions (a-g) of the Commission. Amongst other functions these include to develop, and assist public bodies to develop, policies in relation to food matters; to provide oversight and performance review of the exercise of the functions of public bodies in relation to the food goals and food targets; and to scrutinise the national food strategy and local food plans. Section 11 of the Bill introduces the Schedule which makes further provisions about the Commission. These provisions are largely around the operation of the Commission, and include details of its status, membership, staff, and reporting.⁷⁸

84. The Bill's EM states:

“Establishing a Welsh Food Commission (the Commission) is a key part of the Bill. The Commission will reset the governance of the food system in Wales, and will co-create and oversee the delivery of a national food strategy alongside Welsh Ministers and other stakeholders.”⁷⁹

Evidence

The case for a Welsh Food Commission

85. Many stakeholders supported establishment of an adequately resourced Welsh Food Commission to provide oversight of food policy, and to support public bodies to deliver their responsibilities effectively and consistently.

86. To avoid duplication, several highlighted the need for the Food Commission to work complementarily with existing Commissioners, including the Future Generations Commissioner and the Children's Commissioner.

⁷⁸ The Food (Wales) Bill as introduced

⁷⁹ The Food (Wales) Bill Explanatory Memorandum

87. Others, including PHW and Swansea Council, felt the proposed functions could be handled by the Future Generations Commissioner.⁸⁰

88. An adviser to Peter Fox told Members that the Well-being of Future Generations (Wales) Act 2015 had been used *“as almost a template for this Bill”*.⁸¹ When asked if the office of the Future Generations Commissioner could provide a quick route to achieve some of the aims of the Bill, Peter Fox told the Committee he had spoken to the previous Future Generations Commissioner and *“at that time, the commissioner felt that that wasn't the right way forward. However, we've a new commissioner, and there's nothing stopping people thinking of strengthening the future generations Bill, perhaps, to do some of this.”* However, he went on to make it clear he felt his Bill was a better solution.⁸²

89. NFU Cymru⁸³ and FDF Cymru⁸⁴ highlighted possible overlap with the Food Standards Agency (FSA), and FDF Cymru said the Food and Drink Wales Industry Board already fulfils some of the Food Commission's proposed functions.

90. FDWIB Cymru was concerned the Commission would take a long time to establish.⁸⁵

91. The Minister did not support a Food Commission, stating concern for its cost and overlap with the FSA and the Future Generations Commissioner. Her written evidence to the Committee said:

*“Welsh Government is concerned about the cost of establishing and maintaining the Commission, which would divert resource year after year for no obvious benefit. We are also concerned about the proposed Commission functions to advise, inform, and assist, especially the function to inform and advise the public. These proposed functions overlap unclearly with the functions of the Food Standards Agency. Potentially this lack of clarity could cause confusion, would complicate communication, and consequently given the risk inherent in food matters regarding the decisions businesses, stakeholders and members of the public take, it is concerning.”*⁸⁶

⁸⁰ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

⁸¹ Economy, Trade and Rural Affairs Committee [19 January 2023](#)

⁸² Economy, Trade and Rural Affairs Committee [8 March 2023](#)

⁸³ NFU Cymru [consultation response](#)

⁸⁴ Food and Drink Federation Cymru [consultation response](#)

⁸⁵ Economy Trade and Rural Affairs Committee [25 January 2023](#)

⁸⁶ The Ministers [written evidence](#)

92. The Minister's written evidence also said the *"Commission's proposed functions to advise and assist public bodies will overlap with the WFG Commissioner's functions to advise and assist public bodies on achieving the well-being goals given the food goals are inherently within the scope of the well-being goals of the WFG Act. This is important because it could impact how public bodies discharge their functions."*

93. Although the Minister opposed the creation of a Welsh Food Commission she was open to the idea of strengthening food policy coordination. She told the LJC Committee that *"From a food point of view, although food and drink sits within my portfolio, right across Government, lots of colleagues are dealing with that. Looking at how we co-ordinate that is something I'm very happy to do"*. She also told the LJC Committee she would consider setting up a board within the Welsh Government to join up food policy.⁸⁷

94. When questioned about the establishment of an internal board by this Committee, the Minister told Members:

"the thing that struck me the most was this perception that our policy wasn't joined up and coherent. So, for me, it's really important to understand and consider why people think that". "So, if it is genuinely an issue that needs addressing—and I'd say you'd be very foolish as a Minister to ignore that—I think we need to look at how we can put that right in a non-legislative way, because it's quicker, it's cheaper and it's more flexible."

95. The Minister went on to say that she wanted to see how Stage 1 scrutiny progressed, but would be prepared to consider, with her Ministerial colleagues, a more formal structure.⁸⁸

Chair and board vs Commissioner model

96. The Bill's Schedule provides for a chair and board model for the Commission. Peter Fox explained that *"having a chair-and-board model would ensure that wide range of expertise, all working together with the commission to push policies forward."* He told Members that views were split on the make-up of the Commission, with some stakeholders supporting the idea of a figure head Commissioner, but he still felt a chair and board was the best model.⁸⁹

⁸⁷ Legislation, Justice and Constitution Committee meeting 23 January 2023

⁸⁸ Economy, Trade and Rural Affairs Committee 1 March 2023

⁸⁹ Economy, Trade and Rural Affairs Committee 8 March 2023

97. FPAC were among stakeholders calling for a dedicated Commissioner. It said *“The Bill has fallen short of suggesting a dedicated Food Commissioner for Wales. We feel that a Food Commissioner, together with the Food Commission, should hold responsibility for carrying out the process of co-production (collaboration and involvement) to develop the Wales National Food Strategy, from the ground up.”*⁹⁰ The British Dietetic Association suggested that an individual figurehead would give a *“single, strong voice”* which would be beneficial.⁹¹

Functions of the Commission

98. Many other stakeholders suggested the role of the Commission should be expanded beyond that set out in the Bill.

99. Soil Association Cymru suggested the Commission should have more than just an advisory role, and that it should put together a draft of the targets and national food strategy. However, it went on to say that *“Ultimately, accountability should rest with the Minister”*.⁹² Similarly FPAC said the Commission should lead on the strategy and provide a draft to the Ministers to approve.

100. Sustain recommended including an additional function to the Commission *“to understand the relationship with UK national and international policy, and act accordingly, and if necessary seek derogations where proportionate to allow for the implementation of the Food Bill’s aims.”*⁹³

101. Aneurin Bevan UHB said while the Health Board supports the idea of an independent food commission *“the scope of that commission probably needs to be broadened to reflect its potential influence on international and national policies relating to things like trade, the economy and the environment, all of which will impact on the Welsh food system”*.⁹⁴

102. Soil Association Cymru called for the Food Commission to undertake *“strategic planning, assessing the potential impact of emerging economic, environmental and social risks and opportunities for the delivery of the primary food goal”*.⁹⁵

⁹⁰ Food Policy Alliance Wales response to the [draft Bill consultation](#)

⁹¹ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

⁹² Economy, Trade and Rural Affairs Committee [25 January 2023](#)

⁹³ Sustain [consultation response](#)

⁹⁴ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

⁹⁵ Soil Association [consultation response](#)

103. The Committee discussed with Peter Fox how the Commission might handle being consulted by the 22 local authorities and 7 local health boards on their local food plans. An alternative approach was suggested by Betsi Cadwaladr UHB in its response to the draft Bill consultation⁹⁶ - that the Food Commission proactively provides a framework to support local food plan development. Peter Fox said “perhaps there is an opportunity to do that”.⁹⁷ Other stakeholders also believed the Commission should proactively issue guidance to the public bodies to help with the development of their local food plans and to ensure consistency.

104. A Senedd lawyer in the Bill team said there was no need for a statutory duty upon the Commission to produce guidance saying “the Commission will already be proactively providing information and guidance on an ongoing basis to public bodies”.⁹⁸

Membership

105. A key message from stakeholders was to ensure the Food Commission has appropriate membership and expertise. The majority called for broad and inclusive membership representing all the secondary food goals from across the food system.

106. Some were concerned the proposed process for selecting members may not create a sufficiently independent and representative Food Commission.

The Committee’s view

107. The Committee heard a wide range of views around the establishment of a Welsh Food Commission. These included opinions around its make-up, functions and the value it would add. The establishment of a Commission is no small task. Proponents of a Welsh Food Commission would argue that the wide-ranging and sizable challenges the food system faces (set out in the EM) require a significant response, and the establishment of a Commission would be justified. However those opposed to a Commission argued that it would be expensive, unnecessary and that its functions would overlap with those of other public bodies, so could lead to confusion.

108. The Committee could not come to an agreed position on the requirement for, or design of, a Welsh Food Commission, and so will not be making a recommendation regarding its establishment or make-up. However Members did

⁹⁶ Betsi Cadwaladr University Health Board response to [draft Bill consultation](#)

⁹⁷ Economy, Trade and Rural Affairs Committee [19 January 2023](#)

⁹⁸ Economy, Trade and Rural Affairs Committee [19 January 2023](#)

agree that if a Commission is to be established it must have a wide range of expertise relevant to the food goals.

109. The Committee agreed it might be beneficial for the Commission, if established, to take on certain other functions to those set out in the Bill. For example monitoring UK and international food policy and trading. The Committee therefore recommends that if the Bill progresses and the Commission is established then Welsh Government should, in consultation with stakeholders, consider what additional functions may be beneficial to include in its remit.

110. It is clear that there is a perception among stakeholders that food policy in Wales is disjointed and would benefit from some co-ordination. Members were pleased to hear the Minister say that she was willing to consider the establishment of an internal food policy board, or a similar action, to improve co-ordination across policies and departments.

111. The Committee has considered the best way to co-ordinate food policy in Wales should this Bill fall. Two options Members were drawn to were either the internal board as suggested by the Minister, or the creation of a dedicated food-systems post within the office of the Future Generations Commissioner. The Committee feels, whichever option is chosen, that the internal board or Future Generations office postholder should carry the over-arching responsibility of promoting a joined-up approach to food policy, with a driving aspiration of delivering affordable and healthy food that is economically, environmentally, culturally and socially sustainable for people now and in the future.

112. Both the internal board and the position in the Future Generations Commissioner's office have their merits. The internal board would be relatively quick and inexpensive to establish. However the post in the Commissioner's office would add a level of independence and could act as a champion for the industry.

113. On balance, if the Bill falls, Members have decided to recommend the creation of an internal board but also feel that consideration could be given to establishing a post in the Future Generation Commissioner's office as a secondary option.

Recommendation 7. If the Bill proceeds to Stage 2 it should be amended to require the Welsh Government to consult on expanding the functions of the Welsh Food Commission to include additional responsibilities. These could include monitoring UK and international food policy and trading relationships which impact on the Welsh food system.

Recommendation 8. If the Bill falls the Committee recommends that the Welsh Government should either establish an internal food policy board or work with the Future Generations Commissioner to create a dedicated food-systems post to drive joined-up food policy in Wales, with the aspiration of delivering affordable and healthy food that is economically, environmentally, culturally and socially sustainable for people now and in the future. The Minister should update the Committee on the work of this board on an annual basis.

6. National food strategy

Provisions in the Bill

114. Section 12-16 of the Bill are concerned with the national food strategy. Section 12 requires Welsh Ministers to lay a national food strategy before the Senedd within two years of that section coming into force. It also describes what should be set out in the national food strategy.

115. Section 13 of the Bill creates a requirement for Welsh Ministers to seek advice from the Welsh Food Commission established under section 8 of the Bill, and to consult stakeholders on the national food strategy. It also provides for Ministers to seek advice from the Future Generations Commissioner on aligning the strategy with the principle of sustainable development as set out in the Well-being of Future Generations (Wales) Act 2015, and lists other legislation and international obligations that Ministers must have regard to.

116. Section 14 of the Bill imposes a duty upon public bodies to have regard to the national food strategy. Section 15 sets reporting requirements for the strategy, which includes the need to lay a report on the strategy before the Senedd at least every two years. Section 16 sets out provisions around review and revision of the strategy. These provisions require Welsh Ministers to review the strategy at least every five years, and to revise the strategy as they see fit.⁹⁹

117. The Bill's EM states:

"The Bill requires the Welsh Ministers to publish a national food strategy setting out the overall strategy and individual policies that they intend to pursue in order to advance the primary and secondary food goals, and achieve the food targets (details of which are set out earlier in this Explanatory Memorandum)."

118. The EM goes on to say the strategy will:

"provide a much needed strategic overarching framework that integrates policies relating to the food system across multiple Welsh Government departments."¹⁰⁰

⁹⁹ The Food (Wales) Bill as introduced

¹⁰⁰ The Food (Wales) Bill Explanatory Memorandum

Evidence

119. There was a great deal of support among stakeholders for a national food strategy, mainly to join up the different strands of food policy. According to Dr Robert Bowen of Cardiff Business School:

“A strategy for the food and drink industry is essential, especially considering the challenges that the industry faces in Wales at present. It is hoped that a new strategy would take into consideration the specificities of the sector in Wales, the values, resources and capabilities that exist across Wales. It should also align with overall aims of the Welsh Government with regard to climate emergency challenges and the Wellbeing of Future Generations Act.”¹⁰¹

120. The FDWIB told the Committee that while it did not support the need for legislation:

“we absolutely do need a national food strategy. If it's just about making food, then that's not good. If it's about the scope that we've talked about here ... sustainable food, food security, socioeconomic well-being and enhanced consumer choice, to take the words from the document, the Bill—then, yes, if it can include those, then I think the national food strategy is important.”

121. However FDWIB cautioned that lessons need to be learned from the UK national food strategy, as lots of work had gone into its development but *“not much of it has been picked up.”¹⁰²*

122. RSPB Cymru said to ensure the strategy's effectiveness, public bodies must have a duty to implement the strategy (rather than 'have regard' for it (section 18(2)).¹⁰³ Several called for a clearer linkage between the national food strategy and local food plans.

123. The Minister initially disagreed with the need for a national strategy, saying:

“The Welsh Government sees this as unnecessary given there is already a comprehensive set of policies and plans in place for food

¹⁰¹ Dr Robert Bowen, Cardiff Business School written evidence

¹⁰² Economy, Trade and Rural Affairs Committee 25 January 2023

¹⁰³ RSPB Cymru consultation response

*related matters. Where there are gaps, we are taking action to address them, such as the commitment to develop a Community Food Strategy. The underlying organising principle of all this work is the WFC Act and policy development is inclusive of stakeholders with co-production of policy and delivery a strong feature.*¹⁰⁴

124. However the Minister conceded that whilst she did not think a national food strategy was necessary *“if, during the scrutiny of the Food Bill, it becomes apparent that it could do something for us as a Government, and it could make the complexity of policy simpler, I’m very prepared to look at it.”*¹⁰⁵

125. Peter Fox told Members there were a lot of deep rooted issues in and around Wales’s food system and that the Bill would *“put in place a solid foundation, through the establishment of the food commission and the national food strategy, to help address and fix some of these issues.”*¹⁰⁶

126. When Peter Fox was asked about the establishment of an internal Welsh Government board to oversee food policy, he told Members while the board would be a step forward *“It is having an overarching national food strategy that should join up policy, not an internal board.”* He went on to say:

*“I suppose, in some ways, the Minister acknowledging that she needs the board to join up policy again makes my case why there is a need for a strategy to join up policy. But what we want to do is to actually have that legislative requirement to make all of those happen.”*¹⁰⁷

The Committee’s view

127. There was strong support for a national food strategy from stakeholders. It is particularly noteworthy that support came from some stakeholders that did not support the Bill. It is clear there is a perception of mis-alignment in Welsh Government food policy, and the creation of a national food policy by Welsh Government, through consultation with stakeholders and with direction from a Food Commission or internal board (depending on what is established), would be a useful tool to help address stakeholders’ concerns. Having the Welsh

¹⁰⁴ The Ministers written evidence

¹⁰⁵ Economy, Trade and Rural Affairs Committee 1 March 2023

¹⁰⁶ Economy, Trade and Rural Affairs Committee 8 March 2023

¹⁰⁷ Economy, Trade and Rural Affairs Committee 8 March 2023

Government's cross-departmental strategy for food set out clearly in one place would be beneficial for open government and good quality scrutiny.

128. The Committee therefore strongly supports the inclusion of a national food strategy in the Bill. Members also think if the Bill falls, the Welsh Government should commit to publishing a national food strategy as set out in the Bill on a non-legislative basis, including a commitment to undertake the consultation and review process for such a strategy.

Recommendation 9. Regardless of whether the Bill proceeds or falls, the Committee supports the development of a national food strategy by the Welsh Government with the key aim of joining up Welsh Government food policy across departments.

Recommendation 10. The national food strategy should include existing and any new food targets set.

Recommendation 11. If a Welsh Food Commission is established it should have a strong role in advising the Welsh Government in the development and implementation of the national food strategy.

Recommendation 12. If the Bill falls and the recommendation to establish an internal food board within Welsh Government is taken forward this board should have an oversight role regarding development and implementation of the strategy.

Recommendation 13. The strategy must not “sit on the shelf” and should be implemented at both a national and local level. If the Bill proceeds to stage 2 consideration should be given to amendments that would support public bodies' implementation of the strategy.

7. Local food plans

Provisions in the Bill

129. Sections 17-21 of the Bill are concerned with local food plans. Section 17 requires each local authority and local health board to make and publish a local food plan within two years of section 17 coming into force. The plans must set out how the local authorities and local health boards will contribute towards the advancement of the primary and secondary food goals and the achievement of the food targets.

130. Section 18 requires local authorities and local health boards to consult with the Welsh Food Commission, Future Generations Commissioner, and anyone else they consider appropriate, and to have regard to the national food strategy when making their local food plans. Section 19 requires local authorities and local health boards to take account of their local food plans when acting in relation to the primary or secondary food goals or the food targets.

131. Section 20 requires local authorities and local health boards to report on their local food plans at least every two years, including assessing the contribution it has made to achieving the primary and secondary food goals and the food targets. Section 21 requires local authorities and local health boards to review their local food plans at least every five years.¹⁰⁸

132. The EM states:

“The Bill will help to deliver a more sustainable, localised food system by requiring public bodies, defined in the Bill as local authorities and local health boards, to develop local food plans.”

“Local food plans will boost the food and drink sector in Wales by strengthening the resilience of local supply chains, creating new economic opportunities within communities by ensuring that local public bodies increase their procurement of locally produced food, and improving the local environment by focusing on the production of more sustainable produce. They can also look at ways to improve local public health and well-being, including community growing projects

¹⁰⁸ The Food (Wales) Bill as introduced

and tailored support programmes for those at risk of food poverty and malnutrition.”¹⁰⁹

Evidence

133. There was broad support for local food plans in the evidence received. A few stakeholders argued the Bill does not do enough to tap into the resource of grass-roots community movements, and that co-design of the plans is needed. For example PLANED recommended *“community-based organisations currently delivering and promoting local food projects”* should be added to section 18 of the Bill.¹¹⁰

134. Soil Association Cymru supported the intention for alignment between the elements of the Social Partnership and Public Procurement (Wales) Bill which require certain public bodies to ensure that social, economic, environmental and cultural benefits are secured through their supply chains, and the requirement for certain public bodies to make local food plans in this Bill. However it suggested:

*“To ensure complete alignment between the two pieces of legislation we believe it will also be necessary to ensure that the procurement strategies of all public bodies covered by the Social Partnership Bill are informed by the National Food Strategy and local food plans as established by the Food Bill.”*¹¹¹

135. Aneurin Bevan UHB welcomed local food plans and told Members *“In fact, we’re already seeing a network of local food partnerships across Wales, and many of those have associated food plans.”* A representative of the Heath Board went on to say *“what this really needs now is a national framework and some national leadership to really maximise the impact of what has been a bottom-up movement”*. However the representative did caution that:

*“it would be really important that we get the alignment right and that we do have the appropriate connections with the well-being plans and reporting into PSBs [Public Services Boards] and how we make the links across to things like healthy weight plans.”*¹¹²

¹⁰⁹ The Food (Wales) Bill [Explanatory Memorandum](#)

¹¹⁰ PLANED [consultation response](#)

¹¹¹ Soil Association Cymru [consultation response](#)

¹¹² Economy, Trade and Rural Affairs Committee [16 February 2023](#)

136. Concerns were raised that local food plans would need to be introduced more gradually given other new obligations on local authorities and a lack of resources. Monmouthshire County Council told Members that while agreeing with the Bill in principle, *“It’s come at a time when we’re dealing with a lot of changes within catering”* and *“caterers are struggling to deal with all that extra responsibility”*.¹¹³ Peter Fox accepted this and suggested changing the timeline for development from two years to three years by amending the Bill at stage 2 *“to offset some of that anxiety”*.¹¹⁴

137. In its written evidence PHW raised concerns about the creation of local food plans saying *“The levers to create a system approach to food in Wales predominantly sit at a national level. There is significant ground to cover in achieving policy coherence which would act as an enabler to local areas in the future. A phased approach to implementation is advocated, with the national system being the primary focus.”*¹¹⁵ PHW expanded on this telling Members *“I think there are elements where it would be useful in terms of procurement and standards of food across the public sector, in particular”*. However a representative of PHW explained that there were limitations because food was a global marketplace, and local authorities lacked planning controls to stop certain premises opening in certain areas.¹¹⁶

138. PHW also suggested *“A ‘food democracy model’ could provide Welsh society with opportunities to actively participate in and contribute to, how, when and where food is grown to promote physical health and mental well-being”*.¹¹⁷

139. Some (e.g. PHW¹¹⁸ and Aneurin Bevan UHB¹¹⁹) said the Wellbeing of Future Generations (Wales) Act 2015 framework could bring forward some of the Bill’s aims at a local level. For example the local well-being plans and assessments could be strengthened to consider the food system further. Food Sense Wales highlighted the absence of food indicators under the Wellbeing of Future Generations framework and as a result food matters are lacking in well-being assessments of the Public Services Boards.¹²⁰

140. In written evidence the Minister told Members *“The duty on public bodies to produce local food plans potentially duplicates what can be done through the*

¹¹³ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

¹¹⁴ Economy, Trade and Rural Affairs Committee [8 March 2023](#)

¹¹⁵ Public Health Wales [written evidence](#)

¹¹⁶ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

¹¹⁷ Public Health Wales [written evidence](#)

¹¹⁸ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

¹¹⁹ Economy, Trade and Rural Affairs Committee [16 February 2023](#)

¹²⁰ Economy, Trade and Rural Affairs Committee [19 January 2023](#)

requirement to produce local well-being plans which are the focus of local authority led Public Services Boards (PSBs) established under the WFG [Wellbeing of Future Generations] Act. PSBs are revising their initial plans and there is opportunity to increase their focus on food matters."¹²¹

141. In evidence to the Committee the Minister expanded on this, cautioning against the "waste of resources a Bill would cause, because there's already a governance infrastructure in place, thanks to the Well-being of Future Generations Act, and that's there to provide and to co-ordinate policy and planning."¹²²

142. Members were very interested in the potential of the Bill to support the foundational economy, promote local produce being used by local public sector organisations and boost the wider food system. The Bill's EM states *"The Bill has been written to compliment the Well-being of Future Generations Act and will establish a framework to ensure the benefits of public procurement are maximised. Recent developments in this area are welcome but more needs to be done to use public procurement of food to drive improvement in the nutrition of some of our most vulnerable people, whilst also creating opportunities for local producers and shorter food chains."*¹²³

143. Many stakeholders were supportive of this aim. Caerphilly County Borough Council said *"Interest in the production, procurement and distribution of locally sourced food has grown over recent years and global impacts to food supply chains have strengthened the need to ensure and support the development of safe, healthy, secure, and equitable food systems."*¹²⁴

144. The farming unions were very supportive of the public procurement elements of the Bill. FUW specifically welcomed the statement in the EM that one of the Bill's aims is to *"act as a platform for collaboration between public bodies and policy makers, as well as bringing together food producers and consumers."* It said:

"The FUW believes that all Welsh Government departments, Local Authorities and public bodies have a duty to lead by example by supporting Wales' farming and food industry."

"The local procurement of food through establishments such as schools provides an opportunity for authorities to shorten

¹²¹ The Ministers written evidence

¹²² Economy, Trade and Rural Affairs Committee 1 March 2023

¹²³ The Food (Wales) Bill Explanatory Memorandum

¹²⁴ Caerphilly County Borough Council consultation response

supply chains, support the high environmental and animal welfare standards Welsh farmers must adhere to, and bolster circular economies while avoiding the implications of cheaper food imports on public health and the environment.”¹²⁵

145. NFU Cymru highlighted the opportunities presented by bringing public procurement, local authorities, the NHS, farmers and the food service sector all together to support local sourcing of food and added value to food production in those areas.¹²⁶

146. The Minister told the Finance Committee that she understood that one of the Bill’s aims is better procurement and that she agreed with it as an objective. She also said:

“when you look at the amount of Welsh food and drink that is procured by our schools, for instance, in school meals, and our hospitals and health boards, I certainly think that we need to increase it.”¹²⁷

147. However she told Finance Committee Members that she did not:

“think we would need this Bill to do that; we have other legislative frameworks—you know that we’ve got the Procurement Bill coming forward.”

148. She reiterated her concern that this (and other elements of the Bill) would cause *“duplication, which is a waste, and we can’t waste any money, I also think it could lead to some confusion and uncertainty going forward as well”*.¹²⁸

The Committee’s view

149. The Committee supports the inclusion of local food plans in the Bill. Members hope that they can build on and complement the work already being undertaken at a local level, for example by local food partnerships, across Wales.

150. The Committee would like to see grass roots organisations consulted by public bodies when they develop their local food plans. Members would like a

¹²⁵ Farmers Union of Wales [consultation response](#)

¹²⁶ NFU Cymru [consultation response](#)

¹²⁷ Finance Committee [9 February 2023](#)

¹²⁸ Finance Committee [9 February 2023](#)

requirement to consult these groups, principally local food partnerships, to be considered at further amending stages if the Bill progresses.

151. If the Bill falls Members would like to see more emphasis on food in Public Services Board's well-being plans and assessments to improve public procurement and local level improvements to the food system. Although it should be up to each Public Services Board to set its priorities and plan, the Committee recommends that Welsh Government encourages more emphasis on food sustainability through the best mechanisms available under the Well-being of Future Generations Act 2015. This could be through including a new Well-being indicator/s with milestones to support improvement to the food system.

152. The Committee supports the policy aim of the Bill to "*ensure the benefits of public procurement are maximised*" and the use of public procurement to drive improvement in the nutrition of some of our most vulnerable people, whilst also creating opportunities for local producers and shorter supply chains. Members believe that section 17 should be amended to include the need for local food plans to support the procurement of local food. If the Bill falls Members believe this policy should still be taken forwards via non-legislative routes.

Recommendation 14. Section 17 should be amended to include the need for local food plans to support local procurement of food.

Recommendation 15. If the Bill progresses to Stage 2 an amendment to section 18 should be considered to include a duty to consult with community-based organisations currently delivering and promoting local food projects.

Recommendation 16. If the Bill falls the Minister should, via appropriate guidance, encourage actions that would promote the implementation of local food plans to encourage the use of locally sourced food by public sector organisations.

Recommendation 17. If the Bill falls the Welsh Government should encourage more emphasis on food sustainability at a local level through the best mechanisms available under the Well-being of Future Generations Act 2015. This could be through including a new Well-being indicator/s with milestones to support a better food system. This should result in Public Services Boards further considering public procurement and sustainability of food in their well-being plans and assessments.

Annex 1: List of oral evidence sessions.

The following witnesses provided oral evidence to the committee on the dates noted below. Transcripts of all oral evidence sessions can be viewed on the [Committee's website](#).

Date	Name and Organisation
12 January 2023	<p>Lesley Griffiths MS, Minister for Rural Affairs and North Wales, and Trefnydd Welsh Government</p> <p>Vaughan Gething MS, Minister for Economy Welsh Government</p> <p>Gian Marco Currado, Director, Environment & Marine Welsh Government</p> <p>Sioned Evans, Director, Business and Regions Welsh Government</p> <p>Dean Medcraft, Director, Finance & Operations Welsh Government</p> <p>Jo Salway, Director, Social Partnership and Fair Work Welsh Government</p>
19 January 2023	<p>Peter Fox MS, Member in Charge Senedd Cymru</p> <p>Tyler Walsh, Member of the Senedd Support Staff Senedd Cymru</p> <p>Elfyn Henderson, Senedd Research Senedd Cymru</p> <p>Samiwel Davies, Legal Services Senedd Cymru</p> <p>Aled Evans, Legal Services Senedd Cymru</p> <p>Gareth Rogers, Bill Manager Senedd Cymru</p> <p>Katie Palmer, Programme Manager/Secretariat Food Sense Wales/Food Policy Alliance Cymru</p> <p>Simon Wright, Owner/Director of Food and Rural Economy Wright's Independent Foods Ltd/University of Wales Trinity St David</p>

Date	Name and Organisation
	<p>Professor Terry Marsden, Professor Emeritus in Environmental Policy and Planning, School of Geography and Planning Cardiff University</p>
<p>25 January 2023</p>	<p>Dylan Morgan, Deputy Director, and Head of Policy National Farmers' Union Cymru</p> <p>Gareth Parry, Senior Policy, and Communications Officer Farmers' Union of Wales</p> <p>Rhys Evans, Sustainable Farming Lead Wales, Nature Friendly Farming Network Nature Friendly Farming Network</p> <p>Andrew Tuddenham, Head of Policy - Wales Soil Association</p> <p>David Thomson, Director of Strategy and Devolved Nations Food and Drink Federation Cymru</p> <p>Andy Richardson, Chair Food and Drink Wales Industry Board</p>
<p>16 February 2023</p>	<p>Angela Jones, Director of Health and Wellbeing Public Health Wales</p> <p>Dr Amanda Squire, Policy Officer (Wales) British Dietetic Association</p> <p>Eryl Powell, Deputy Director of Public Health Aneurin Bevan University Health Board</p> <p>Ceriann Tunnah, Consultant in Public Health Betsi Cadwaladr University Health Board</p> <p>Elaine Hindal, Chief Executive British Nutrition Foundation</p> <p>Kelly Small, Head of Education Planning and Resources Swansea Council</p> <p>Pauline Batty, Corporate Catering Manager - Monmouthshire Schools Catering, Building Cleaning & Community Meals Services Monmouthshire County Council</p>

Annex 2: List of written evidence

The following people and organisations provided written evidence to the Committee. All Consultation responses and additional written information can be viewed on the [Committee's website](#).

Reference	Organisation
FWB 01	Food Sense Wales
FWB 02	National Farmers' Union Cymru (NFU)
FWB 03	Welsh Local Government Association (WLGA)
FWB 04	RSPCA Cymru
FWB 05	Farmers' Union of Wales (FUW)
FWB 06	PLANED
FWB 07	Food and Drink Federation Cymru (FDF)
FWB 08	Professor Terry Marsden
FWB 09	Soil Association Cymru
FWB 10	Social Farms & Gardens
FWB 11	British Association for Shooting and Conservation (BASC)
FWB 12	RSPB Cymru
FWB 13	Sustain
FWB 14	Size of Wales
FWB 15	Food Sense Wales
FWB 16	Hybu Cig Cymru / Meat Promotion Wales
FWB 17	WWF Cymru
FWB 18	Dr Robert Bowen
FWB 19	British Dietetic Association (BDA)
FWB 20	Four Paws UK
FWB 21	Food Policy Alliance Cymru (FPAC)
FWB 22	Audit Wales

Reference	Organisation
FWB 23	Diabetes UK Cymru
FWB 24	David Smith
FWB 25	Welsh Language Commissioner
FWB 26	Nature Friendly Farming Network Cymru (NFFN)
FWB 27	Landworkers' Alliance Cymru
FWB 28	Caerphilly County Borough Council
FWB 29	Estyn