



Food and Agriculture
Organization of the
United Nations



THE ROLE OF CITIES IN THE TRANSFORMATION OF FOOD SYSTEMS: SHARING LESSONS FROM MILAN PACT CITIES





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MILAN PACT CITIES**

Food and Agriculture Organization of the
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This report was prepared under the overall supervision of: **Thierry Giordano** (FAO-DPS), **Caroline Ledant** (FAO-DPS), **Davide Di Martino**, **Cecile Michel** and **Franca Roiatti** (Secretariat of the Milan Urban Food Policy Pact).

The structure of the report and the texts were prepared by **Andrea Calori** (EStà), **Thomas Forster** and **Alessia Marazzi** (EStà).

The layout, the maps and the graphs were made by **Marco Marangoni**, **Giulia Tagliente** and **Marco Vedoà** (EStà).

Text editing made by **Arthur Getz Escudero** and **Annah MacKenzie**.

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INTRODUCTION: THE GLOBAL CONTEXT

This report seeks to highlight trends in the progressive evolution of urban food policy and practice as seen in the 157 submissions from the 2016, 2017 and 2018 cycles of Milan Pact Awards. Short briefs of a selection of 50 practices are referenced in the annex to this report and posted on the Urban Food Actions Platform hosted by FAO in collaboration with the Milan Urban Food Policy Pact (MUFPP) Secretariat, ICLEI, UCLG and C40 networks. The analysis of emerging food policy and practice trends in this report are supplemented by examples taken from the 50 briefs.

Cities and their territories are performing a central and growing role in achieving sustainable development. The rise in world hunger and malnutrition and protracted crises in certain regions of the world are increasingly taking on an urban dimension. Challenges of rapid urbanization, especially in Sub-Saharan Africa and South Asia, together with the fact that half of the world's population lives in urban areas and that this percentage is growing, bringing the urgency of this dynamic to local, national and international levels.

The future sustainability of cities confronts numerous complex and converging challenges: climate change, increasing risk of disaster and protracted crises, loss of biodiversity, degradation of natural resources (land, water and soil), water shortages. Rising inequalities between large numbers of urban and rural people intensify, as poverty combines with rising hunger and malnutrition, prevailing political and economic vulnerability deepens, and levels of migration and mobility of people within and between countries surges.

The social, economic and political risks of these challenges were brought into the debate among nations and led to negotiation of new global development agendas. The framing of “sustainable urbanization” became an important dimension of the “Future We Want” dialogue in 2012, the foundation for the 2030 Sustainable Development Agenda (SDGs) launched in 2015. From the distillation into 17 sustainable development goals (SDGs) of the new universal agenda, governments included one broad goal (SDG 11) “to make cities and human settlements inclusive, safe, resilient and sustainable”. After the adoption of the SDGs, the New Urban Agenda (NUA) was launched in 2016 in Quito, Ecuador at Habitat III. The NUA is in many ways the fulfillment of SDG 11 and transforms cities interrelationship with the other 16 SDGs.

Cities and their territories are often on the front lines facing the multiple challenges listed above. At the same time, cities are engines for economic development and test-beds for innovative approaches to managing complex challenges. The relative size of cities and territories compared to nations can sometimes offer comparative advantage for systems integration, adaptability, and more rapid evolution.

A food systems approach at this more localized interface offers a case in point. The NUA acknowledges food security and nutrition as one of the critical challenges facing cities, closely linked to poverty and unequal access to resources. Inclusive and integrated territorial development can address poverty, hunger, malnutrition and inequalities in ways that improve health, address climate change, protect biodiversity, while supplying nutritious, sustainably produced foods for all.

The rise of urban engagement with food policy and practice began well before the focus of an SDG dedicated to cities and human settlements in the 2030 Agenda. Historically, the entry points for cities' inclusion of food as a policy priority varies for different cities. Some cities suffered from the 2008 global food price crisis and hunger riots erupting across 40 cities and many took initiative stemming from that experience. Other cities engage the food system as an element of broader strategies being designed to confront the impacts of climate change, to combat food poverty and malnutrition, or to mitigate rural to urban migration. These and other challenges help spur many cities to realize the need for more comprehensive and systemic approaches to food, nutrition and agriculture in the priorities and governance of cities.

FRAMING OF SUSTAINABLE URBANIZATION

2012

The Future We Want



2015

2030 SDGs



2016

New Urban Agenda
Habitat III



THE MILAN URBAN FOOD POLICY PACT AND AWARDS

Simultaneous with the negotiation of both the SDGs and the NUA, the City of Milan convened a process to encourage Mayors from cities around the world to lift food policy and practice as a core priority for their municipalities. The result of that process is the Milan Urban Food Policy Pact and Framework for Action, adopted by cities that today represent an urban population of nearly half a billion people around the world.

The Milan Urban Food Policy Pact was launched on 15 October 2015 during Expo Milan 2015 and signed by 108 cities from around the world. The drafting process began in early 2015 with the participation of 46 cities supported by an expert Technical Team and an Advisory Board. The final text of the Pact includes a one page protocol signed by Mayors and a voluntary Framework for Action with six categories and 37 provisions in the following thematic areas:

- **Governance** – Ensuring an enabling environment for effective action
- **Sustainable Diets and Nutrition**
- **Social and Economic Equity**
- **Food Production** including urban-rural linkages
- **Food Supply and Distribution**
- **Food Waste**

As of June 2018 167 cities have signed the Milan Pact from 63 countries

One of the most important results of the drafting process for the Milan Pact was the direct exchange and learning between cities, despite being at very different stages of engaging with food policy and practice. The learning between cities has become a primary legacy of the Milan Pact in three ways:

1. Through national, regional and international city networks use of the Milan Pact as a framework for city-to-city exchanges and collaborations;
2. Through developing indicators to measure progress of cities' food practices implementing the Framework of action; and
3. Through submissions of food policy and practice in the Milan Pact Awards.

As part of the launch the Milan Pact Technical Team produced a Milan Urban Food Policy Pact compendium of 49 Milan Pact practices from 28 participating cities in each of the six categories of the Framework for Action. The concrete experiences of cities and their relevance to the purposes of the Milan Pact inspired the design of the Milan Pact Awards, which were proposed at the time of the Pact's launch. The Milan-based Cariplo Foundation which has also supported the Milan Food Policy offered to support two monetary awards each year alongside six special mention awards.

Each year Milan Pact cities are invited to submit food practices in one of the six framework categories. Cities' submissions are required to address four criteria: a) innovation, b) impact, c) inclusion and d) adversity. More details on the criteria can be seen in the Guidelines for Submission on the Milan Pact website. An international committee of academic, UN agency, civil society and media experts evaluates submissions. Final awards are presented at the Milan Pact Annual Gathering and Mayors Summit. The primary purpose of the awards is to promote city-to-city exchange and learning and in keeping with the emphasis on learning, the finalists are asked to provide a plan for their exchange of practices with other cities.

2015

Milan Expo



2015

Milan Urban
Food Policy Pact

signed by 108 cities



2016

Milan Urban
Food Policy Pact

signed by 130 cities

June 2018

Milan Urban
Food Policy Pact

signed by 167 cities

EVOLVING FOOD POLICY AND PRACTICE AS SEEN IN MPA SUBMISSIONS 2016-2018

The Milan Pact Award (MPA) cycles of 2016, 2017 and 2018 received 157 submissions from 108 cities. Though only 8 cities each year receive awards or special mentions, all submissions represent a body of important ongoing work to develop stronger and more sustainable urban food systems. This report and 50 selected practices in accompanying briefs from the MPA submissions 2016 and 2017 describe only part of the context and evolving trends in cities' efforts to improve the food systems that sustain their populations.

For most cities signing the Milan Pact, the inclusion of the local food system as a priority is a new or relatively recent development. Most cities do not yet have a comprehensive food policy. Delineation of responsibility and authority related to how a city food supply is provisioned may be nonexistent, weak or limited to one department and not integrated across all the departments and divisions in municipal government, such as planning, health, sanitation, economic or social development, etc. There may be gaps or conflicts between legal mandates and jurisdictions, not only within local governments but between neighboring governments engaged in the same territorial food system. The capacity of professional staff is often lacking or under-developed, and there are deficiencies in supporting information, data and research to support policies and programmes. There is often weak or little coherence between local and national levels of food policy and mechanisms for inclusion of critical actors such as the private sector and civil society are rarely adequate to meet the opportunities for more effective, broad-based and participatory outcomes.

As city food policy and practice from the Milan Pact Awards demonstrates, the evolution of food policies and initiatives in local governments has in fact begun to address these and other challenges in the three years following launch of the Pact.

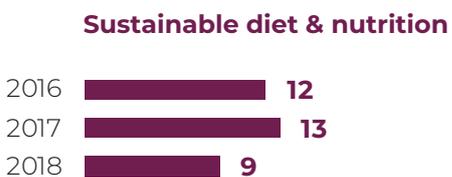
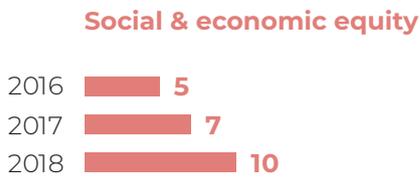
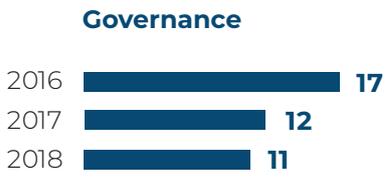
Four patterns in urban food systems evolution are discernible in submissions by cities:

1. Cities have begun to integrate food security and nutrition with other urgent priorities such as poverty, climate change, migration, economic development, and civic engagement, among others.
2. Cities typically enter food systems through one or two entry points such as health, economic development (jobs), land-use planning, food safety, markets, sanitation, etc. However, many cities have begun to take more integrated governance approaches through mechanisms linking departments and creating cross-jurisdictional institutional arrangements in shaping municipal food governance.
3. As cities embrace the full breadth and inherent complexity of a food system approach, including primary production, distribution, storage, processing, and marketing and food waste management, local governments increasingly recognize the need to strengthen urban-rural linkages in diverse and synergistic ways.
4. In the food systems linking urban areas to their surrounding rural areas, food producers, food businesses and many other actors from civil society, the private sector, civic and research institutions are increasingly recognized by local governments as essential participants in food policy and practice through partnerships and alliances.

Selected Milan Pact food practices from the 2016 and 2017 MPA cycles provide examples of these four trends. They represent a balance of different regions, different city sizes and different entry points based on the categories of the Milan Pact Framework for Action.

The next sections explore these emerging trends with specific examples from Milan Pact cities.

157 city submissions for the Milan Pact Award: year trends and geographical distribution by MUFPP categories



TREND 1

INTEGRATED FOOD POLICY AND PRACTICE TO MATCH URGENT CHALLENGES

Cities and territories are recognizing that they will be instrumental actors in generating adaptive responses and solutions across a range of challenges: to climate change, to ending hunger and all forms of malnutrition, to responding to the migration of peoples from rural to urban areas and across national boundaries and to resolving often deep financial and social inequities that divide cities, territories, nations, regions across the world. Cities and territories are beginning to go beyond recognizing their vulnerability and risks, toward taking agency for the necessary change and being leaders and learners from other cities and regions. Although cities have historically faced major challenges, the scale, frequency and duration of future challenges to peace, prosperity and livability in cities will continue to intensify. The combination of climate change, migration, and urban pollution will impact vulnerable urban populations (including poor families, children, women and the elderly) much more than moderate and high income populations. This disproportionate impact is due primarily to the inequality that underlies persistent poverty, hunger, poor health, inadequate housing and sanitation in so many cities in every region and country. The Milan Pact recognizes in its first paragraph that the food system relates directly to these and other challenges facing cities. The Milan Pact Framework for Action recognizes cities have different entry points from which they engage with food, nutrition and agriculture and organizes these into six categories with 37 provisions drawn from concrete experiences of cities. Through the many ways they engage in food policy and practice, cities have demonstrated they can both mitigate and adapt to multiple economic, environmental, social, and political challenges through strengthening the food system.

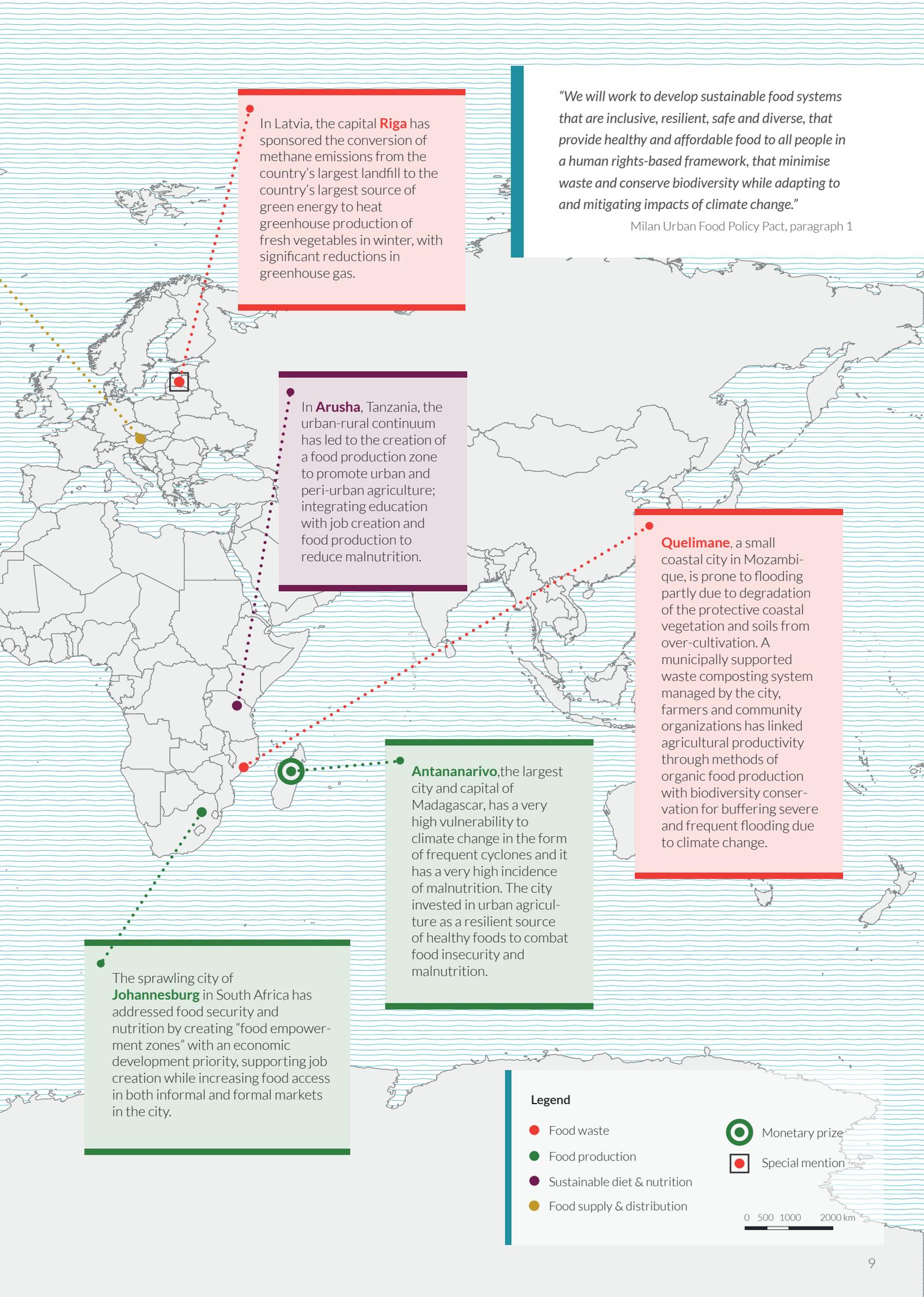


Vienna, Austria, has procured organic food for school and hospital canteens with measurable reduction of greenhouse gases.

Dakar, the capital of Senegal, has long committed to urban food production to meet a variety of challenges. In Dakar, a city-wide programme to support micro-gardens addresses rural to urban migration, food security, and economic development for its poorest residents.

In **Quito**, the capital of Ecuador, the city's Participatory Urban Agriculture Project (AGRUPAR) has engaged a wide range of community actors to create 17 alternative territorial markets or "bioferias" linked to public health clinics. Quito and other Latin American cities have framed their food policy and practice in the context of "food sovereignty" and "agroecology" and link the strategy directly to both disaster risk reduction (DRR) and adaptation interventions related to climate change. The role of the city government in addressing social relations between sectors and across jurisdictions goes beyond the food sector to include citizen participation in local governance, improved economic opportunity and social protection that benefits the city and the territory as a whole.

In Brazil, **Porto Alegre** has combined livelihoods improvement, food supply chain resilience and biodiversity protection through creation of processing infrastructure using agroecological practices that conserve biodiversity.



In Latvia, the capital **Riga** has sponsored the conversion of methane emissions from the country's largest landfill to the country's largest source of green energy to heat greenhouse production of fresh vegetables in winter, with significant reductions in greenhouse gas.

"We will work to develop sustainable food systems that are inclusive, resilient, safe and diverse, that provide healthy and affordable food to all people in a human rights-based framework, that minimise waste and conserve biodiversity while adapting to and mitigating impacts of climate change."

Milan Urban Food Policy Pact, paragraph 1

In **Arusha**, Tanzania, the urban-rural continuum has led to the creation of a food production zone to promote urban and peri-urban agriculture; integrating education with job creation and food production to reduce malnutrition.

Quelimane, a small coastal city in Mozambique, is prone to flooding partly due to degradation of the protective coastal vegetation and soils from over-cultivation. A municipally supported waste composting system managed by the city, farmers and community organizations has linked agricultural productivity through methods of organic food production with biodiversity conservation for buffering severe and frequent flooding due to climate change.

Antananarivo, the largest city and capital of Madagascar, has a very high vulnerability to climate change in the form of frequent cyclones and it has a very high incidence of malnutrition. The city invested in urban agriculture as a resilient source of healthy foods to combat food insecurity and malnutrition.

The sprawling city of **Johannesburg** in South Africa has addressed food security and nutrition by creating "food empowerment zones" with an economic development priority, supporting job creation while increasing food access in both informal and formal markets in the city.

Legend

- Food waste
- Food production
- Sustainable diet & nutrition
- Food supply & distribution
- Monetary prize
- Special mention

0 500 1000 2000 km

TREND 2

INTEGRATED APPROACHES TO MUNICIPAL FOOD SYSTEM GOVERNANCE

Milan Pact cities usually enter the food policy arena on the basis of past and emerging municipal priorities. These priorities may include the challenges discussed above in addition to the impact on provision of services to expanding towns and cities. The Pact calls for a food systems approach, which is new for most cities typically engaged in the food environment through a narrower sectoral approach with programmes administered by departments divided across health, markets, food safety, zoning or planning land-use, etc. The Pact calls for moving from a departmental or sectoral approach to new, more integrated or comprehensive approaches, sufficient to address the complexity of many urban food systems. Cities that are fulfilling this commitment often start with inter-departmental or inter-agency working groups to plan for a more integrated urban food policy. Temporary working groups may evolve into more formal structures across municipal departments as dialogue becomes strategy, and institutional formalization occurs through mayoral initiative or legislation. Often this results in establishment of permanent staff working across departments of health, planning, social and economic development, sanitation, etc. In some regions a formal mechanism such as a food council or permanent task force is created. In many cities such policy vehicles and institutions also include non-municipal actors from community organizations, nongovernmental organizations, academic institutions and the private sector. The breadth of experience and the progressive evolution of urban food system governance in Milan Pact cities can be seen in the following examples from different regions. Some of the examples are at early stages of food system governance and others have gained decades of experience. Both the integration of food into multiple city departments and agencies as well as creation of new kinds of inter-departmental mechanisms are included in these examples.



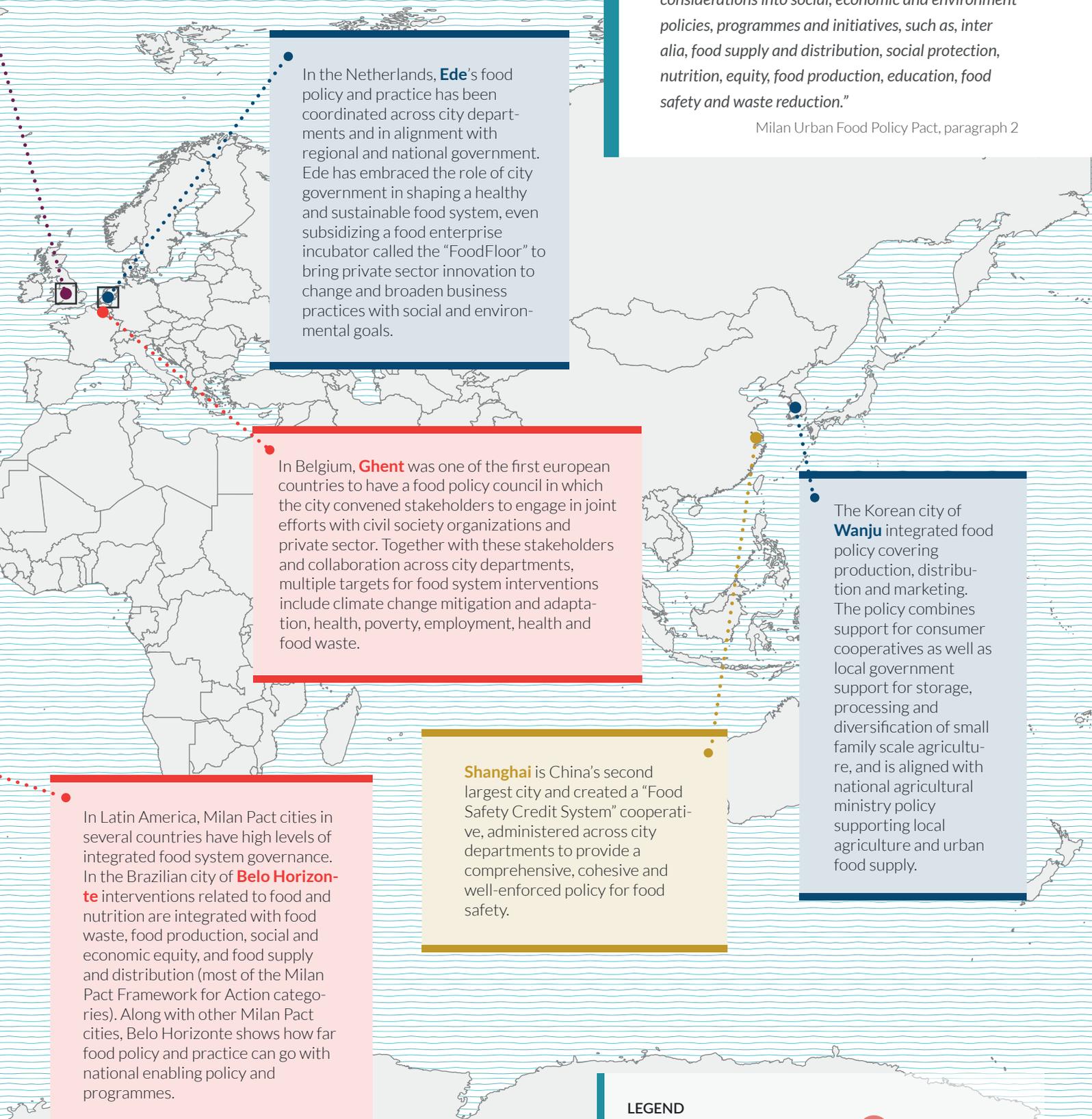
A comprehensive food strategy in **Vancouver**, Canada, provides a unified policy framework covering food production, processing, distribution, access and waste. A highly participatory process led to a systemic approach to urban food planning and regulations with multiple social, economic, environmental and health outcomes and documented results.

In the United Kingdom, **Birmingham** began with challenges to public health from the increase in diet-related disease including obesity which grew into a municipal commitment to expand school and community gardens, targeting unhealthy food and fast food advertising in low income neighbourhoods.

Baltimore, in the United States of America, evolved a comprehensive approach to city food policy and governance to address poor health and low access to food, placing new priorities and food system mapping tools in key city departments and adopting city-wide indicators for measuring results.

In **Mexico City**, the Secretariat of Social Development, responsible for access to food for the urban poor, has started with award-winning “community dining halls”. These have evolved into multi-sector programmes co-managed by the city, private sector and civil society to address much more than access to nutrition food for the poor. Now the city supports food production, storage, processing and agricultural diversification, focusing on small family farmers and agroecological food production methods.

In **Buenos Aires**, Argentina, food policy inspired by both the Milan Pact and the Sustainable Development Goals is coordinated through an Inter-Ministerial Committee. Aligning local and national policy, health, economic, environmental and social priorities are focused on integrating food waste, healthy school meals and multiple actions across the city.



In the Netherlands, **Ede**'s food policy and practice has been coordinated across city departments and in alignment with regional and national government. Ede has embraced the role of city government in shaping a healthy and sustainable food system, even subsidizing a food enterprise incubator called the "FoodFloor" to bring private sector innovation to change and broaden business practices with social and environmental goals.

In Belgium, **Ghent** was one of the first European countries to have a food policy council in which the city convened stakeholders to engage in joint efforts with civil society organizations and private sector. Together with these stakeholders and collaboration across city departments, multiple targets for food system interventions include climate change mitigation and adaptation, health, poverty, employment, health and food waste.

In Latin America, Milan Pact cities in several countries have high levels of integrated food system governance. In the Brazilian city of **Belo Horizonte** interventions related to food and nutrition are integrated with food waste, food production, social and economic equity, and food supply and distribution (most of the Milan Pact Framework for Action categories). Along with other Milan Pact cities, Belo Horizonte shows how far food policy and practice can go with national enabling policy and programmes.

Shanghai is China's second largest city and created a "Food Safety Credit System" cooperative, administered across city departments to provide a comprehensive, cohesive and well-enforced policy for food safety.

The Korean city of **Wanju** integrated food policy covering production, distribution and marketing. The policy combines support for consumer cooperatives as well as local government support for storage, processing and diversification of small family scale agriculture, and is aligned with national agricultural ministry policy supporting local agriculture and urban food supply.

"We will encourage interdepartmental and cross-sector coordination at municipal and community levels, working to integrate urban food policy considerations into social, economic and environment policies, programmes and initiatives, such as, inter alia, food supply and distribution, social protection, nutrition, equity, food production, education, food safety and waste reduction."

Milan Urban Food Policy Pact, paragraph 2

LEGEND

- Food waste
- Governance
- Sustainable diet & nutrition
- Food supply & distribution
- Social & economic equity
- Monetary prize
- Special mention

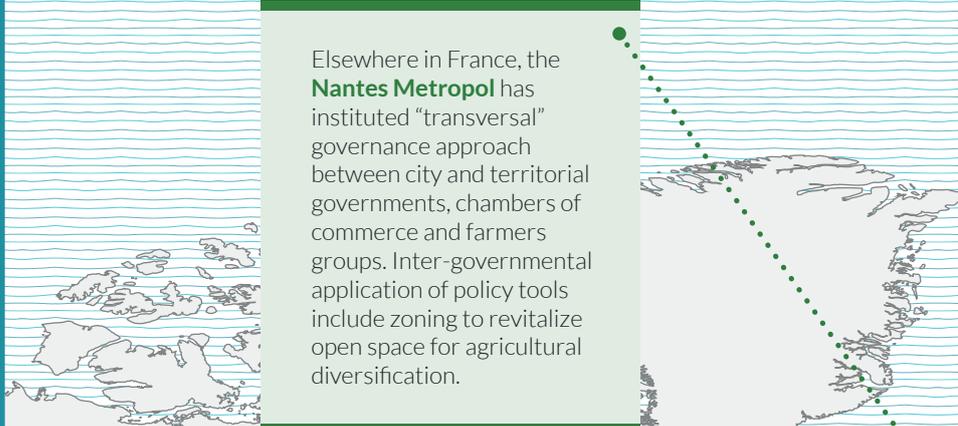
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TREND 3

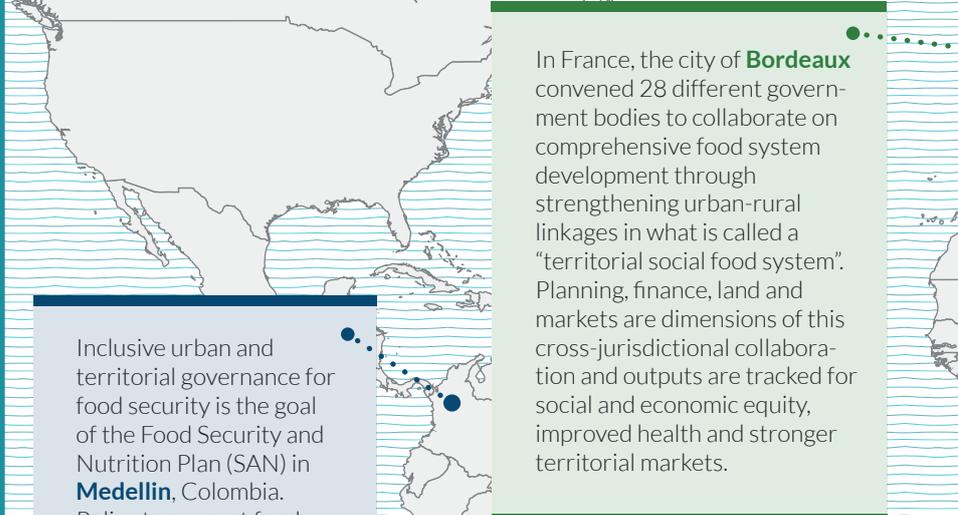
STRENGTHENING FOOD SYSTEMS THROUGH URBAN-RURAL LINKAGES

Urban-rural linkages comprise all flows of people, goods, services, capital and natural resources across the spatial continuum of towns, cities and rural communities and spaces. The food system - from production in the field to transport, storage, processing, distribution to markets (informal, wholesale, and retail) and food waste and nutrient flows - connects rural and urban people on a recurring, daily and year-round basis. Today's growing urban populations are provisioned mostly through this rural-urban-rural exchange, and there is a new focus on inclusive urban and territorial food system planning and development. As systemic and new approaches to problems of the food system to governance evolve, there are also Milan Pact cities that are restructuring relations across jurisdictions at a metropolitan or territorial level. The challenges of conflicting or overlapping mandates between neighboring cities and smaller towns or within territorial, provincial or county governments, arise inevitably as the search for food systems approaches take effect. Many Milan Pact cities have explored innovative approaches to these challenges, initiating and convening dialogue across jurisdictions, adapting or creating mechanisms for cross-jurisdictional food systems development. Many cities already have regional or territorial arrangements between local governments, for example associations of territorial municipalities related to services such as water, energy, transport, information and communication technologies, and health care systems, among others.

A food system framework links to these other systems in specific ways, e.g. transport systems that include feeder roads linking rural areas to urban markets, water supply systems that address agricultural irrigation or production practices, etc. National governments have a clear potential for performing an enabling role to encourage and support integrated urban, peri-urban and territorial planning and Milan Pact cities have benefitted from such enabling national policies where they exist or have been studied and adapted. Improvement of all these inter- and cross-jurisdictional relationships is what the Milan Pact called for.



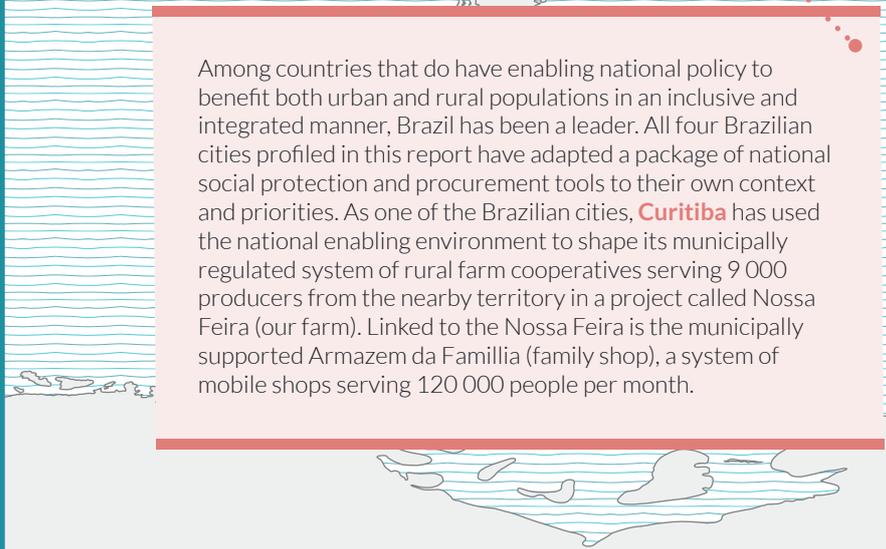
Elsewhere in France, the **Nantes Metropol** has instituted "transversal" governance approach between city and territorial governments, chambers of commerce and farmers groups. Inter-governmental application of policy tools include zoning to revitalize open space for agricultural diversification.



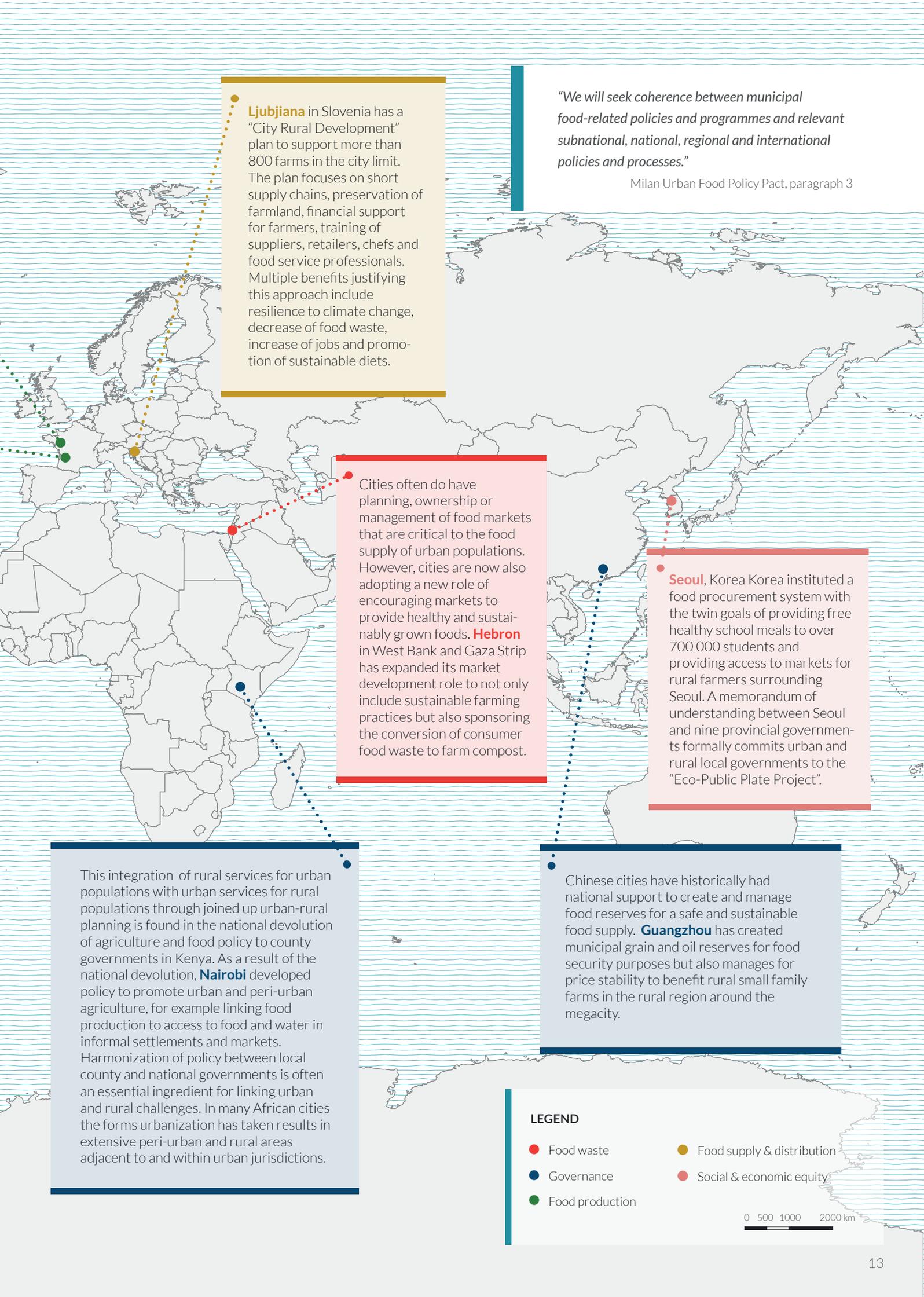
In France, the city of **Bordeaux** convened 28 different government bodies to collaborate on comprehensive food system development through strengthening urban-rural linkages in what is called a "territorial social food system". Planning, finance, land and markets are dimensions of this cross-jurisdictional collaboration and outputs are tracked for social and economic equity, improved health and stronger territorial markets.



Inclusive urban and territorial governance for food security is the goal of the Food Security and Nutrition Plan (SAN) in **Medellin**, Colombia. Policy to support food access is intertwined with municipal support for urban, peri-urban and territorial agriculture in ways common in all the Andean cities that have signed the Pact.



Among countries that do have enabling national policy to benefit both urban and rural populations in an inclusive and integrated manner, Brazil has been a leader. All four Brazilian cities profiled in this report have adapted a package of national social protection and procurement tools to their own context and priorities. As one of the Brazilian cities, **Curitiba** has used the national enabling environment to shape its municipally regulated system of rural farm cooperatives serving 9 000 producers from the nearby territory in a project called Nossa Feira (our farm). Linked to the Nossa Feira is the municipally supported Armazem da Famillia (family shop), a system of mobile shops serving 120 000 people per month.



Ljubljana in Slovenia has a “City Rural Development” plan to support more than 800 farms in the city limit. The plan focuses on short supply chains, preservation of farmland, financial support for farmers, training of suppliers, retailers, chefs and food service professionals. Multiple benefits justifying this approach include resilience to climate change, decrease of food waste, increase of jobs and promotion of sustainable diets.

“We will seek coherence between municipal food-related policies and programmes and relevant subnational, national, regional and international policies and processes.”

Milan Urban Food Policy Pact, paragraph 3

Cities often do have planning, ownership or management of food markets that are critical to the food supply of urban populations. However, cities are now also adopting a new role of encouraging markets to provide healthy and sustainably grown foods. **Hebron** in West Bank and Gaza Strip has expanded its market development role to not only include sustainable farming practices but also sponsoring the conversion of consumer food waste to farm compost.

Seoul, Korea Korea instituted a food procurement system with the twin goals of providing free healthy school meals to over 700 000 students and providing access to markets for rural farmers surrounding Seoul. A memorandum of understanding between Seoul and nine provincial governments formally commits urban and rural local governments to the “Eco-Public Plate Project”.

This integration of rural services for urban populations with urban services for rural populations through joined up urban-rural planning is found in the national devolution of agriculture and food policy to county governments in Kenya. As a result of the national devolution, **Nairobi** developed policy to promote urban and peri-urban agriculture, for example linking food production to access to food and water in informal settlements and markets. Harmonization of policy between local county and national governments is often an essential ingredient for linking urban and rural challenges. In many African cities the forms urbanization has taken results in extensive peri-urban and rural areas adjacent to and within urban jurisdictions.

Chinese cities have historically had national support to create and manage food reserves for a safe and sustainable food supply. **Guangzhou** has created municipal grain and oil reserves for food security purposes but also manages for price stability to benefit rural small family farms in the rural region around the megacity.

LEGEND

- Food waste
- Food supply & distribution
- Governance
- Social & economic equity
- Food production

0 500 1000 2000 km

TREND 4

PARTNERSHIPS AND ALLIANCES AMONG DIVERSE STAKEHOLDERS IN FOOD POLICY AND PRACTICE

In many cities the prioritization of food at a municipal level begins with actors who are outside city government. Examples include those responsible for the creation of urban gardens and farms who need secure access to land, or those in informal markets that deserve protection and greater safety. These spaces are where malnutrition and hunger can be addressed by local food systems approaches in peri-urban or near rural agricultural lands - where otherwise expanding unplanned urbanization displaces productive soils, infrastructure and agricultural livelihoods. These spaces exist as potential buffers to food supply disruptions through economic shocks, political disturbances or natural disasters, and it is where local families, especially those most vulnerable, as well as urban community and food producers organizations, may highlight and advocate for more municipal attention and support, and when there is positive engagement, provide the context and basis for a more resilient and comprehensive food policy. Many cities embrace the activism of their citizens, civil society and private sector entities in the formation and implementation of food policy. In some cities these groups are included in evaluating and monitoring food policy impacts over time. Such levels of inclusion in Milan Pact cities varies, and as the examples below demonstrate, there are many approaches cities take, from creating councils or multi-stakeholder initiatives to convening partnerships and alliances. As urban and territorial food systems evolve over time, the benefits of civic participation and inclusion can help to alleviate the challenges addressed in the opening section of this report such as poverty and inequality, jobs and economic development, migration and social diversity, climate change impacts, hunger and malnutrition, health risk, etc. Most experiences of municipal support for inclusion of food system actors are relatively new and will undoubtedly evolve as challenges facing cities and territories evolve.

Toronto, in Canada, launched a collaborative initiative between multiple levels of government, charitable organizations, academic institutions and different community agencies called “Grab Some Good”. Collaborative partnerships through this initiative have leveraged food purchase to reduce prices, and establish new direct and regional supply chains for vulnerable groups.

Bruges, in Belgium, engaged healthcare professionals in city hospitals to develop innovative solutions to hospital food waste, leading to significant reductions in food waste in Bruges hospitals.

The City Council of **Austin**, in the United States of America, passed resolutions creating an inclusive process to develop recommendations to improve healthy food access with 33 stakeholder organizations. Through deep stakeholder engagement the resulting Healthy Food Access Initiative links food to issues of street safety and transportation, healthcare, education, housing and good jobs.

Lyon, in France, provides municipal support to transform the food system through organic production. A multi-stakeholder governing body, the Lyonnaise Council for Sustainable Food, combines access to food and community-based economic development through solidary grocery stores and participatory kitchens, urban agriculture and short supply chains.

São Paulo, in Brazil, created dedicated mechanisms to link actors inside and outside city government in a holistic approach linking urban and territorial needs and opportunities to address food and nutrition security with multiple environmental, social inclusion, economic and food security benefits.

Tel Aviv, in Israel, created an Urban Food Policy Team which mobilized 8 000 youths in a Scout Food Movement to educate families on good nutrition, local food supply chains, environmental impacts and sustainable food systems.

Utrecht, a mid-size city in Netherlands has taken a comprehensive approach to food policy as a tool to reduce inequality with interventions in urban agriculture, as well as school and hospital food provisioning based on a multi-actor coordination and generating economic opportunities for those who would be otherwise left behind.

In Denmark, **Copenhagen's** Organic Conversion Project has succeeded in reaching a 90% organic food procurement target for all 900 municipal kitchens which succeeded with the inclusion of thousands of stakeholders from farmers to food service professionals, to school children and consumers.

"We will engage all sectors within the food system (including neighbouring authorities, technical and academic organizations, civil society, small scale producers, and the private sector) in the formulation, implementation and assessment of all food-related policies, programmes and initiatives."

Milan Urban Food Policy Pact, paragraph 4

In **Daegu**, in South Korea, rice paddy cultivation was introduced into urban open spaces in 2 500 plots, engaging over 12 000 citizens in agricultural activities and education about climate change and actions to mitigate the heat island effect of urban areas.

The City Green Belt or L'Horta surrounding **Valencia**, Spain (host of the third Milan Pact Annual Gathering in 2017) has been conserved with municipal support and significant civil society mobilization to provide a perpetual source of food for the city. Participatory methods, a territorial approach and an interactive knowledge platform were the essential ingredients to a partnership between the city and civil society.

In Australia, **Melbourne's** Food City Policy took a food system approach to nutrition, engaging stakeholders in comprehensive and inclusive planning through a food policy advisory group to inform city food policy. The resulting policy recognizes and promotes ecological, economic development, social welfare, and socio-cultural benefits of urban agriculture and local food systems.

The Ivory Coast city of **Abidjan** has a large sector of informal markets mostly operated by women as found in many African countries which provide affordable and nutrition foods that are at risk for food safety and food-borne disease. Through a participatory training-of-trainers process, 200 street vendors were engaged in developing standards and monitoring informal markets in 10 districts of the city with support not only of vendors, but local councils, health services and the national Ministry of Health and the Fight Against HIV.

Lusaka, in Zambia, focuses on the role of women in food and agriculture, supporting women groups to support small business development through loans and grants, diffusion of skills and knowledge and addressing urban food security in the context of rural to urban migration.

LEGEND

- Food waste
- Governance
- Food production
- Food supply & distribution
- Social & Economic Equity
- Sustainable diet & nutrition
- Special mention

0 500 1000 2000 km

CONCLUSIONS AND RECOMMENDATIONS FOR FURTHER RESEARCH

Cities of all sizes are facing global challenges on an immediate and frontline basis that go far beyond the issues of food systems alone. The evidence of Milan Pact cities' food policy and practice demonstrate a progressive engagement with themes from climate change to economic development, and from health to the environment, among other issues, and lead often to new integrated governance approaches and mechanisms. Cities taking aboard food systems approaches often extend their scope to strengthening urban-rural linkages and are creating inclusive partnerships and alliances between governments and stakeholders across many sectors, actors and jurisdictions.

Persistent obstacles to strengthening food systems remain to varying degrees in many cities, including:

- weak or nonexistent governance structures;
- low capacity and minimal resources;
- poor professional training in addressing the complexity of the food system; and
- persistent conflict and policy incoherence between sectors, actors and jurisdictions.

Nonetheless, the urban and territorial food system has the potential to be a unifying force, leading to win-win benefits for food businesses (especially small-scale producers and processors), civil society (especially food producers organizations, cooperatives, urban and rural communities, associations of youth, women's associations, social movements), impacting both urban and rural environments.

Much more needs to be done to continue progressive strengthening of urban and territorial food systems. Support for the work ahead falls into the following categories:

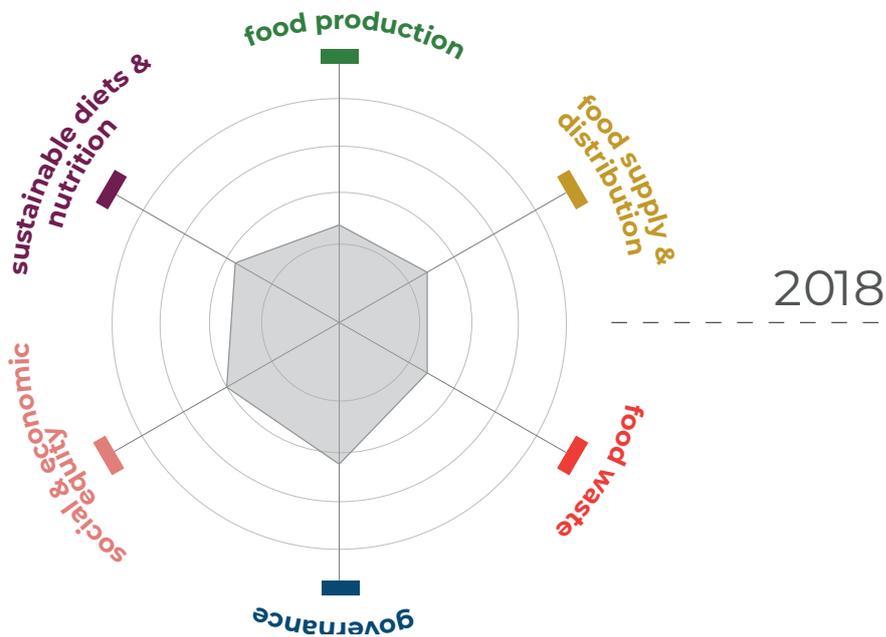
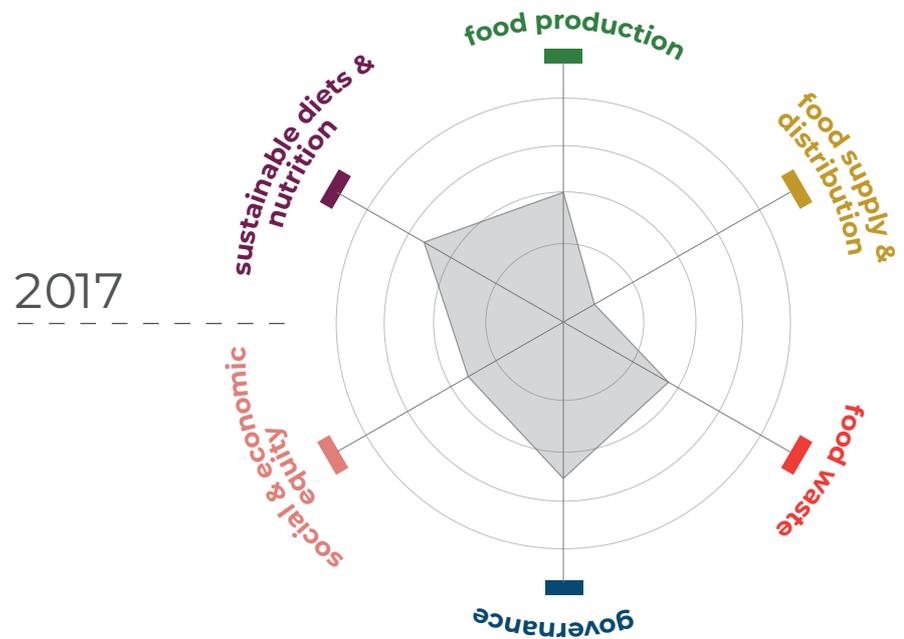
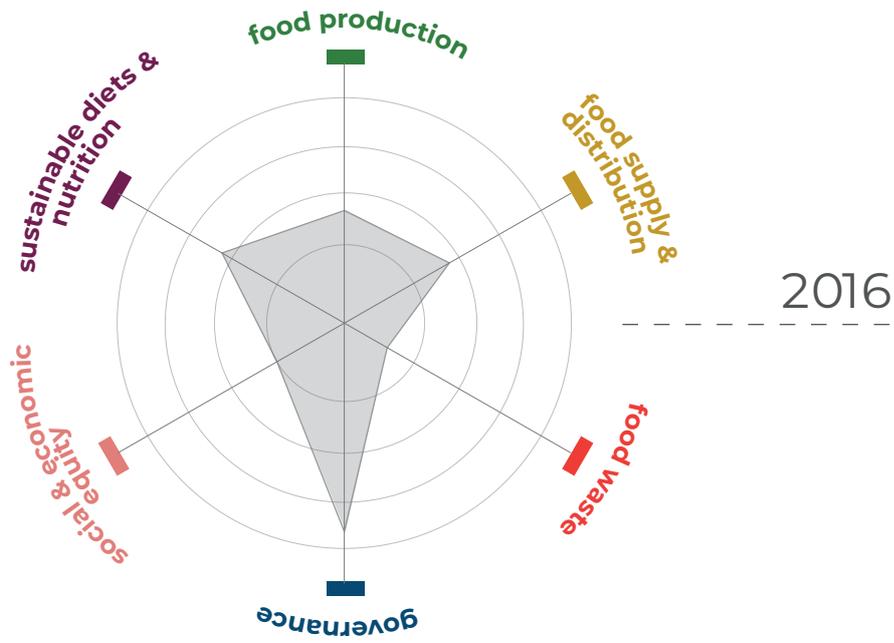
1. targeted research is needed on impacts and benefits of food policy practices including which are most scalable and adaptive in different contexts;
2. technical support for public servants and private and nonprofit actors is needed to understand, plan for and implement specific policy options and initiatives; and
3. New and inclusive approaches are needed to food systems finance, combining public sector budgets with third party donors and community or private funding of start-up food enterprises and maintenance of innovative food policy and practice, including the planning and development of new partnerships and alliances between sectors, actors and connecting different levels of government.

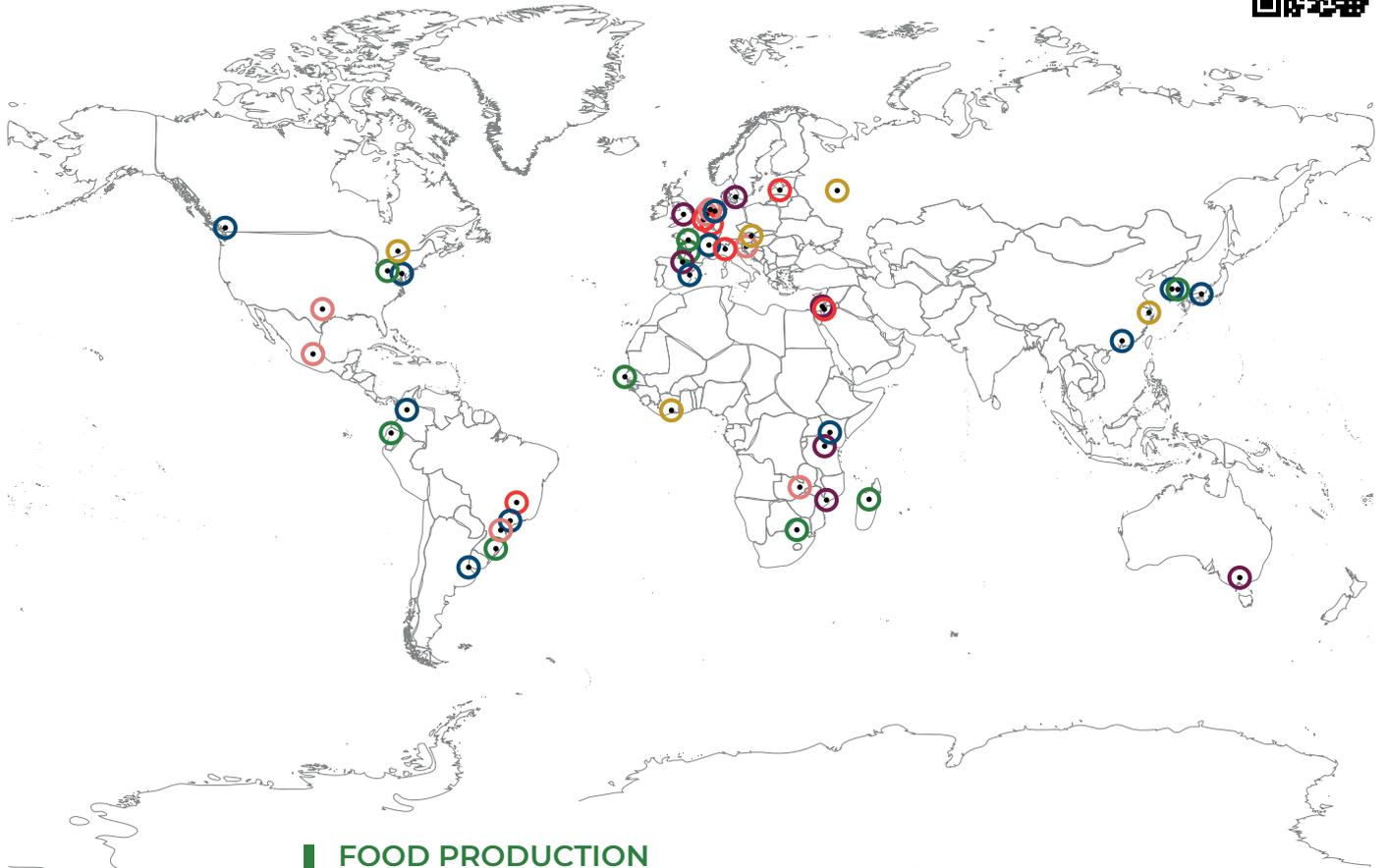
The 157 Milan Pact Awards submissions from the first three cycles of the MPA (2016-2018) may be one of the largest municipally generated, global bodies of food policy innovation and practice. The selected practices that are the basis of this analysis represent only a third of the total practices to date.

It is clear that support in research, technical and financial domains are more critical in smaller cities and in the regions of Africa and Asia. These are the regions and scale of urbanization (small and medium) that will undergo the greatest levels of urban growth in coming years. The Milan Pact Awards submissions in these regions deserve more attention and technical support, and as this critical dimension is addressed, the criteria and evaluation process can be modified to further encourage the inclusion of these cities in future cycles of the MPA.

As the NUA and the SDG herald, the vision is to leave no one, and no place, behind.

These radar charts show the relative weight of each MUFPP categories for the 157 submitted practices in 2016, 2017 and 2018 editions of the Milan Pact Award





FOOD PRODUCTION

Antananarivo | MADAGASCAR
Bordeaux | FRANCE
Deagu | REPUBLIC OF KOREA
Dakar | SENEGAL
Johannesburg | SOUTH AFRICA
Nantes | FRANCE
Pittsburgh | USA
Porto Alegre | BRAZIL
Quito | ECUADOR



FOOD SUPPLY AND DISTRIBUTION

Abidjan | IVORY COAST
Ljubjana | SLOVENIA
Moscow | RUSSIA
Shanghai | CHINA
Toronto | CANADA
Vienna | AUSTRIA



FOOD WASTE

Belo Horizonte | BRAZIL
Bruges | BELGIUM
Ghent | BELGIUM
Hebron | WEST BANK & GAZA STRIP
Milan | ITALY
Quelimane | MOZAMBIQUE
Riga | LATVIA



SOCIAL AND ECONOMIC EQUITY

Almere | NETHERLANDS
Austin | USA
Curitiba | BRAZIL
Lusaka | ZAMBIA
Mexico City | MEXICO
Toronto | CANADA
Utrecht | NETHERLANDS



GOVERNANCE

Baltimore | USA
Buenos Aires | ARGENTINA
Ede | NETHERLANDS
Guangzhou | CHINA
Kyoto | JAPAN
Lyon | FRANCE
Medellin | COLOMBIA
Nairobi | KENYA
São Paulo | BRAZIL
Valencia | SPAIN
Vancouver | CANADA
Wanju | REPUBLIC OF KOREA

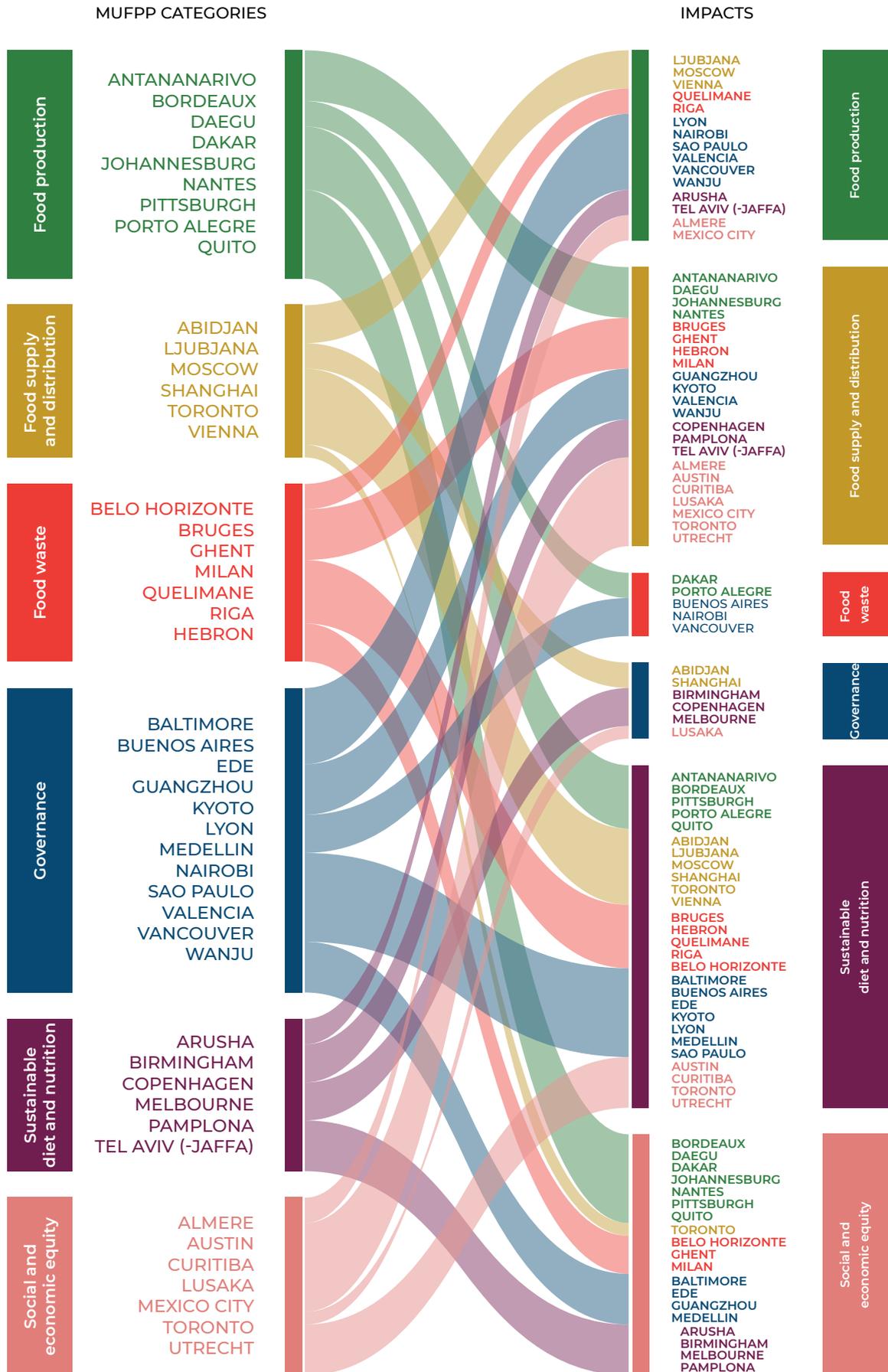


SUSTAINABLE DIET AND NUTRITION

Arusha | TANZANIA
Birmingham | UK
Copenhagen | DENMARK
Melbourne | AUSTRALIA
Pamplona | SPAIN
Tel Aviv | ISRAEL



The fluxus diagram shows how the selected MPA practices impact on each MUFPP category. In the left column, practices are sorted by their submission category; the right column shows their impacts on the other categories.



SUBMISSIONS MILAN PACT AWARDS 2016

Category	City	Country	Submission Title	Award	
Governance	Baltimore	USA	Baltimore Food Policy Initiative	MONETARY PRIZE	
	Belo Horizonte	Brazil	Belo Horizonte's Food Security Program		
	Bordeaux	France	Consultative Council of Food Governance		
	Bruges	Belgium	Food Lab		
	Dubai	UAE	Food Import and Re-Export System		
	Guangzhou	China			
	Ljubljana	Slovenia	Strategy for Rural development of the municipality of Ljubljana in the 2014-2020 programming period		
	Lyon	France	Sustainable food for all		
	Medellin	Colombia	Public Policy in Food and Nutritional Security – City of Medellin		
	Nairobi	Kenya	The Nairobi City County Urban Agriculture Promotion and Regulation Act, 2015		
	Rio de Janeiro	Brazil	The Creation of a Single and Institutionalized Technical Area for Municipal Food and Nutrition Policies		
	Sao Paulo	Brazil	Strengthening the urban-rural connection to maintain food sovereignty in the City of São Paulo		
	s-Hertoghenbosh	Netherlands	Agrifood Capital Triple helix		
	s-Hertoghenbosh	Netherlands	Grow Campus		
	Turin	Italy	The right to food in the Statute of the city of Turin		
Toronto	Canada	Toronto Food Policy Council			
Vancouver	Canada	Vancouver Food Strategy	SPECIAL MENTION		
Social and economic equity	Amsterdam	Netherlands	Healthy Lifestyles		
	Arusha	Tanzania	S.A.F.E. Gardens: Sustainable Actions for Edible Gardens		
	Basel	Switzerland	Sustainable Catering at the University of Basel		
	Basel	Switzerland	A Healthy Bodyweight for Children and Youths		
	Belo Horizonte	Brazil	Food and Nutritional Education Mobilization		
	Birmingham	UK	Public Health	SPECIAL MENTION	
	Hebron	West Bank	Awareness & solid waste disposal		
	Mexico City	Mexico	Recetario Saludable para los Comedores Comunitarios de la Ciudad de México (Healthy Cookbook from the Community Dining Rooms of Mexico City)		
	Parma	Italy	Family daily meal planning assistant for healthy, nutritious and tasty ideas for good and sustainable meals		
	Tel Aviv	Israel	Early Childhood Education		
	Tel Aviv	Israel	Scouts Youth Movement		
	Turin	Italy	Il menù l'ho fatto io (the menu, I did it)		
	Sustainable diet & nutrition	Lusaka	Zambia	Using women groups to economically empower households	SPECIAL MENTION
		Mexico City	Mexico	Food Pension Program for Adults Over 68 Years Old	
		Mexico City	Mexico	Programa Comedores Comunitarios (Community Dining Rooms Program)	MONETARY PRIZE
Turin		Italy	Soup Kitchens		
Toronto		Canada	Community Food Works	SPECIAL MENTION	
Food production	Bordeaux	France	Système Alimentaire Territorial social (SAT)		
	Dakar	Senegal	Micro Gardens		
	Medellin	Colombia	orchard for Self-consumption (gardening) - City of Medellín		
	Pittsburgh	USA	Urban Agriculture Zoning Code		
	Pittsburgh	USA	Adopt-A-Lot Program/Vacant Lot Toolkit		
	Porto Alegre	Brazil	Collective Agrobusiness of Organic Oils		
Quito	Ecuador	Participatory Urban Agriculture Project "AGRUPAR"	SPECIAL MENTION		
Food supply and distribution	Dakar	Senegal	Milk at school		
	Hebron	West Bank	vegetable market		
	Ljubljana	Slovenia	Bee Path		
	Ljubljana	Slovenia	Short Food Supply Chains in the city municipality of Ljubljana		
	Molfetta	Italy	Fish all days		
	Moscow	Russia	The development of agricultural logistics, to open the food market for all categories of producers		
	Shanghai	China	Construction of Food Safety Credit System in Shanghai		
	s-Hertoghenbosh	Netherlands	Keukenbazen		
Toronto	Canada	Grab Some Good			
Food waste	Belo Horizonte	Brazil	Belo Horizonte's Food Bank		
	Hebron	West Bank	Project for collecting and disposing/recycling of waste materials from food products		
	Riga	Latvia	From food waste to healthy, off-season food	SPECIAL MENTION	

SUBMISSIONS MILAN PACT AWARDS 2017

Category	City	Country	Project Name	Award
Governance	Tirana	Albania	Improving our citizen`s life and food security	
	Buenos Aires	Argentina	Food Care Program	
	Bruges	Belgium	Guidelines on sustainable food on events	
	Shangai	China	Nationwide Food Safe City Initiative/Integrated Food Safety Initiative to its Citizens' Satisfaction	
	Bordeaux	France	Advisory Council on Sustainable Food Governance	
	Frankfurt	Germany	Klimagourmet Network	
	Venezia	Italy	Cittadini In...fatti! (Citizens In...deed!)	
	Almere	Netherlands	Oosterwold: urban agriculture	
	Amsterdam	Netherlands	From Amsterdam fields	
	Ede	Netherlands	Political commitment for integrated food governance: the success story of Ede	SPECIAL MENTION
Madrid	Spain	Urban community gardens network: School of food citizenship		
València	Spain	City Observatory of Valencia's Green Belt (L'Horta)		
Sustainable diet & nutrition	Ghent	Belgium	A multi-faceted approach to sustainable school meals	
	Praia	Cape Verde	Municipal Day Centres	
	Copenhagen	Denmark	Organic Conversion Project 2002 - 2017	SPECIAL MENTION
	Quito	Ecuador	Health on the Way: for better and healthy life life style on Metropolitan District of Quito	
	Tel Aviv-Yafo	Israel	Prototype - High school cafeteria model	
	Tel Aviv-Yafo	Israel	Scouts youth movement	
	Cremona	Italy	Cremona: a model for a new Sustainable School Canteen	
	Parma	Italy	Giocampus project: fostering the wellbeing of future generations	
	Antananarivo	Madagascar	Urban Agriculture Program in Antananarivo	
	Dakar	Senegal	Milk at School	
Pamplona	Spain	Integral sustainable diet system in the municipal Children's Schools of Pamplona"		
Villanueva de la Cañada	Spain	Healthy and Sustainable Feeding in the school menus in Villanueva de la Cañada		
Birmingham	UK	Nutrition Smart Cities A Birmingham - India Initiative 'BINDI'		
Social and economic equity	Toronto	Canada	Community Food Works for Newcomers: food as tool for settlement and integration	MONETARY PRIZE
	Venezia	Italy	Fuorirotta map (Off-course map)	
	Nairobi	Kenya	The Nairobi City County Urban Agriculture Promotion and Regulation Act, 2015	
	Mexico City	Mexico	ESPIGA CDMX (Comprehensive Food Space)	
	Almere	Netherlands	Onze-(Our) allotment under glass	
	Seoul	South Korea	The Seoul Eco Public Plate Project (SEPP)	
Austin	USA	Austin Healthy Food Access Initiative	SPECIAL MENTION	
Food production	Douala	Camerun	Approach to a participatory and inclusive food policy of the City of Douala	
	Praia	Cape Verde	Urban and Peri - urban agriculture (UPA) in the City of Praia	
	N'Djamena	Chad	Good practices in market gardening through the project of Support to Urban and Periurban Horticulture	
	Medellin	Colombia	Orchards for Self-Consumption	
	Nantes Métropole	France	1. Territorial Food Project of the Nantes Metropolis	
	Nantes Métropole	France	2. Territorial Food Project of the Nantes Metropolis	
	Antananarivo	Madagascar	Program of Urban Agriculture in Antananarivo - School Gardens project	MONETARY PRIZE
	Dakar	Senegal	Micro gardens in the City of Dakar	SPECIAL MENTION
	Ljubljana	Slovenia	Bee Path	
	Johannesburg	South Africa	Food empowerment zones	
FSD	Ljubljana	Slovenia	Short food supply chains in the City of Ljubljana	SPECIAL MENTION
	Austin	Texas	Good Food Purchasing Program	
Food waste	Bruges	Belgium	Food waste prevention, reduction and management	SPECIAL MENTION
	Ghent	Belgium	Foodsavers Ghent	
	Bari	Italy	Avanzi Popolo 2.0 (People's Leftovers 2.0)	
	Genoa	Italy	Ricibo: a network to turn waste into a resource	
	Turin	Italy	Porta Palazzo Organic Project	
	Venice	Italy	Progetto R.E.S.A.	
	Antananarivo	Madagascar	Decentralized food waste recovery platforms in Antananarivo	
	Quelimane	Mozambique	Quelimane Clean	
	Almere	Netherlands	Coalition extraordinary Almere	

SUBMISSIONS MILAN PACT AWARDS 2018

Category	City	Country	Project Name	Award
Governance	Bordeaux Metropole	France	Conseil consultatif de gouvernance alimentaire durable	
	Cordoba	Argentina	Huertas Urbanas	
	Douala	Cameroon	Approche d'une politique alimentaire participative et inclusive de la ville e Douala	
	Ede	Netherlands	Measuring change: how Ede municipality developed a tool to monitor improvement in its local food system	
	Ghent	Belgium	A co-creative governance approach	
	Lima	Peru	Programa "LIMA SOSTENIBLE, promoviendo la seguridad alimentaria"	MONETARY PRIZE
	Medellin	Colombia	Social management and citizen participation in the framework of food and nutrition security	
	Pittsburgh 1	USA	Adopt-A-Lot Program and Vacant Lot Toolkit	
	Pittsburgh 2	USA	Urban Agriculture Zoning Code	
Sustainable diet & nutrition	's-Hertogenbosch	Netherlands	Big data for better food	
	Wanju	Republic of Korea	Wanju Localfood No1. Project(WLOP)	SPECIAL MENTION
	Cordoba	Argentina	Cantinas Escolares Saludables	
	Dénia	Spain	Strengthening of the local food ecosystem through the healthy nutrition and sustainable gastronomy	
	Mérida	Mexico	Nutrition Educational Market ("El MercaDifto")	
	Oss	Netherlands	De Wereldburger - The Wrold Burger	
	Parma	Italy	Giocampus project: fostering the wellbeing of future generations	SPECIAL MENTION
	Praia	Cape Verde	Mise en oeuvre du Centre Micro Jardin	
	Riga	Latvia	Riga Central Market-a place for developing healthy eating habits	
Social and economic equity	Tirana	Albania	Change of food menu in kindergartens and nurseries of Tirana	
	Torres Vedras	Portugal	Sustainability Program School Feeding	
	Belo Horizonte	Brasil	Popular Restaurant Program, catering to street people	SPECIAL MENTION
	Curitiba	Brasil	Facilitating access of low-income households to healthy food	
	Lima	Peru	Programa Lima Vitrina del Campo	
	Medellin	Colombia	Food voucher program	
	Mérida	Mexico	Orchards in women's refuges	
	Mexico City	Mexico	ESPIGA CDMX (Espacio Integral Alimentario/ Comprehensive Food Space)	
	Minneapolis	USA	Farmers Markets of Minneapolis Collaborative	
Food production	Parma	Italy	Youth in action for a sustainable and creative gastronomy	
	Quito	Ecuador	Centro de Desarrollo Infantil Comunitario Guagua	
	Seoul	Republic of Korea	First 4,000 Days for Life-long Equity	
	Abidjan 1	Ivory Coast	Transformation industrielle du manioc en semoule dénommé "Attiéké"	
	Abidjan 2	Ivory Coast	Promotion d'une agriculture urbaine et péri-urbaine durable dans le District Autonome d'Abidjan	
	Chicago	USA	Building Productive Landscapes	
	Lima	Peru	Programa "Salvemos al Chillon"	
	Mérida	Mexico	Public urban orchards	
	San Antonio de Areco	Argentina	Modelo de arraigo: industrialización de la ruralidad y soberanía alimentaria para el desarrollo local.	
Food supply and distribution	São Paulo	Brasil	From the land to the table: how the city of São Paulo is promoting local and sustainable development through school feeding	SPECIAL MENTION
	Amsterdam	Netherlands	Mapping the Foodsystem: Last mile distribution in Amsterdam's Hotel and catering industry	
	Belo Horizonte	Brasil	Food assistency as a strategy to guarantee the Human Right to Adequate Food	
	Ghent	Belgium	Platform for short supply chain products	
	New Haven	USA	Hunger Free New Haven	
	Rio de Janeiro	Brasil	Restaurantes Populares (Popular Restaurants Program)	
	Seoul	Republic of Korea	Urban Rural Coexistence Public Meal Service Project	SPECIAL MENTION
	Valencia	Spain	Políticas de revitalización de la tira de contar	
	Food waste	Buenos Aires	Argentina	Programa Cuidemos los Alimentos
Genoa		Italy	Ricibo network as a smart food policy best practice	
Ghent		Belgium	Foodsavers Ghent	MONETARY PRIZE
Modena		Italy	Modena community projects against food waste	
's-Hertogenbosch		Netherlands	Fight against Food Waste	
Venice		Italy	Agreement for testing new green fuel for public transport	
Turin		Italy	POPP (Progetto Organico Porta Palazzo): towards circular markets	SPECIAL MENTION

