



National and Sub-national Food Systems Multi-Stakeholder Mechanisms: An Assessment of Experiences



Image credit: Tim Mossholder by Unsplash

CHAPTER 3

Presenting the 10 cases

1. Presenting the three cases selected at national level



Image credit: Paul Holmbeck, former CEO of Organic Denmark

At national level, there are very few cases of SFS MSMs linked to the implementation of a holistic SFS policy, or connected to a policy-making process for food systems transformation. Nevertheless, this research identified a few cases concentrated in Europe, where some countries have adopted forward-looking and ambitious sustainable food systems policies and put in place or connected them to MSMs for their formulation, implementation and/or evaluation.

In general terms, the governance of food systems in African countries and cities happens in an uncoordinated and unintegrated way (Smit, 2016). In Latin America and the Caribbean, the food and nutrition security approach prevails, with different types of participatory governance mechanisms in place (e.g. food and nutrition security commissions, committees,

boards), depending on the country. In Asia, policy-making is mostly state-driven, and food issues tend to be addressed by ministries of agriculture, although there is some evidence of intersectoral coordination, particularly at local level.

Some recent developments, such as the Canadian Food Policy Advisory Council and the UK's Advisory Panel (mentioned in Chapter 3.2) suggest that the multi-stakeholder approach to national food policy formulation and implementation is expanding.

The following section presents a summary of the three SFS MSMs selected at national level: France, Denmark and India. The most relevant features are compiled from a literature review and the results from both surveys.

1.1. France: French National Food Council (CNA)



Image credit: Margaux Denis, *Secrétariat interministériel CNA*

1.1.1. About the CNA

The French National Food Council (Conseil National de l'Alimentation, CNA) is a long-standing institutionalized and independent mechanism that was created by decree⁴⁰ in 1985 by the French ministries responsible for agriculture, health and the economy. The Ministry of the Environment was officially added as the fourth ministry in the 2016-2019 mandate (decree published in October 2018). The CNA is considered to be the French “food parliament” and its main role is to be an advisory body for food-related issues in France.

In order to fulfil its advisory role, the CNA has established processes for consultation and debate that take into account the concerns and perspectives of French society as a whole. Through a highly participatory consultation mechanism, the CNA fosters participation and issues opinions (avis) that combine the different realities, perceptions, expectations and preferences of consumers and other food system stakeholders. To date, these consultation processes have contributed to inclusive public decision-making on issues related to food quality, consumer information, nutrition, health safety, food access, food crisis prevention, policy formulation and food systems knowledge management.

The CNA operates at national level with an estimated annual budget of EUR 350,000 from public funds. These resources cover staff salaries, the organization of meetings (e.g. logistics, catering, per diems), learning exchanges/workshops, the launching of new projects, studies, communication products and materials.

1.1.2. Structure and governance

Structure

Members participating in the CNA are predefined in official public documents (arrêtés)⁴¹. The 63 members representing the different food system stakeholders are grouped into 8 collèges and appointed by joint order of the ministries responsible for the environment, agriculture, health and the economy. The leadership role is filled by the CNA secretariat.

The CNA is a highly participatory SFS MSM, with a very broad and diverse representation of food system stakeholders. Figures 33, 34 and 35 show the composition of the mechanism in terms of the types of organizations (constituencies), sectors and food systems activities represented.

⁴⁰<https://www.legifrance.gouv.fr/loda/id/JORFTEXT000000503727/1985-12-05/>

⁴¹<https://cna-alimentation.fr/cna/membres/>

In terms of government representatives, food-related ministries⁴² and the parliament⁴³ are comprehensively represented.

All relevant food-related constituencies, sectors and actors working in different food systems activities participate actively in the CNA, making it the SFS MSM with the highest and broadest participation base of all the cases studied.

Governance

Governance in the CNA is guided by good governance principles that are enshrined in a written document,⁴⁴ endorsed by all members and are publicly available for consultation. Figure 36 shows the good governance principles practised by the CNA.

Additionally, this SFS MSM has put in place procedures to live up to these principles. For instance, the CNA has established mechanisms to capture and take into

account the points of view of all participants, and to include inputs from citizens and actors outside the council, when needed. It also has strategies in place to communicate effectively, reach consensus, learn collaboratively and contribute to its members' capacity building.

One outstanding example of these democracy-building processes is the procedure established in 2019 to include direct citizen participation. Its aim is to fully embody the spirit of the "food parliament", enriching the consultation processes and building a more inclusive and legitimate council. A participatory methodology⁴⁵ was developed and tested in 2020 during a consultation on food packaging. This reform includes the establishment of a citizen participation unit and the territorial decentralization of CNA discussions.

Meetings take place following a predefined annual calendar with three or four plenary meetings per year

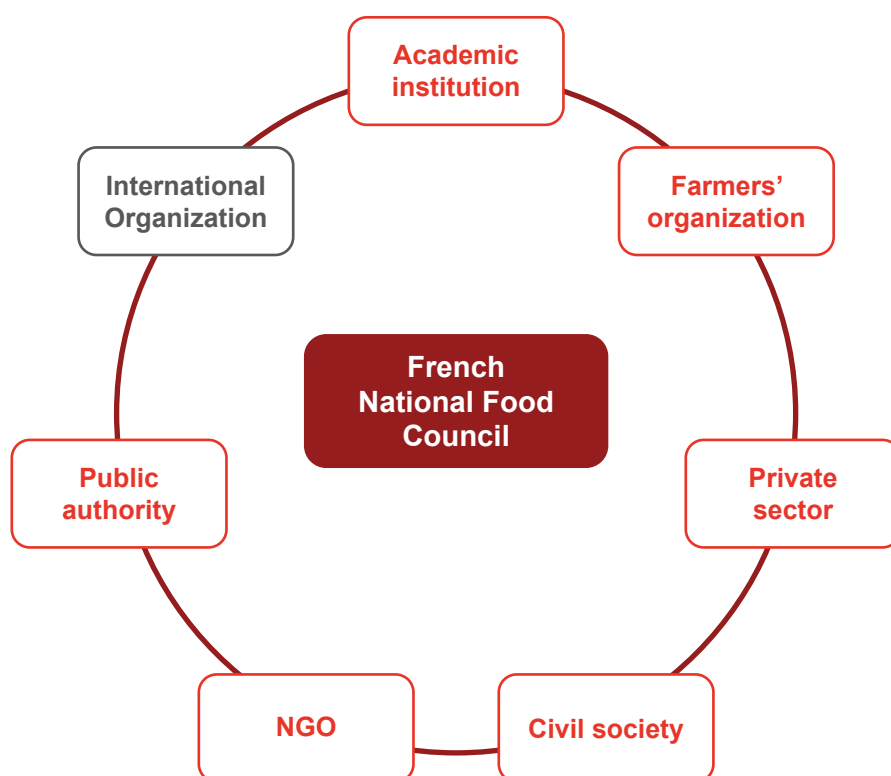


Figure 33. Types of organizations (constituencies) represented in the CNA (in red)

⁴²Permanent participants with advisory roles: ministries responsible for agriculture, social cohesion, trade, consumption, economy, education, employment, environment, industry, overseas, fisheries, research, health (13 ministries in total). Four key ministries are involved: Ministry for the Ecological Transition, Ministry of the Economy, Finance and the Recovery, Ministry for Solidarity and Health, and Ministry of Agriculture and Food. In addition, representatives from the following ministries also attend the sessions: social cohesion, trade and crafts, consumption, national education, employment, environment, industry, foreign affairs, fishing, research, health.

⁴³Two representatives from the French parliament: Senate and National Assembly.

⁴⁴<https://www.cna-alimentation.fr/wp-content/uploads/2019/01/CharteEthiqueD%C3%A9ontologie.pdf>

⁴⁵<https://cna-alimentation.fr/wp-content/uploads/2020/01/La-participation-citoyenne-au-sein-du-CNA.pdf>

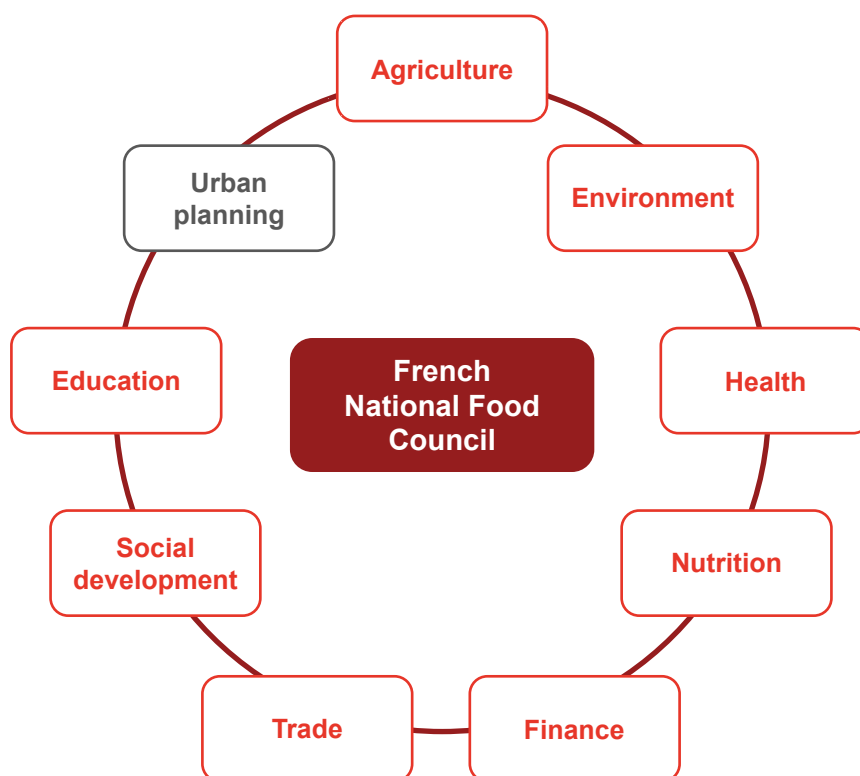


Figure 34. Sectors represented in the CNA (in red)

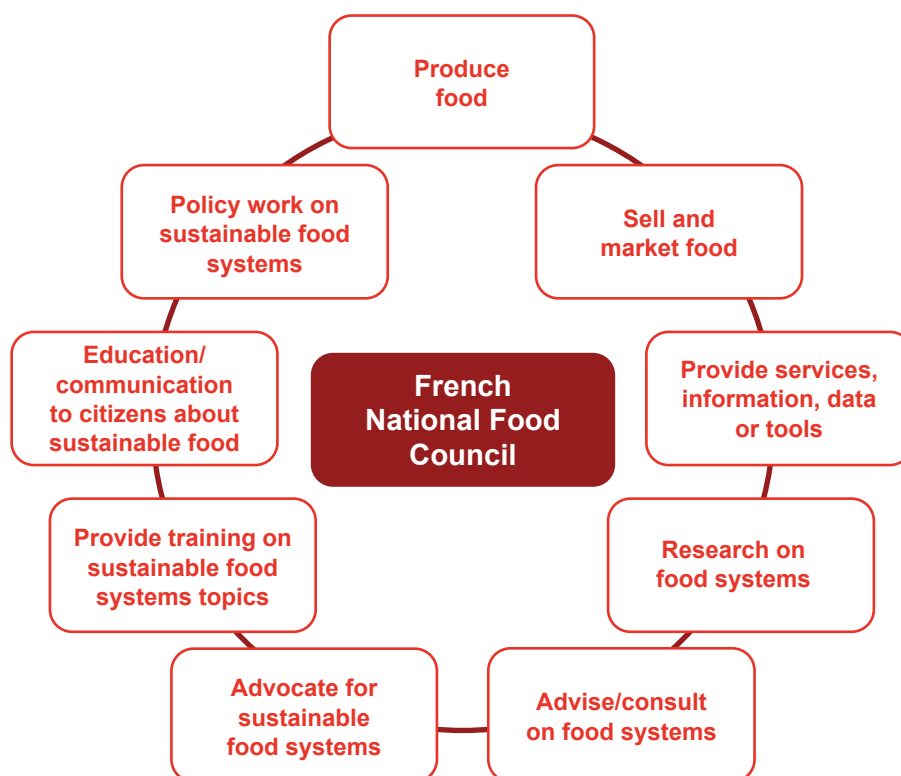


Figure 35. Activities represented in the CNA (in red)

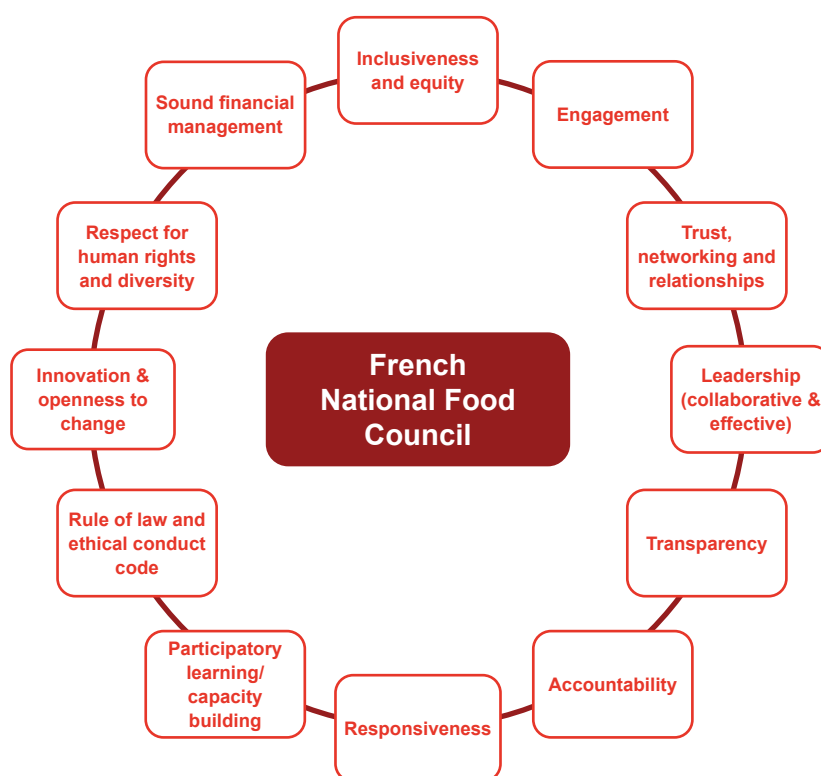


Figure 36. Good governance principles practised by the CNA (in red)

and approximately one consultation group⁴⁶ meeting per month. The agenda and purpose of the meetings are defined by the CNA secretariat together with the supervisory ministries and are shared with all CNA members in advance. On average, 71 percent of the stakeholders surveyed in this study attend all meetings and dedicate more than 4 hours a month to the work of the SFS MSM, while the other 29 per cent dedicate 1 to 4 hours. In 66 per cent of the cases, members' participation is sponsored by the organizations they represent.

A designated facilitator promotes constructive and inclusive discussions, giving each stakeholder the same amount of time to participate. The CNA secretariat takes minutes of the session and distributes a comprehensive report to all stakeholders, including those who could not attend the meeting. Discussions are recorded and there are feedback mechanisms in place for all stakeholders to comment on discussion proceedings and final reports.

1.1.3. Policy formulation and implementation

SFS policy formulation

France has a rich set of ambitious laws and programmes aimed at creating a more equitable and environmentally friendly food system (see Annex 5). Within the framework of the Law on the Modernization of Agriculture and Fisheries, adopted on 27 July 2010,⁴⁷ the CNA participates in the development of the National Food Programme (Programme national pour l'alimentation, PNA)⁴⁸ which was adopted in 2010 and defines the objectives of French food policy.⁴⁹

The CNA analyses society's expectations, organizes public debates and monitors the implementation of the PNA. The programme takes into account recommendations provided by the CNA and the Food Observatory.⁵⁰ The topics and interests prioritized in the PNA are those of the government and of the most represented stakeholder groups in the council. During the formulation process, trade-offs were addressed by trying to reach consensus on controversial issues.

⁴⁶Current work is taking place within five consultation groups, focusing on the following themes: monitoring of nutritional policy; assessment of the BSE crisis; national abattoir ethics committee; consumer information within the framework of the online sale of foodstuffs; healthy food.

⁴⁷https://www.legifrance.gouv.fr/download/pdf?id=_0aVWgLLJcRGvOuOwV5HLzDg8dfuYLobMvhwak3XtkyQ=

⁴⁸<https://agriculture.gouv.fr/programme-national-pour-l-alimentation-2019-2023-territoires-en-action>

⁴⁹A 2010 law requires the development of a National Food Programme every four years wherein a clear plan is set out for food policy.

⁵⁰<https://agriculture.gouv.fr/observatoire-de-l-alimentation-0>

If consensus was not reached, representatives were invited to share very detailed arguments to support their positions.

The PNA addresses all dimensions of food: health, nutrition, food aid, education, waste, territorial decentralization, the circular economy, environmental protection and biodiversity. It offers a cross-cutting and inclusive approach aimed at a wide variety of target audiences (e.g. children, adults, communities, food chain professionals, associations). The programme is also included in the agroecological project led by the Ministry of Agriculture and Food,⁵¹ and it is part of the Law on the Modernization of Agriculture and Fisheries (2010). Additionally, the PNA complements many other plans, most specifically the National Health and Nutrition Plan (Programme national nutrition santé, PNNS) 2019-2023,⁵² which sets out the objectives, principles and orientations of the national nutrition policy. Both initiatives are the two main tools of the national food and nutrition policy carried out by the government for 2019-2023. They are now linked under the National Food and Nutrition Programme (Programme national de l'alimentation et de la nutrition, PNAN).⁵³

Since 2014, the PNA has been overseeing regional food projects⁵⁴ that bring together producers, processors, distributors, local authorities and consumers to develop a region's local food system through grassroots actions.

The current phase of the PNA (2019-2023) is focused on three thematic axes:

- Social justice – improving nutritional quality and diversification of the food supply, fighting food insecurity and consumer information
- Food waste;
- Food education – nutrition education for young people and appreciation of food heritage.

It also focuses on two cross-cutting axes:

- Collective catering;
- Territorial food projects.

It sets quantifiable goals for food and nutrition, such as reducing salt consumption by 30 per cent by 2025 and achieving 50 per cent organic food in public kitchens by 2022. Each priority is backed by a number of actions,

such as supporting local governments in developing food poverty strategies, limiting children's exposure to advertising for non-recommended foods, and extending the Food Waste Law (Walton and Hawkes, 2020).

In addition to its role in formulating the PNA, the CNA has also provided input on food-related issues for the formulation of other food-related policies and plans in France (see Annex 5).

SFS policy implementation

Currently, the four ministries to which the CNA is attached lead the implementation of the PNA, which takes into account pre-existing plans, programmes and related activities, in order to integrate them for better effectiveness and efficiency.

Institutional restoration and regional food projects are the levers through which specific actions of the PNA are implemented. The regional food projects channel funding from several ministries, including those responsible for agriculture and food, the environment, health and social affairs. The funding is distributed in grants to projects that bring together stakeholders from various sectors. Each year, a call for projects is announced and winners are selected. As of 2018, more than 120 projects had been funded through the programme. In March 2019, the French National Institutional Catering Council (Conseil national de la restauration collective) was created to ensure implementation and compliance with all goals set for public kitchens (Walton and Hawkes, 2020).

1.1.4. Reported achievements and challenges

Achievements

The CNA has built a successful, highly participatory system to bring the topic of food to the forefront of public debate. France has formulated many ambitious policies aimed at transforming the country's food system into a healthier and more sustainable one. Since its creation, the CNA has issued 89 opinions (avis), focusing, for example, on food in hospitals, the challenges of mass catering in schools, following up on nutrition policy, simplified nutrition labelling, organic farming in France and food packaging.

In the stakeholder survey, respondents identified the following as major concrete achievements of the CNA:

⁵¹<https://agriculture.gouv.fr/le-projet-agro-ecologique-en-12-cles#:~:text=Le%20projet%20agro%20D%20C3%20A9cologique%20vise,rep%20nos%20syst%C3%A8mes%20de%20production>

⁵²<https://solidarites-sante.gouv.fr/actualites/presse/communiqu%C3%A9s/article/lancement-du-4eme-programme-national-nutrition-sante-2019-2023>

⁵³<https://agriculture.gouv.fr/pnan-le-programme-national-de-l'alimentation-et-de-la-nutrition>

⁵⁴The emphasis on territorial decentralization led to the development of a programme focusing on regional food projects as part of the 2015 PNA.



Image credit: Margaux Denis, Secrétariat interministériel CNA

- The important role that the CNA's opinions (*avis*) have played in informing the work of the ministries attached to the SFS MSM;
- The contribution it has made to the drafting of legislation on the future of agriculture, food and forestry (2014)⁵⁵ and the regulations for school food catering services (2017).⁵⁶

The stakeholders believe that the CNA's work has been effective in fostering networking among stakeholders (71 per cent), providing information on food-related policies (71 per cent) and providing advice on policy formulation (57 per cent). They recognize that being part of the CNA has benefited their organizations by increasing their public visibility, which has allowed them to raise their voice on behalf of the sector they represent and highlight its problems. It has allowed them to promote joint actions in the formulation of laws and regulations and advance sustainable food systems.

For organizations, one of the major benefits of being part of the CNA is networking. All survey participants feel that the work of the mechanism has helped to build relationships among members, and most of them (71 per cent) feel that joining the mechanism has helped participants build trust among themselves and coordinate joint efforts.

Moreover, respondents from consumer associations claim that the CNA has given them access to useful information that has helped them to better assist and guide their target audiences and to align their positions on topics related to sustainable food.

The CNA has developed an interactive timeline⁵⁷ with relevant information about its work and achievements.

Challenges

One barrier identified in the stakeholder survey is the members' resistance to the transformative change needed to foster sustainable food systems, deemed to be medium to high by all respondents. Some stakeholders indicate that this is particularly the case for the private and the public sector, whose interests and traditional ways of working tend to anchor them to their current trajectories. This challenge is even more daunting given that governance in the CNA seems to be lagging behind in terms of properly addressing power relations and conflicts of interest. According to the stakeholder survey, only 43 per cent of respondents believe that the SFS MSM has a good mechanism for dealing with power relations; a mere 29 per cent believe that the leadership uses a good mechanism for resolving disagreements and 43 per cent believe that the mechanism does not provide opportunities

⁵⁵<https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000029573022>

⁵⁶http://www.cnesco.fr/wp-content/uploads/2017/10/171002_Restauration_scolaire_VF.pdf

⁵⁷https://cna-alimentation.fr/FriseCNA_30ans/P01a.xhtml

for members to build leadership skills within the mechanism.

Likewise, even if it is not the perception of the majority, it is worth noting that a not insignificant 43 per cent believe that the mechanism's processes are not conducive to the equitable participation of members. This identified challenge might be mitigated with the aforementioned new mechanism developed by the CNA to include wider citizen participation.

In relation to the achievement of concrete results, the CNA stakeholders who participated in the survey pointed out the following main drawbacks:

- Lack of participation in the elaboration of the Food and Agriculture Law⁵⁸ (Loi EGalim, 2018), for which the CNA was not directly consulted
- Insufficient level of harmonization in the procedures used to ensure the functioning of the working groups⁵⁹
- Instances in which the political priorities are not clearly defined

In the stakeholder survey, respondents indicated that the main challenges facing the CNA are the lack of political will and support (57 per cent) and the lack of time that stakeholders have to participate in additional initiatives (43 per cent).

Finally, the stakeholders surveyed expressed mixed opinions regarding the responsiveness of the CNA when it came to supporting effective decisions and interventions in the context of COVID-19. Some 43 per cent of the stakeholders believe that it showed a high or very high level of responsiveness, the same percentage consider it was low and 14 per cent believe it was medium. The CNA published a new opinion (*avis*) in July 2021 with recommendations for better COVID-19 crisis management and to ensure more sustainable and resilient food systems in the context of the pandemic.

1.1.5. Conclusion: Drivers of success for the CNA

According to this research, the CNA owes its success to several factors, including its institutional set-up, governance, solid foundation and the concrete results it has achieved over the 35 years of its existence.

One key feature of the council is the strong and diverse representation of all stakeholders in the food system, which reinforces the legitimacy of the CNA

and adds great value to the plurality and diversity of opinions, contributing to collaborative and inclusive work. The majority of respondents to the stakeholder survey (86 per cent) consider that the mechanism adequately reflects the diversity of stakeholders in the food system. According to them, this impacts positively on constructive collaboration, as they mentioned the balanced representation of all food system stakeholders (71 per cent of respondents), and the personal motivation of the participants (57 per cent of respondents) as the two strongest drivers of collaboration.

This SFS MSM also owes its success to the high level of commitment and dedication of its members. Stakeholder involvement, perceived as medium to very high by all participants surveyed (with only slight differences by stakeholder group), has been key to achieving tangible results. Their main motivations for participating in the SFS MSM are linked to leading a fascinating thematic area (86 per cent), proudly representing their organization (71 per cent) and influencing the policy agenda (71 per cent).

Additionally, the CNA benefits from strong political support: 86 per cent of the stakeholders consider the level of government buy-in to be medium to very high, including the support of high-level representatives for the mechanism.

Good governance in the CNA is another key feature highlighted by the stakeholders who participated in the survey. Most of them (86 per cent) consider the meetings to be well organized and most of its formal members actively contribute to the work carried out. Additionally, 71 per cent of them believe that the SFS MSM has strong political commitment and participation, that it respects the agreed code of conduct and principles of good governance, and that its communication is transparent, clear and effective. Furthermore, more than half of the stakeholders (57 per cent) concur that the participatory learning procedures are conducive to the development of their members' capacities and that the structure and processes in place are conducive to addressing food systems commitments and agreements in a consensual and collaborative manner.

Undoubtedly, the CNA's performance can also be credited to its strong leadership. In this regard, 71 per cent of respondents believe that the leadership shares power with the members, is receptive to new ideas, reflects stakeholders' input in documents, and actively participates in welcoming new members. In addition,

⁵⁸<https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946/>

⁵⁹It is important to note that a working group was set up on this subject in April 2021, so these procedures are expected to evolve positively soon.



Image credit: Markus Spiske by Unsplash

86 per cent believe that the leadership encourages members to participate, and 57 per cent think that there is a good mechanism for managing conflicts of interest.

A clear, well-defined strategic vision and an overall understanding of the political and thematic context in which the SFS MSM operates are other fundamental determinants of its success. All respondents find that the CNA has well-defined objectives, plans, strategies and policy and advocacy priorities that are reflected in its overall strategy, and that it understands the overall policy environment related to these priorities.

The majority (86 per cent) recognize that the CNA articulates its mission, vision and goals to its members, that it has basic knowledge of its policy area, and that the food systems approach is understood by the majority of its members.

The overall perception of participants is that the CNA has been effective in incorporating the key topics related to sustainable food systems. The majority of respondents (71 per cent) rate as high or very high the level of inclusion of the environmental sustainability component in the work of the mechanism and consider that it correctly addresses the nutrition and health needs of the most vulnerable. Conversely, only half of them (approximately 57 per cent) consider that the SFS MSM is effective in including the food systems approach in its work.

Looking ahead, the majority of respondents (71 per cent) indicated that the CNA should address issues related to climate mitigation, sustainable food production, consumer awareness and education, and food governance.

1.2. Denmark: Organic Denmark



Image credit: Paul Holmbeck, former CEO of Organic Denmark

1.2.1. About Organic Denmark

Organic Denmark is a registered membership association mobilizing all actors across the organic supply chain, and a leading force behind the formulation and implementation of many ambitious national organic policies and strategies and a leading contributor to the world's first national Organic Action Plan.⁶⁰ Over the years, it has expanded its representation base to become a broad and inclusive NGO, gaining visibility and legitimacy. In this SFS MSM, public sector involvement is achieved through strong and constant formal and informal collaboration with the government at different levels (e.g. ministries, political parties, members of parliament, municipalities). The Danish food sector has a long-standing tradition of multi-stakeholder collaboration, and Organic Denmark also collaborates with several other food-related SFS MSMs operating in the country.⁶¹

In 1987, before the creation of Organic Denmark, the Danish government established its Organic Food Advisory Council. This council was intended to be the official national SFS MSM, focused on organic food promotion. For a decade, it was a central meeting place and policy incubator that improved networks and collaboration among organic and conventional farm organizations; trade unions representing farm and food industry labour; and environmental organizations. However, developing the organic sector required an agility, contact frequency and depth of collaboration in relation to both market actors and the Danish parliament and ministries that the council could not provide. In this context, Organic Denmark mobilized and actively led various groups of actors to increase the supply of and demand for organic food products. It created the momentum for a movement that was rooted in the promotion of organic agriculture and the development of the world's strongest market

⁶⁰<https://www.futurepolicy.org/healthy-ecosystems/denmarks-organic-action-plan-working-together-for-more-organics/>

⁶¹The Danish Agriculture and Food Council represents industry and farmers; Food Nation is a public-private partnership focused on advancing the Danish food cluster and promoting Denmark's organic credentials abroad; and the Organic Food Advisory Council, which advises the Ministry of Environment and Food, is a multi-stakeholder council that represents Denmark's food cluster, including all types of farmers, environmental and consumer NGOs, retailers, food companies and the agriculture industry. Different stakeholders meet and discuss initiatives for the development of the organic sector.

for organic food. The traction generated by Organic Denmark in advancing the organic movement, organic policy, market development and multi-stakeholder collaboration consolidated it as the main inclusive, active and effective MSM for the promotion of sustainable food systems in Denmark.

Organic Denmark itself was a coalition of eight organizations of organic farmers, food companies, food professionals and consumers, all of which moved into an “Organic House” in 1998 and merged into one national organization in 2002. The whole process of setting up this SFS MSM took four years and was supported by the government, which granted three years of project and start-up funding for the Organic House, paving the way for Organic Denmark’s work. The leadership of Organic Denmark’s first director, Paul Holmbeck, was instrumental in bringing together all value chain actors and other platform partners to work in close partnership.

Organic Denmark encourages collective action and supports new initiatives that arise among its members, while also leading citizen consultation processes and food systems knowledge management. The SFS MSM can be credited with embedding a multi-stakeholder participatory approach in Danish food policy formulation processes. It has also created partnerships with all retail leaders, catalysing market growth, consumer awareness and economic sustainability for organic producers. These partnerships also allowed Organic Denmark to draw in-depth market knowledge into the policy process, and mobilize commercial stakeholders to implement policy goals.

Although Organic Denmark operates at national level, it also establishes collaborations with actors at municipal and local levels, working with almost half of Denmark’s municipalities. Municipalities and public procurement processes are important in stimulating increased demand for organics; 35 per cent of all municipalities have actively promoted conversion to organic farming in order to protect drinking water supplies and natural areas in cities and generate economic development in rural areas.

Organic Denmark’s work is guided by the food systems approach and the landscape approach⁶² in integrating policy and practice for multiple land uses and managing

food systems trade-offs. Since its creation, the SFS MSM has always worked with broad sustainability principles and practices, based on international organic principles (health, ecology, fairness and care), also represented in the 10 principles of agroecology.⁶³

To date, it has focused on organic food production, marketing and consumption, and also environmental degradation, climate change and biodiversity loss, promoting organic farming as a policy tool that is useful in addressing these intertwined challenges.⁶⁴

The SFS MSM has an annual budget of approximately EUR 8 million, funded by different sources; about 75 per cent of the budget comes from public or public-private funding pools. Organic Denmark receives no general operating funding, but project funding for market development, innovation in organic farm practices, consumer information and other activities has allowed it to build critical competencies in all of these areas. Funding covers expenses for coordination, salaries, meetings, learning exchanges, market and technical studies and experimentation, consultancies, production of communication materials, campaigns and market development of organic products.

1.2.2. Structure and governance

Structure

Organic Denmark is a highly participatory SFS MSM comprising farmers, food companies,⁶⁵ food services, food professionals (such as chefs and kitchen workers) and consumers. Through close collaboration, it acts as a change agent in the market and in political life. Close partnerships with supermarkets and connections to the public sector at all administrative and policy-making levels ensure a positive market ecosystem and political ecosystem in which sustainable (organic) food systems can thrive. Compared to other SFS MSMs, Organic Denmark has a less formal MSM structure, but a very effective network-based MSM culture. It involves more than 200 member companies, making it the largest representative of the organic food industry in Denmark. Members are invited to join by the director or other participants, but self-motivated stakeholders can also join the platform and bring in other actors from the organics network.

⁶²A landscape approach is broadly defined as a framework to integrate policy and practice for multiple land uses, within a given area, to ensure equitable and sustainable use of land while strengthening measures to mitigate and adapt to climate change (Reed et al., 2015).

⁶³<http://www.fao.org/3/i9037en/i9037en.pdf>

⁶⁴“Organic agriculture is an ecological production management system that promotes and enhances biodiversity, biological cycles and soil biological activity. It is based on minimal use of off-farm inputs and on management practices that restore, maintain and enhance ecological harmony ... There is more and more evidence highlighting the positive impacts of organic on a range of important issues including consumer health, biodiversity, animal welfare and the improved livelihoods of producers” (IFOAM, see <https://www.ifoam.bio/about-us/our-history-organic-30>).

⁶⁵<https://www.organicdenmark.com/brands>

Figures 37, 38 and 39 show the composition of the mechanism in terms of types of constituencies, sectors and food systems activities represented.

Governance

Organic Denmark has a written document available for consultation that describes its strategic direction and good governance principles. Figure 40 shows the good governance principles that are practised.

The SFS MSM has internal procedures to put these principles into practice, such as mechanisms to address and manage conflicts of interest that may arise between different stakeholders. It also has internal procedures in place to achieve consensus and to capture all voices and communicate effectively with all parties, including those outside the platform when it is deemed necessary.

Its members meet in a large number of elected committees every two months following a predefined annual calendar, and the agenda is defined collaboratively. Gatherings also often take place when the organization convenes or when there are specific requests from one or more stakeholders. In addition, the SFS MSM has several councils and working groups that come together regularly. On average, 43 per cent of the stakeholders surveyed in this study attend all

meetings; 57 per cent of them dedicate more than 4 hours a month to the work of the SFS MSM, while the other 43 per cent dedicate 1 to 4 hours. In 86 per cent of the cases, members' participation is sponsored by the organizations they represent.

Prior to the meetings, the topics to be discussed are clearly defined and shared with all stakeholders. A facilitator is appointed to ensure inclusive and constructive dialogue and equal participation time for all stakeholders. A note-taker is also designated to prepare and share the minutes of the discussion and to receive and incorporate feedback from all participants. Finally, a report is distributed to all parties, including non-attendees. In addition to regular gatherings, members frequently engage, connect and collaborate through emails, letters, informal conversations, bilateral meetings and other means.

Organic Denmark's work includes capacity building of its members and lobbying and advocacy at different levels (global, regional, national, sub-national, local). The advocacy role comprises:

- Research, compilation and analysis of key issues;
- Capacity building of members to work on policy issues;



Figure 37. Types of organizations (constituencies) represented in Organic Denmark (in red)

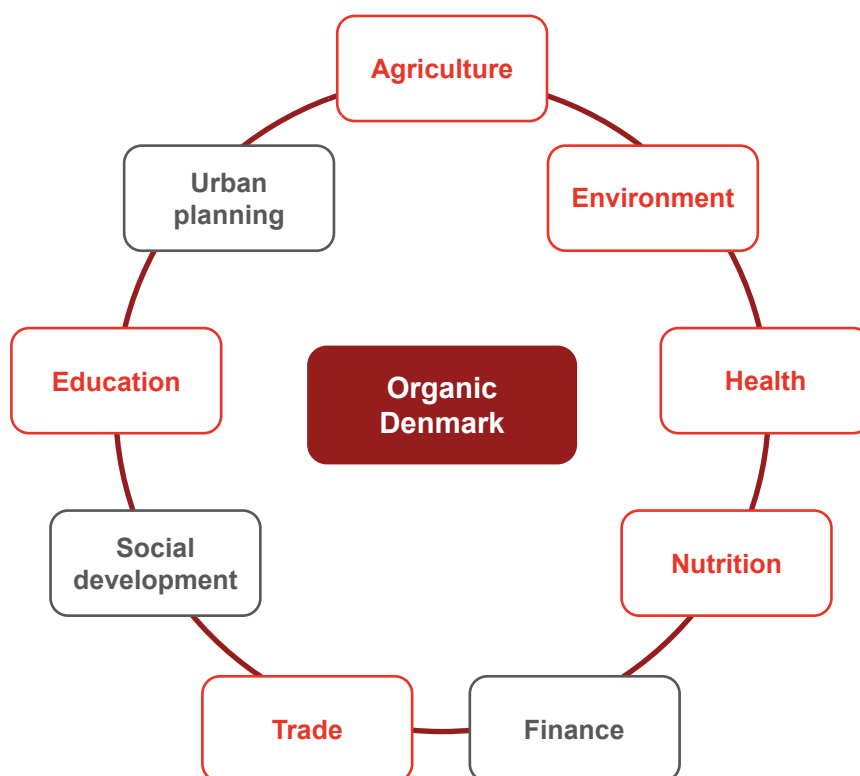


Figure 38. Sectors represented in Organic Denmark (in red)

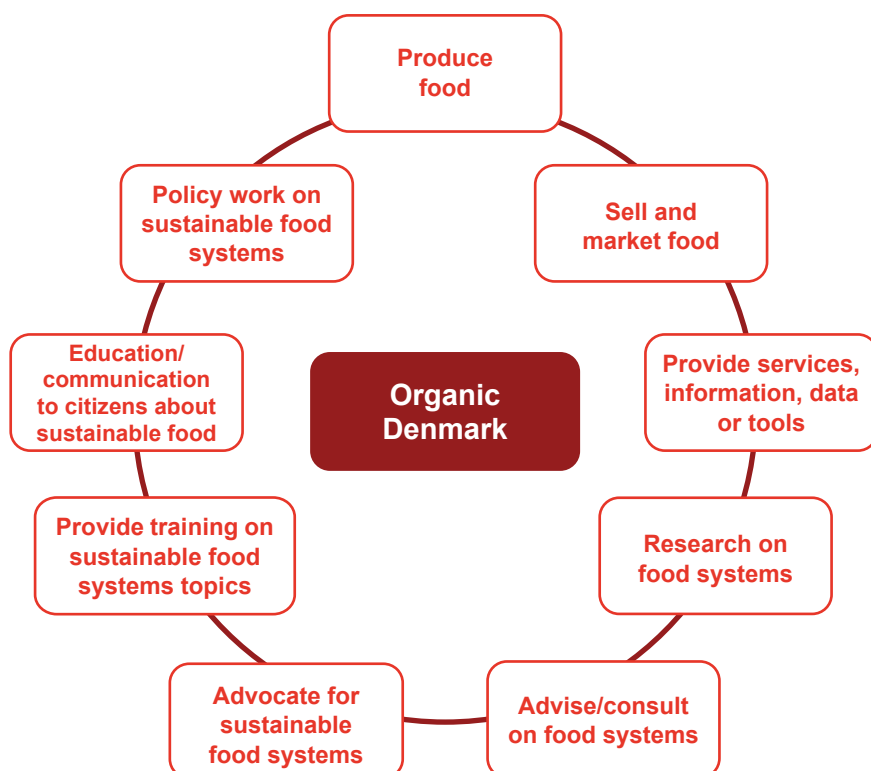


Figure 39. Activities represented in Organic Denmark (in red)

- Coalition building with other organizations to advance its policy objectives;
- Development of communication strategies for political advocacy work;
- Media relations to advance its policy objectives;
- Building of relationships with selected decision-makers;
- Development of skills, knowledge and actions related to administrative, institutional and/or legislative advocacy;
- Implementation of practices for funding advocacy work.

1.2.3. Policy formulation and implementation

SFS policy formulation

Denmark has worked intensively to develop its organic food sector, starting with the world's first legislation on organic farming in 1987. Denmark's Organic Food Advisory Council was established in the same year. Since then, stakeholders representing organic agriculture and food production, retailers, consumers, researchers, nature conservation, control systems and the Danish government have worked together to

develop good organic practices in all parts of the supply chain. Food policy has also been developed based on this diversity of perspectives and competencies. The council put together the first ambitious national Organic Action Plan in 1995, which was followed by further dynamic plans over the years. Regardless of the government in power, organic plans have always had strong political support in Denmark. Stakeholders credit Organic Denmark's close dialogue with 10 of 11 political parties in the parliament for this consistent political support.

One of the most comprehensive Organic Action Plans for Denmark, and winner of a 2018 Future Policy Award, was endorsed in 2015. It emphasizes growing overall market demand rather than only funding farmers to convert to organic. The Danish government defined six key priorities, reflected in the action plan:

- An increased export effort: stepping up its support to increase exports of Danish organic products;
- Let's go organic: promoting domestic demand for organic products;
- Working together for more organics: bringing stakeholders together for a joint movement for more organic production;

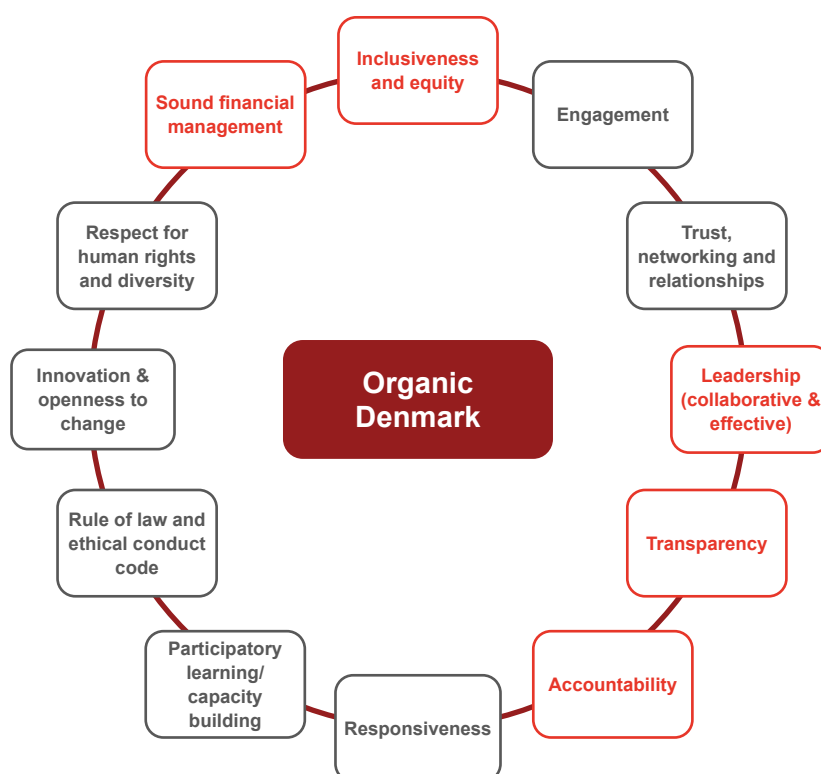


Figure 40. Good governance principles practised by Organic Denmark (in red)

- Developing the organic business sector: supporting the organic sector with resources for the development of know-how and investment in new technologies;
- More and greener organic producers: promoting the development of alternative forms of land use and production systems;
- More resilient organic production: facilitating access to green inputs (new types of fertilizers and fodder) for farmers.⁶⁶

The Ministry of Food, Agriculture and Fisheries collaborated with 200 food stakeholders to develop the Organic Action Plan for Denmark. Interest groups played a key role in prioritizing initiatives. Organic Denmark facilitated and hosted policy sessions for a wide range of stakeholders on different themes, such as supply chain collaboration, market development, product innovation, organic production challenges and potential in relation to climate, nature, animal welfare. Organic Denmark also convened groups of stakeholders to formulate concrete policy recommendations, and a good deal of the final document came from these collaborative efforts. Once the Organic Action Plan for Denmark was in place, Organic Denmark actively mobilized and led a variety of actors to ensure political support for and

public investment in the recommended policies, and emerged as the main catalyst and driver of the adoption of the policies in Denmark.

Organic Denmark is actively involved in the formulation and implementation, including resource mobilization, of many food-related initiatives. It can be credited with positioning the topic of sustainable food in many broad national programmes and strategies. One unique result of this is that organic food policy is deeply embedded in Denmark's broader policies as a tool for rural development, drinking water protection, pesticide control and green growth; it is also taken on board in national, regional and municipal budgets (see Annex 6).

Policy formulation processes have used a variety of methodologies for dialogue and citizen consultations, such as surveys and workshops. These processes have been instrumental in defining priority themes from a holistic and inclusive perspective. The topics prioritized so far relate to food security, environmental degradation, climate change, biodiversity loss, local food production, nutrition and health, sustainable diets, food loss and waste, and food safety and quality. Moreover, thanks to the leadership of Organic Denmark, agroecology and sustainable organic food systems are now also a priority in the Danish international development assistance programmes conducted in the Global South.



Image credit: Organic Denmark

⁶⁶https://www.foedevarestyrelsen.dk/english/SiteCollectionDocuments/Kemi%20og%20foedevarekvalitet/Oekologiplan%20Danmark_English_Print.pdf

The development of the organic sector in Denmark has been marked by tensions between economic and environmental sustainability principles. Trade-offs have been made through constant and inclusive dialogue and negotiation, always aiming for consensus. In some cases where disagreements have not been resolved, initiatives have not been pursued further.

SFS policy implementation

Just one of Denmark's Organic Action Plans received EUR 267 million in funding from the Rural Development Programme as part of the EU's Common Agricultural Policy to support farmers for the two years it takes to convert to organic. Between 2015 and 2018, another EUR 11 million supported conversion projects for public kitchens and EUR 3.3 million was allocated to fund market development and promotional campaigns. Research has been supported with amounts ranging from EUR 3 million to EUR 7 million annually, with similar funding for free organic certification and inspection of farms, restaurants and companies. Organic Denmark has some leverage regarding the allocation and mobilization of these funds (Walton and Hawkes, 2020).

The Danish Ministry of Food, Agriculture and Fisheries is responsible for implementing policies related to organic food production. It coordinates with several agencies working in the area of food and agriculture, as well as with the ministries responsible for the environment, health, climate and finance. Additionally, it collaborates closely with Organic Denmark and other stakeholders, including different NGOs, which in Denmark's case have a very strong involvement in the policy implementation processes.

Public procurement is considered essential to providing a market for organics. Municipalities have been at the forefront in this regard, particularly in Copenhagen, where 90 per cent of the food currently prepared and served in public kitchens is organic.

According to Walton and Hawkes (2020), Organic Denmark has played a key role in the implementation of the Organic Action Plan at the market/private sector level by connecting farmers and food companies with supermarkets and other retailers by helping small businesses to work professionally with retail and food services or to make local, direct sales (by helping businesses to develop an organic marketing strategy, hold in-store events or engage in public relations, for example). The SFS MSM also works closely with supermarkets in Denmark at the strategic level and supports them in expanding organic product lines, presenting products more attractively in-store and communicating more effectively about "the why" of organics to consumers. Organic Denmark also provides foreign business partners with an overview of and easy access to all Danish organic products and companies,

and organizes joint marketing and export initiatives, creating better opportunities, especially for smaller companies, which can use a shared marketing platform (Kaad-Hansen, 2019).

The support that Organic Denmark has provided in the implementation of the Organic Action Plan has served as a valuable example and has informed governments, organizations and food retailers in more than 30 countries about organic food policy development and market development (Biovision, 2018).

The policy implementation process is monitored and reviewed in collaboration with different stakeholders, sharing information and lessons learned.

1.2.4. Reported achievements and challenges

Achievements

Organic Denmark has been instrumental in the development and implementation of Danish organic policy and Organic Action Plans at different levels. On the production side, it actively works with producers to expand organic product ranges and quality. Specialists engage with farmers and offer training to local organic producers on how to increase their sales, communications and exports; they work with small and medium-sized enterprises to launch value-added processed organic food (Walton and Hawkes, 2020). Consumer demand for organic food has grown so fast that Denmark currently imports more organic food than it exports. Consequently, farmers' interest in conversion has grown since 2015 and DKK 1.1 billion (EUR 134 million) has been dedicated to organic conversion for the period between 2017 and 2022. The Organic Action Plan has succeeded in doubling the size of organic agricultural areas between 2007 and 2020 (Walton and Hawkes, 2020).

In the stakeholder survey, respondents identified the inclusion of organic products in public kitchens as another concrete achievement. This is due to Organic Denmark's well-coordinated efforts with public authorities, trade unions, food service companies and a large number of people working in public kitchens. To achieve the ambitious goal of making public kitchens 60 per cent organic by 2020, Organic Denmark and partner organizations and advisors developed a strategy supporting the transformation of meal preparation in the kitchens. Investments in education and meal planning, together with advice from kitchen conversion experts, helped public kitchens to make the shift to healthier, climate-friendly and mostly organic food without increasing their operating budgets. For instance, 90 per cent of the food cooked in public kitchens in Copenhagen is organic; this has been

achieved without raising the cost of meals. This was done by reducing waste, reducing meat portions and increasing the purchase of vegetables and plant-based protein alternatives. These public procurement policies have also resulted in healthier food environments in schools and workplaces (Walton and Hawkes, 2020), as well as in hospitals, childcare centres, retirement homes and military barracks. An important aspect of this achievement, identified in the stakeholder survey, is that former “anonymous” public kitchen workers now feel they have become part of the “save the planet” movement. By serving greener, healthier and more climate-friendly food, their work took on a new meaning and they gained a new work identity and pride in their craft. Stakeholders also point to Organic Denmark’s role in creating and promoting the very motivating Organic Cuisine Label for public kitchens, restaurants and canteens that are 30, 60 or 90 per cent organic. This national label is promoted by Organic Denmark, and certified by the Danish Veterinary and Food Administration; Organic Denmark and the Danish Veterinary and Food Administration collaborate closely and have joint ownership of the Organic Cuisine Label homepage and educational website.

Finally, another major achievement identified in the stakeholder survey relates to the acquisition of a 13 per cent organic market share in the retail sector. Organic Denmark’s close partnerships with the major retail chains have motivated supermarkets to make strategic commitments to organic food and sales, shifting to organics in order to attract consumers. Organic Denmark’s long-term strategy and role as a catalyst were essential in getting supermarkets to add new organic products to the shelves, in particular by connecting organic producers with retailers, and helping supermarkets to actively promote organics.

According to the stakeholder survey, the three main achievements of the SFS MSM have been the generation of new collaborations and projects (86 per cent of respondents); the information it provides on policies, strategies and programmes (71 per cent); and its advocacy and advice on policy formulation (43 per cent). Most of the stakeholders who participated in the survey indicated that they have obtained several benefits from participating in Organic Denmark. Some noted the importance of being part of the organic stakeholder network and seeing their small or large contribution have a larger ripple effect. Stakeholders have gained valuable insights into market development from the platform, while also being able to contribute to policy development that includes the entire food chain, making it possible for organizations to find their “natural role” in the development of the organic food system.

Challenges

The three main barriers identified by 43 per cent of the stakeholders are

- Lack of motivation and incentives;
- Lack of budget to encourage member participation;
- Inability to reach agreements in the face of divergent agendas and conflicts of interest.

Some stakeholders identified the lack of long-term commitment as an obstacle to the SFS MSM’s work. They also pointed out constraints imposed by EU legislation on the development of the Danish organic market, which they believe Organic Denmark has not managed to influence in favour of a more dynamic development of organic standards.

Opinions are divided on the response to the disruption caused by COVID-19 to the Danish food system, with 43 per cent of respondents indicating that the platform was not very effective in developing suitable interventions.

1.2.5. Conclusion: Drivers of success for Organic Denmark

Denmark has made organic development a cornerstone of its entire food strategy. In addition to the environmental benefits of organic agriculture, organic policies and the Organic Action Plans have also created economic benefits for farmers through the government’s investment in innovation, farm conversion and growing demand for organics among consumers and via public procurement. Organic Denmark’s role as a catalyst in the supermarket sector and the increase in organic food in public kitchens created a pull mechanism for organic products. It also brought health benefits, as evidence shows that kitchens with more organic products serve more fruit and vegetables and less meat (Walton and Hawkes, 2020). Organic Denmark has worked actively with supermarkets and retailers to strengthen critical competencies in the smaller organic companies and to motivate supermarkets to promote organic food (for instance, expanding organic product lines, holding in-store events, introducing price reductions strategically and communicating more effectively with consumers about organic food). Furthermore, Danish organics are a centrepiece in government strategies for growing food diplomacy and international exports (Walton and Hawkes, 2020). Organic Denmark has helped to support international organic trade by providing foreign trading partners with an overview of and easy access to all Danish organic companies and products.

Thirty years on, the results of the Danish approach, based on stakeholder dialogue, collaboration and broad consensus, are conclusive. In 2018, Denmark's Organic Action Plan won silver at the UN's Future Policy Award where the action plan was recognized as an effective and innovative organic policy that contributes to the transition to sustainable food and farming systems.

Organic Denmark's unique success in helping to transform the Danish food system results from a combination of factors. First, according to 86 per cent of the survey respondents, the SFS MSM is composed of a wide range of stakeholders, adequately reflecting the diversity of actors that make up the Danish food system. Second, most respondents (71 per cent) believe that representation is balanced between all stakeholders and a large majority (86 per cent) consider the trust built within the mechanism after many years of networking and collaboration to be a key success factor. Finally, the overall level of involvement of the parties is perceived as high or very high by all the survey respondents, and this engagement is mainly motivated by proudly representing their organization (86 per cent), networking (71 per cent), and learning and advocacy (57 per cent).

Central to Organic Denmark's success has been its ability to generate strong political support for organic food policy. All the stakeholders believe that there is strong political commitment and involvement, reflected in the level of government buy-in, including the support of high-level representatives for Organic Denmark.

More than half of the stakeholders (57 per cent) consider that the code of conduct, the rule of law and the agreed principles of good governance are respected within the mechanism. Along the same lines, all stakeholders consider that the meetings are well organized and that communication is transparent, clear and effective. Accordingly, the majority of formal members actively participate in the work of the SFS MSM, and, according to 86 per cent of respondents, the participatory learning processes in place foster the capacity building of its members.

Organic Denmark's strong leadership has been fundamental to its achievements. All respondents indicated that the leadership is receptive to new ideas and encourages all members to participate. In addition, 86 per cent of respondents stated that the leadership reflects the input of the members in the products generated by the SFS MSM, and actively participates



Image credit: Jakub Kapusnak by Unsplash

in welcoming new members. Finally, the majority of respondents (71 per cent) believe that the leadership shares power in terms of decision-making; has a good mechanism for managing conflicts of interest, resolving disagreements and managing power relations; and provides opportunities for members to build leadership skills within the SFS MSM.

A clear, well-defined strategic vision and a good understanding of the overall political and thematic context are other fundamental determinants of Organic Denmark's success. All respondents find that the SFS MSM has well-defined objectives, plans and strategies. They concur that its policy and advocacy priorities are reflected in its overall strategy, and that it understands the overall policy environment related to these priorities. The majority of respondents (86 per cent) recognize that Organic Denmark articulates its mission, vision and goals to its members; that it has basic knowledge of its policy theme; and that the food systems approach is understood by the majority of its members.

The overall perception of the stakeholders is that Organic Denmark has been effective in incorporating the key topics related to sustainable food systems. The majority of respondents (86 per cent) rate as high or very high the level of inclusion of the environmental sustainability component and the food systems approach in the work of the SFS MSM. They also consider that it properly addresses the nutrition and health needs of the most vulnerable. Additionally, the majority of respondents (71 per cent) believe that the SFS MSM has been effective in fostering inclusive and constructive dialogue and promoting collaborative and coordinated action among all food system stakeholders at the same level.

Looking to the future, Organic Denmark's stakeholders contend that the mechanism should address issues related to sustainable food production (100 per cent), food loss and waste (86 per cent) and climate adaptation (71 per cent).

1.3. India: Eat Right India



Image credit: Food Safety and Standards Authority of India (FSSAI)

1.3.1. About Eat Right India

In the Food Safety and Standards Act of 2006,⁶⁷ the Food Safety and Standards Authority of India⁶⁸ (FSSAI) is mandated to work toward ensuring the availability of safe and nutritious food for all inhabitants. The FSSAI has thus embarked on a major effort aimed at transforming the food system in India. One of its most important undertakings was the creation of the Eat Right India movement in July 2018. Under the slogan Right Food for Better Lives (Sahi Bhojan. Behtar Jeevan),⁶⁹ the Eat Right India initiative seeks to improve the health of people in India by adopting a food systems approach that fosters sustainability, in particular by addressing and tackling food practices, food safety and hygiene.

Eat Right India is an institutionalized SFS MSM hosted by the FSSAI. It was launched following a process led by the FSSAI, and externally supported by various government departments and ministries, along with other stakeholders. It is currently led by the Eat Right India Executive Committee.

Eat Right India focuses on three key themes:

Eat Safe: Ensuring personal and environmental hygiene and hygienic and sanitary practices throughout the food supply chain, combating food adulteration, reducing toxins and contaminants in food, and controlling food hazards in manufacturing processes.

Eat Healthy: Promoting diet diversity and balanced diets, eliminating toxic industrial trans fats from food, reducing consumption of salt, sugar and saturated fats, and promoting large-scale fortification of staples to address micronutrient deficiencies.

Eat Sustainable: Promoting local and seasonal foods, preventing food loss and food waste, conserving water in food value chains, reducing the use of chemicals in food production, and promoting the use of safe and sustainable packaging.

The main themes addressed so far have been sustainable diets, food diversification, nutrition and health, food environments, and food safety and quality.

The SFS MSM plays a consultative and advisory role, while at the same time participating in policy formulation processes, managing knowledge of food

⁶⁷<https://fssai.gov.in/cms/food-safety-and-standards-act-2006.php>

⁶⁸The FSSAI was established in 2006 under the Food Safety and Standards Act, which consolidates a number of food-related acts and orders that had been enacted in various ministries and departments. The FSSAI was created to lay down science-based standards for articles of food and to regulate their manufacture, storage, distribution, sale and import to ensure availability of safe and wholesome food for human consumption.

⁶⁹In 2020, the US-based Rockefeller Foundation recognized the Eat Right Initiative in its top 10 finalists for the Food System Vision Prize.

The SFS MSM's geographical scope covers the national and state level; at state level it is led by local governments and state food safety departments. It supports local outreach initiatives by working with local stakeholders, such as industry and consumer associations, academic institutions, and development partners. The movement has adopted the food systems approach as the main conceptual framework for its work.

1.3.2. Structure and governance

Eat Right India brings together about 15-20 primary stakeholders identified from pre-existing multi-stakeholder platforms or coalitions working on various food-related issues. The movement adopts a “whole-of-government” approach⁷⁰, bringing together all food-related mandates from various ministries (e.g. agriculture, health, environment) (see Figure 41).



⁷⁰The whole-of-government approach is one in which public service agencies work across portfolio boundaries, formally and informally, to achieve a shared goal and an integrated government response to particular issues. It aims to achieve policy coherence in order to improve effectiveness and efficiency. This approach is a response to departmentalism that focuses not only on policies but also on programme and project management (WHO, 2015).

National and Sub-National Food Systems Multi-Stakeholder Mechanisms

In addition, since food-related diseases affect all age groups and all sectors of society, it also adopts a whole-of-society approach, bringing together all groups in society (see Figure 42).

A quite broad and diverse pool of food system stakeholders participate in Eat Right India. Figures 43, 44 and 45 show the composition of the SFS MSM

in terms of types of organizations (constituencies), sectors and food systems activities represented. Farmers and their organizations, as well as grassroots community organizations, are not yet directly represented. However, the FSSAI is engaged in consultative discussions with them through the Steering Committee, as they fall within the ambit of the Ministry of Agriculture.



Figure 42. Eat Right India's whole-of-society approach

Source: Eat Right India website⁷¹



Figure 43. Types of organizations (constituencies) represented in Eat Right India (in red)

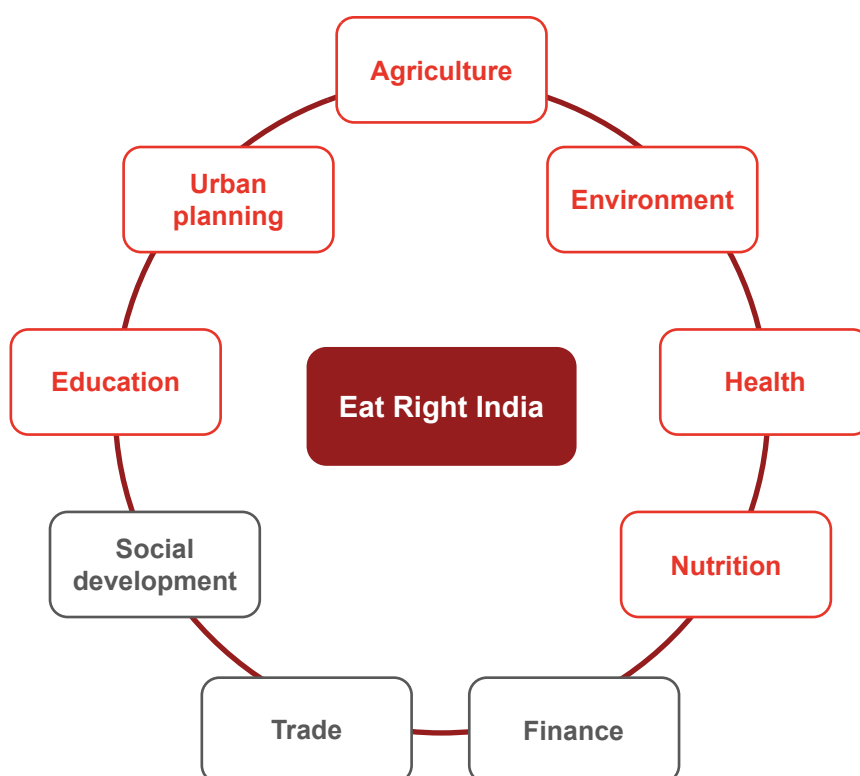


Figure 44. Sectors represented in Eat Right India (in red)



Figure 45. Activities represented in Eat Right India (in red)



Figure 46. Good governance principles practised by Eat Right India (in green)

Governance

The *Eat Right Handbook* is a detailed document that guides Eat Right India's governance and work. An online platform⁷² provides all details related to the execution of various projects under the auspices of Eat Right India. Members apply five main good governance principles, as shown in Figure 46 (on the previous page).

In order to put these principles into practice, Eat Right India has mechanisms in place to capture and take into account all voices, communicate effectively, learn collaboratively, and develop the capacities of its members. Meetings at the Executive Committee level follow a predefined annual calendar and are held once every quarter. Some 83 per cent of the stakeholders surveyed indicated that they attend all meetings; 50 per cent dedicate more than 4 hours a month to the work of the SFS MSM, while the other 50 per cent dedicate 1 to 4 hours. In 83 per cent of the cases, members' participation is sponsored by the organizations they represent. In addition to regular meetings, participants also communicate via emails or calls.

Agendas for meetings are usually suggested by the leadership and agreed upon by consensus. Participants are informed in advance of the topics to be discussed, and all parties have equal participation time during meetings. There are designated roles for note-takers and rapporteurs, and an established mechanism allows members to work collaboratively on the reports resulting from discussions.

1.3.3. Policy formulation and implementation

SFS policy formulation

India does not yet have a comprehensive policy for the promotion of sustainable food systems. Its main policy on food security is the National Food Security Act,⁷³ which ensures access to highly subsidized cereals (rice, wheat and coarse grains) through the Targeted Public Distribution Centre along with a free meal for all children between the ages of 6 months and 14 years.⁷⁴

Eat Right India is aligned to the National Health Policy 2017, which focuses on preventive healthcare, and flagship programmes such as Ayushman Bharat

(National Health Protection Mission),⁷⁵ POSHAN Abhiyaan (PM's Overarching Scheme for Holistic Nourishment),⁷⁶ *Anemia Mukht Bharat* (Anemia Prevalence)⁷⁷ and Swachh Bharat Mission (Clean India Mission).⁷⁸

In 2016, two years before the creation of Eat Right India, the FSSAI was instrumental in implementing the Food Safety and Standards (Food Fortification) Regulations⁷⁹, following a process of consultation with representatives of the food industry, consumer organizations and academia, including nutritionists and medical practitioners. These regulations cover the fortification of five key staples, including wheat flour, rice, milk, edible oil and salt, by adding micronutrients.

Eat Right India has been able to provide food-related inputs to other policy processes and initiatives, such as the Smart Cities Mission, launched by the Prime Minister in 2015 and led by the Ministry of Urban Affairs. This initiative's main objective is to promote cities that provide basic infrastructure, a clean and sustainable environment and provide a decent quality of life for their citizens through the implementation of "smart solutions". In 2021, an EatSmart Cities Challenge⁸⁰ was launched as a competition among Indian cities to recognize their efforts in adopting and scaling up various initiatives under the framework enacted by Eat Right India.

SFS policy implementation

The department leading the implementation of the Eat Right India initiative at state level is the Regulatory Compliance Division of the FSSAI. This unit collaborates with all Indian states by signing memorandums of understanding.

Eat Right India has a budget for implementation, and its role is focused on the execution of activities, project management and communication.

1.3.4. Reported achievements and challenges

Achievements

Stakeholders participating in the survey pointed out that Eat Right India's convening power is its main general

⁷²www.eatrightindia.gov.in

⁷³<https://dfpd.gov.in/nfsa-act.htm>

⁷⁴The National Food Security Act is overseen by the Department of Food and Public Distribution but is implemented by individual states. States are responsible for identifying recipients while the purchase and delivery of cereals is handled by the central government. While there was trouble initially in coordinating all of these tasks, the National Food Security Act has now been implemented and is still running.

⁷⁵<https://www.india.gov.in/spotlight/ayushman-bharat-national-health-protection-mission>

⁷⁶<http://icds-wcd.nic.in/nhm/home.htm>

⁷⁷<https://anemiamukhtbharat.info/>

⁷⁸<https://swachhbharatmission.gov.in/sbmcms/index.htm>

⁷⁹<https://www.fssai.gov.in/upload/advisories/2018/03/5a97968275a36206.pdf>

⁸⁰<https://eatrightindia.gov.in/eatsmartcity/home>



Image credit: Food Safety and Standards Authority of India (FSSAI)

achievement. This has resulted in fruitful collaboration, knowledge generation and exchange, cross-sectoral action, and networking of a variety of professional organizations in the field of food and nutrition. This network continues to grow and work toward a common goal. Stakeholders particularly appreciate the opportunity to collaborate for a cause that moves the whole country, a cause that breaks barriers to contribute to food security issues but also extends to the fields of nutrition, health and the environment.

Some 83 per cent of respondents consider that Eat Right India's main achievement has been its contribution to the formulation of policies, strategies and action plans. This refers mainly to a variety of initiatives spearheaded by Eat Right India aimed at promoting food quality, safety, and adequate food consumption. Additionally, 50 per cent of respondents believe that networking, generating new collaborations and concrete projects, and policy advocacy are also valuable contributions made by Eat Right India.

Moreover, the collaboration generated by the SFS MSM has allowed them to take part in activities related to policy development. An outstanding achievement indicated by stakeholders is the contribution to the adoption of the food fortification policy, leading to discussions around the mandatory fortification of milk and oil, and potentially rice in the future.

Eat Right India has also successfully developed initiatives within which the three principles (Eat Safe, Eat Healthy and Eat Sustainable) can be applied on the ground. For example, it has launched many actions aimed at improving food quality and safety. For instance, in order to promote food safety in food businesses, the FSSAI initiated the Food Safety Training and Certification programme to ensure the presence of a trained and certified food safety supervisor on each food business premises. Additionally, several certification schemes to improve food safety and hygiene standards in restaurants, street food hubs, schools, campuses and workplaces were launched: Clean Street Food Hub, Clean and Fresh Fruit and Vegetable Markets, Eat Right Station and Blissful Hygienic Offering to God for places of worship. The Hygiene Rating Scheme allows consumers to make informed choices in restaurants, catering establishments, sweet shops and meat shops. A mobile food testing van – Food Safety on Wheels – was designed to reach remote areas. Two specific tools were developed to tackle food adulteration: the Food Safety Magic Box and the DART Book. Both can be used in the home to test for adulterants. Large-scale training programmes were also put in place, such as the Eat Right toolkit for frontline health workers.

In terms of consumer awareness and eating behaviour, emphasis has been placed on encouraging healthy

food choices. The FSSAI launched the Aaj Se Thoda Kam (Eat Right) mass awareness campaign to reduce salt, fat and sugar in diets, and Trans-Fat Free India@75 to eliminate trans fats by 2022. The Eat Right@Home, Eat Right@School and Eat Right@Campus campaigns were launched to promote a culture of healthy eating. The campaigns include awareness-raising content and featured well-known personalities, including Virat Kohli, Raj Kumar Rao, Juhi Chawla and Sakshi Tanwar.

Finally, in order to encourage and support responsible food production and consumption to protect the environment, the FSSAI is spearheading initiatives such as Jaivik Bharat (Organic Food from India) to promote organic food; Save Food, Share Food to reduce food waste and promote food donation; Safe and Sustainable Packaging in Food and Beverage Sector to reduce the use of plastics; and Repurpose Used Cooking Oil to encourage the safe and healthy use of cooking oil and to repurpose used cooking oil to make biodiesel, soap or other useful products.

Challenges

Stakeholders who participated in the survey noted that Eat Right India is a relatively new initiative, and thus some areas still need to be strengthened. These include: building trust and motivation among all stakeholders to generate more and better participation; monitoring and evaluating initiatives to report on their results and encourage their scaling up; and strengthening the leadership capacity at sub-national level.

The barriers to the SFS MSM's work identified by 50 per cent of respondents are:

- Inadequacy of the mechanism's representativeness;
- Leadership and governance that is not always conducive to multi-stakeholder work;
- Lack of budget to support participation and collaboration;
- Lack of perceived political support.

1.3.5. Conclusion: Drivers of success for Eat Right India

Although the country does not yet have a holistic policy to promote sustainable and healthy food systems, Eat Right India promotes several programmes working in this direction at various levels, from production to consumption. It does so by mobilizing stakeholder collaboration on food policy-related and technical work, mainly through capacity building and empowerment approaches. It focuses on scaling up to the national level a wide range of key successful initiatives aimed at

promoting safe, healthy and sustainable food demand and supply. Supply-side interventions are aimed primarily at building the capacity of food businesses to promote self-compliance, and demand-side initiatives aim to motivate consumers to demand safe and healthy food by encouraging good food practices and habits.

The whole-of-government and whole-of-society approaches underpin the FSSAI's role as an "enabler and reformer" (as well as "implementer") that can build a positive, collaborative and inclusive environment to foster a sustainable food system in India. Inspired by Mahatma Gandhi's legacy, Eat Right India aims to mobilize the nation toward a single goal: ensuring that all citizens eat healthy and safe food, produced in a sustainable manner.

Eat Right India owes its current success to several factors, as noted in the stakeholder survey. First, participation is reported to be high. Second, all respondents believe that the mechanism adequately reflects the diversity of stakeholders in the food system, and 83 per cent consider that there is balanced representation of the different stakeholders. Finally, more than half of the respondents (67 per cent) believe that one of the strongest drivers of collaboration is the trust built up over many years of networking and collaboration.

Another factor that has been fundamental for the success and positioning of Eat Right India is the high level of involvement perceived by all the stakeholder survey participants. Among the main motivations mentioned by the participants for their involvement in the work of the mechanism are: proudly representing the organization they belong to and learning (both selected by 67 per cent of respondents) and having up-to-date information on issues related to food in India (half of the respondents).

The high level of government buy-in, including the support of high-level representatives, is considered an essential ingredient for the performance of the SFS MSM (all survey participants rated both as high or very high). Respondents to the survey also believe that the governance mechanisms that Eat Right India has put in place are very good. On this subject, all stakeholders believe that the SFS MSM respects the code of conduct, the rule of law and agreed principles of good governance. They also all agree that meetings are well organized, the majority of members actively participate in the work of the SFS MSM, communication is transparent, clear and effective, and participatory learning processes are conducive to the capacity building of the stakeholders involved.

Undoubtedly, much of Eat Right India's success comes from the FSSAI's strong and effective leadership. All respondents agree that the leadership

shares power with stakeholders in decision-making, is receptive to new ideas, reflects members' input in documents or products generated by Eat Right India, actively participates in welcoming new members, and encourages all stakeholders to participate. A high percentage (83 per cent) also feel that the leadership has a good mechanism in place for resolving disagreements, managing conflicts of interest and managing power relations, and that it provides opportunities for members to build leadership skills within the mechanism. Overall, all respondents consider the leadership and governance of the SFS MSM to be appropriate.

According to all participants in the stakeholder survey, it has been fundamental that the mechanism has included well-defined policy priorities in its overall strategy and that it has an adequate understanding of the overall policy environment in which it operates. They also all concur that Eat Right India's vision, mission and goals are articulated among its members and it has basic knowledge of its policy area. In addition, the majority of respondents (83 per cent) believe that the food systems approach is understood by most of the stakeholders in the SFS MSM. Moreover, they all indicate that the SFS MSM has been highly effective in including the environmental sustainability component and the food systems approach in its work. They all consider that Eat Right

India is adequately focused on meeting the health and nutrition needs of the most vulnerable, and that it has had a high capacity to support effective decisions and interventions in the context of COVID-19. The FSSAI has taken many steps to ensure that food supply chains are not disrupted, and that regulatory compliance requirements are not an impediment to the operation of any food business.⁸¹ For example, food manufacturers now have the authorization to increase or upgrade their capacity, provided they have a valid receipt proving that they have applied online to the FSSAI for the necessary licence or registration and that they have paid the relevant fee via the Food Safety Compliance System (FoSCoS). This allows them to immediately expand production facilities without having to wait for regulatory approval.

Finally, the majority of respondents (83 per cent) perceive that Eat Right India has been highly or very highly effective in fostering inclusive and constructive dialogue and promoting collaborative and coordinated action among all stakeholders in the food system.

Looking forward, stakeholders believe that priorities should stay strategically focused on consumer awareness and education (100 per cent of participants), food safety and quality, food loss and waste, and sustainable food production (all three selected by 83 per cent of stakeholders).



Image credit: Food Safety and Standards Authority of India (FSSAI)

⁸¹https://www.fssai.gov.in/upload/press_release/2021/04/607ef8c7c1b04Press_Release_Facilitate_Food_Business_20_04_2021.pdf

2. Presenting the seven cases selected at sub-national level



Image credit: Szepei by Shutterstock

At sub-national level in Europe and North America, many MSMs are linked to the development and implementation of a holistic sustainable food systems policy. These groups are generally known as food policy councils (FPCs), but they also go by other names.

In contrast, such MSMs are difficult to find in the Global South. There are some cities leading the way in Latin America, but they are still at an early stage. Examples include La Paz, Quito, Lima and Medellín.

Some SFS MSMs are currently being formed in Asia and Oceania, and some of them are already engaged in the assessment of food systems and the definition of priority topics and actions. Examples include Surabaya and Melbourne.

In the case of African cities and towns, several SFS MSMs are promoted and supported by various international organizations and cooperation projects (with technical and financial support from organizations such as FAO, Rikolto, Hivos, Biovision, RUAF, the Alliance of Bioversity International and CIAT). Levels of local ownership, government involvement and concrete achievements vary, depending on the mechanism.

The following section presents a summary of the seven SFS MSMs selected at sub-national level: London, Ghent, Los Angeles, Montreal, Quito, La Paz and Antananarivo. The most relevant features are compiled from a literature review and the results from both surveys.

2.1. Ghent (Belgium): Gent en Garde Food Policy Council



Image credit: Lieta Goethijn, City of Ghent's Food Policy Coordinator

2.1.1. About the Gent en Garde Food Policy Council

The Gent en Garde Food Policy Council (Gent en Garde FPC) was established in 2013 as a result of a mobilization of actors following the launch of the Gent en Garde food policy. The intervention areas and concrete actions included in this policy range from the promotion of local food products to the promotion of citizen empowerment to transform the city's food system.

Although not formally institutionalized, the Gent en Garde FPC is an MSM that enjoys the full support of public authorities. The city government led the creation of the FPC with the support of the Green Party,⁸² a social-green coalition advocating for local and sustainable food production and urban agriculture in its political plans. The process took less than four years. Today, the city of Ghent still plays the leading role in the SFS MSM, but its driving force lies in a collaborative approach. The FPC acts as a sounding board for the city's food policy, issuing recommendations on new or existing projects, proposing new ideas, discussing the city's strategic vision and serving as an important

ambassador to help promote the city's vision of sustainable food production and consumption.

The FPC plays a strong role in lobbying and advocacy, mainly at national, sub-national and city levels. It does so by fostering knowledge sharing on food systems and by conducting targeted advocacy activities at the administrative, institutional and legislative levels. To date, it has focused primarily on the topics of local food production (peri-urban agriculture), sustainable diets, food diversification, food environments and food loss and waste.

Its geographic scope of action is the city level. Its work is guided by its own framework, based on the food systems approach, presented in the Gent en Garde food policy document.

The FPC's budget amounts to approximately EUR 85,000 a year. This amount comes from public funds, on top of the city budget for food policy and food-related actions. It is spent exclusively on the SFS SMS. About EUR 60,000 are spent on innovative projects, while the rest is used to cover meeting logistics, communication and events.

⁸²<https://europeangreens.eu/countries/belgium>

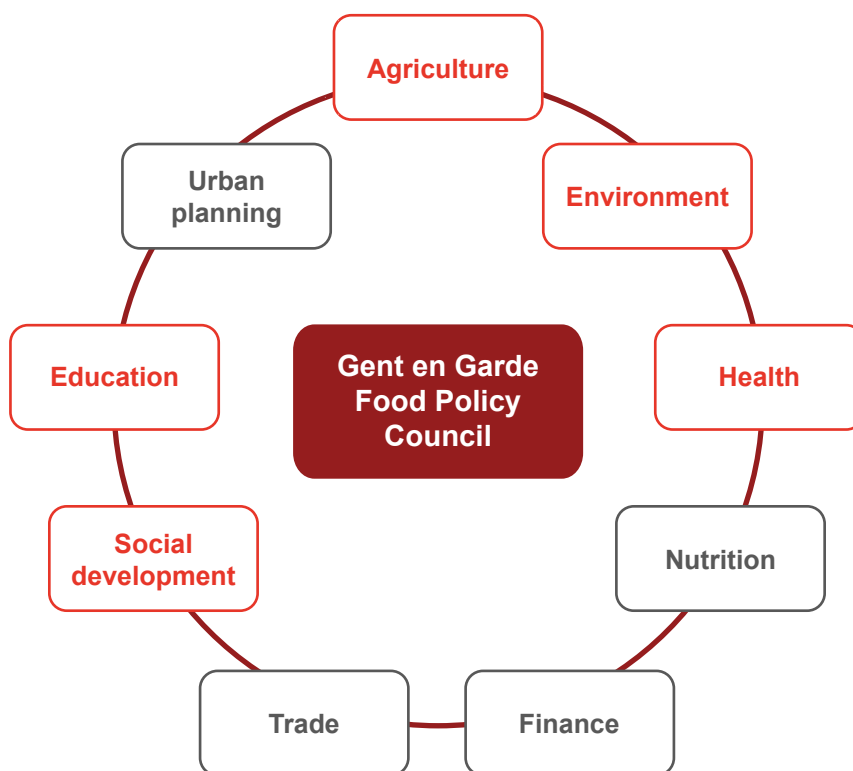


Figure 48. Sectors represented in the Gent en Garde FPC (in red)

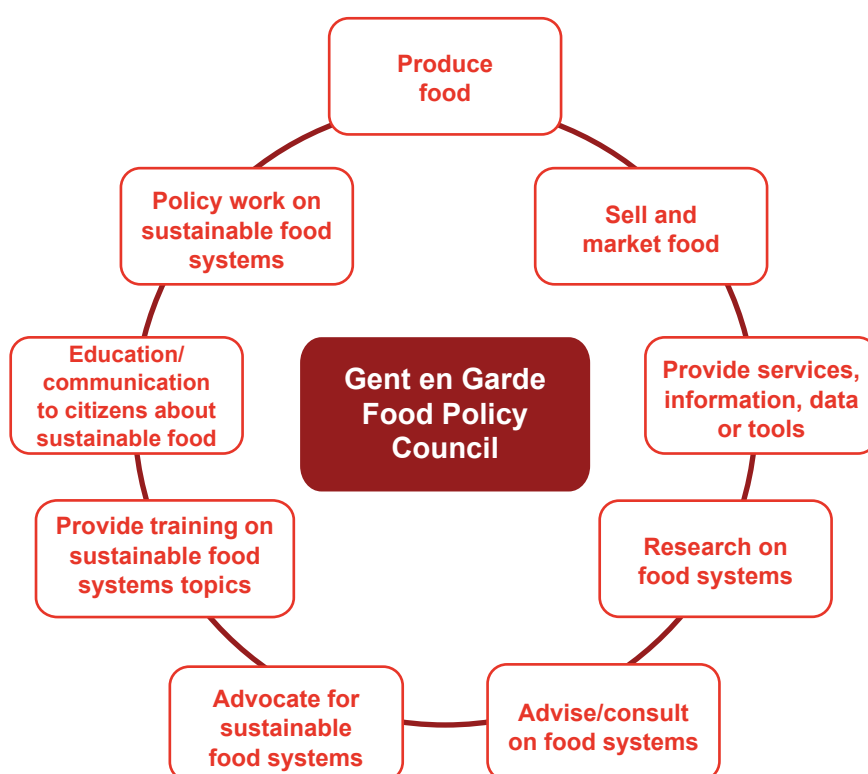


Figure 49. Activities represented in the Gent en Garde FPC (in red)

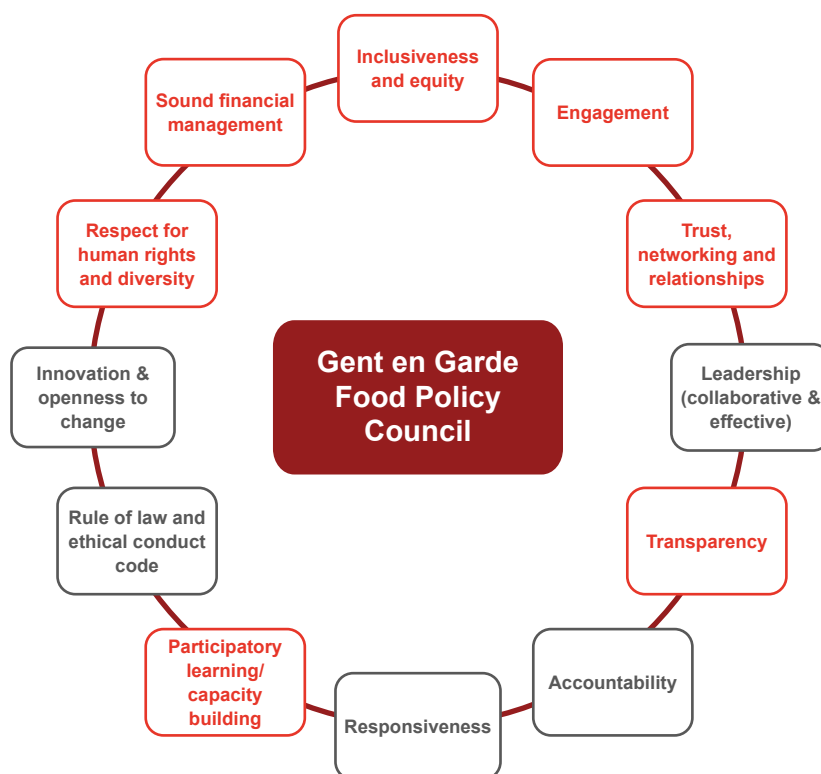


Figure 50. Good governance principles practised by the Gent en Garde FPC (in red)

In addition to regular meetings, participants also communicate regularly through emails, discussions and written consultations, for example.

2.1.3. Policy formulation and implementation

SFS policy formulation

The city of Ghent is a frontrunner in the promotion of sustainable food systems with a strong environmental focus. According to Forster et al (2015), its policy emerged in response to the social demand to reduce the impact of food on the environment.

Thanks to the holistic approach adopted by the Gent en Garde FPC, the city of Ghent is championing local, sustainable and tasty food. The aim is to achieve “green wins” all along the local food chain: from production, processing and distribution to consumption and waste management. When formulating the policy, trade-offs and agreements were addressed by finding common ground between positions through dialogue.

The agenda reflects the priorities of the local government and has been influenced by the interests of the stakeholders with the largest representation. The policy includes five strategic goals to chart the way toward a sustainable food system. The goals were agreed upon after several rounds of discussions among

stakeholders, after which the municipal administration’s input was added and political consensus was reached. These goals are:

- A shorter, more visible food chain;
- More sustainable food production and consumption;
- More social added value in food initiatives;
- The reduction of food waste;
- The optimum reuse of food waste as raw materials (Gent en Garde FPC, 2016).

Within the framework of the FPC, a core team was set up to fine-tune the global objectives of Gent en Garde and to translate them into strategic objectives and concrete operational goals. It is through this team that the Gent en Garde FPC assumed greater leadership of the city’s food policy, building a vision regarding the use of public agricultural land. The FPC has also made food-related contributions to the Ghent Climate Plan.

SFS policy implementation

The Climate and Environment Department of the city of Ghent is currently the entity responsible for the implementation of Gent en Garde, and it has a budget earmarked for this purpose. This department coordinates implementation with other units, sharing information and lessons learned, through direct cooperation and through formal and informal

coordination at political level. The different departments contribute with their work and budgets to the goals of the food strategy.

The Gent en Garde FPC is actively engaged in the implementation process via a number of thematic working groups where members of the FPC are represented and work with experts on specific themes. The SFS MSM currently works with flexible groups that are limited in time. Agricultural land, protein transition and the updating of the FPC's operational goals are the issues currently being addressed by working groups. In sum, the FPC is involved in the execution, monitoring, evaluation and communication of activities during implementation.

2.1.4. Reported achievements and challenges

Achievements

The Gent en Garde FPC is a frontrunner and an outstanding example of a successful SFS MSM in Europe and worldwide. Its achievements are many and, according to UNFCCC (2020), these are due to a variety of tailored interventions.

- Gent en Garde has strong communication tools. Its online platform has already reached 20,439 individuals, and the map on the platform lists over 1,000 local initiatives. Its Facebook group has 1,828 members who actively participate.
- Since 2014, over 42 schools have received training in how to develop community garden beds on their campus; 240 parents and teachers have participated in these workshops.
- Another initiative – Veggie Day – has significantly changed the eating habits of local residents. Some 7 per cent of residents in Ghent are currently vegetarian, compared with a Belgian average of 2.3 per cent. Ghent was the first city in the world to introduce a vegetarian day.
- Local food availability has been increased through the establishment of suburban farmers markets and a new logistics platform for professional buyers. This platform facilitates fair and transparent short food supply chains between various local stakeholders. In the short term, it is estimated that this shorter food supply chain will cut emissions by 35.8 per cent compared with conventional food supply chains; this



Image credit: Lieta Goethijn, City of Ghent's Food policy coordinator

figure is expected to rise to 79 per cent in the longer term. This would represent a reduction in emissions of around 72.9 tonnes of CO₂ equivalent per year in the short term, and 482 tonnes in the longer term.⁸³

- The Foodsavers project⁸⁴ has redistributed over 2,000 tonnes of food to those in need. It is estimated that this redistribution of food has saved around 2,540 tonnes of CO₂ emissions, while also playing an important role in alleviating poverty. The project also provides employment to local residents who have trouble finding jobs in the regular labour market, and enables better access to healthy food for those in need. It focuses on providing food that is both fresh and sustainable (70 per cent of all the redistributed food consists of fruit and vegetables from the wholesale market and distribution centres of retailers). This food is distributed through 106 food banks, social restaurants and social supermarkets. In total, 57,000 people in need (more than 20 per cent of Ghent's population) received meals or food baskets between 2019 and 2021.
- The school meals initiative brings healthy and sustainable food to all children in the city schools. Around 10 per cent of EUR 1 school meals are given to those who need financial support, providing Ghent's youngest residents with access to healthy and nutritious food.

Stakeholders identified the organization of local food-related projects through sponsorship or grants and the mobilization of stakeholders as the FPC's main concrete achievements, leading to meaningful outcomes. Additionally, 83 per cent of respondents believe that the SFS MSM has been instrumental in fostering networking and the sharing of valuable information between food stakeholders; 63 per cent of respondents are of the view that it has contributed to policy formulation, and 50 per cent believe that it has supported the emergence of new collaborations and concrete projects.

Challenges

Half of the stakeholders surveyed pointed to the difficulty of reaching agreements in the face of conflicting agendas and interests as the main barrier to the Gent en Garde FPC's work. This is consistent with the fact that only half of the respondents consider that the FPC has a good mechanism for managing conflicts of interest and power relations (38 per cent) and for resolving disagreements (25 per cent). Very few

participants (25 per cent) reported that the structure and processes used are conducive to the equitable representation and participation of all members. Additionally, only half of the respondents believe that the mechanism's participatory learning processes are conducive to the capacity building of its members.

Regarding the FPC's response to COVID-19 food-related challenges, the Gent en Garde FPC organized a dedicated council meeting as soon as the pandemic hit, taking stock of the main effects and challenges. One of its conclusions was that the price shocks caused by the COVID-19 crisis affected some producers more than others, as those who had diversified to short supply chains were often better off. Based on this realization, the FPC decided to focus on short chain projects for its annual call for projects. However, in the stakeholder survey, respondents pointed to a perceived lack of capacity on the part of the SFS MSM to support effective decisions and interventions in the context of COVID-19: only 25 per cent of respondents considered the SFS MSM's response to the pandemic to be highly or very highly effective.

Finally, a limited number of respondents indicated challenges related to:

- The lack of concrete projects that are jointly undertaken by stakeholders;
- The low leverage or influence of decision-makers;
- The temporary unavailability of a facilitator due to delays in the preparation of the new contract.

2.1.5. Conclusion: Drivers of success for the Gent en Garde FPC

Ghent is one of the pioneering cities in Europe when it comes to incorporating environmental considerations into food issues. It was the first city in the Flanders region and one of the first European cities to launch its own sustainable food policy. According to the Ghent Climate Plan, the city aims to become climate-neutral by 2050,⁸⁵ reinforcing its climate change commitment by being the first city in Flanders to sign the Covenant of Mayors⁸⁶ in 2009.

The city's vision and ambitious plans began with the launch of the Gent en Garde food strategy, followed by the consolidation of the Gent en Garde Food Policy Council, and culminating with the signing of the Milan

⁸³<https://unfccc.int/climate-action/momentum-for-change/planetary-health/ghent-en-garde>

⁸⁴<https://foodsavers.be/2017/gent/>

⁸⁵Every year, the Flemish Institute for Technological Research (VITO) provides the basic data concerning Ghent's CO₂ emissions, which is supplemented with local data sources.

⁸⁶<https://www.covenantofmayors.eu/about/covenant-community/signatories.html>

Urban Food Policy Pact (MUFPP) in 2015.⁸⁷ In addition, Ghent is a dynamic member of the RUAF Global Partnership, an active participant in the Eurocities' working group on food, a member of the Global Lead City Network on Sustainable Procurement, coordinated by ICLEI, and a partner in the Food Smart Cities for Development project.⁸⁸

Gent en Garde has successfully set an example in Belgium and other European countries in terms of local sustainable food policy. The city regularly shares the approaches and lessons learned from its food initiatives with other Belgian cities, as well as with cities around the world.

According to the stakeholder survey, the success achieved by the Gent en Garde FPC can be credited to a number of factors.

First, an important aspect highlighted by the majority (63 per cent) of respondents is the diversity of members that make up the FPC. This inclusiveness has enabled networking and collaboration, which has favoured the building of trust among its members, as indicated by 75 per cent of respondents. However, only half of them consider that the structure and processes of the SFS MSM enable the equitable representation and participation of all members.

Second, the level of involvement of all parties has been fundamental to the Gent en Garde FPC's tangible achievements. In this regard, all respondents consider the involvement of the parties to be medium to high. The most engaged stakeholder group is the public sector (75 per cent of respondents consider the public sector to have a medium to high level of engagement), followed by the private sector and civil society (63 per cent) and farmers (50 per cent). The members' main motivations for participating in the FPC are to keep up to date and informed about food issues in the city, to network (both selected by 88 per cent of the participants) and to proudly represent the organization to which they belong (75 per cent).

Third, the level of government endorsement and support from high-level representatives is perceived as medium to high by 75 per cent of the survey participants.

Another important aspect contributing to the FPC's success is that the governance principles agreed upon by Gent en Garde FPC stakeholders are respected, according to the vast majority of survey participants (88 per cent). Additionally, all stakeholders believe that the FPC's communication is transparent, clear and effective, and 75 per cent consider that the meetings



Image credit: Lieta Goethijn, City of Ghent's Food policy coordinator

⁸⁷<http://www.milanurbanfoodpolicypact.org/ghent/>

⁸⁸<https://www.rikolto.org/en/news/food-smart-cities-development-ghent-seminar>

are well organized and that most formal members actively participate in the work of the SFS MSM.

Good leadership practices have certainly underpinned the Gent en Garde FPC's achievements. This is reflected in the high percentage of respondents (88 per cent) who believe that the leadership shares power in decision-making, actively participates in welcoming new members, adequately reflects the input of all stakeholders in the products of the SFS MSM, and is receptive to new ideas. A lower percentage of stakeholders (63 per cent) believe that the leadership encourages all members to participate.

The majority of respondents (88 per cent) concur that the FPC identifies and articulates its vision, mission and goals among its members and that the food systems approach to policy formulation and implementation is understood by the majority of stakeholders. In addition, most participants (75 per cent) feel that the mechanism understands the overall policy environment related to its priorities and that it has

well-defined policy priorities, either as part of a food plan or as an overall strategy (according to 63 per cent of respondents).

All respondents indicated that the FPC has been effective in including the sustainability component in its work, which has been essential in guiding their strategies. Furthermore, 88 per cent consider the way in which the Gent en Garde FPC includes the food systems approach and meets the health and nutrition needs of the most vulnerable to be effective. In addition, the majority believe that the mechanism fosters inclusive and constructive dialogue (75 per cent of respondents) and promotes collaborative and coordinated action between all food system stakeholders (63 per cent of respondents).

Looking to the future, 75 per cent of the stakeholders who participated in the survey agreed that the two priority issues to be addressed should be consumer awareness and education, and sustainable food production.

2.2. London (UK): London Food Board (LFB)



Image credit: GLA/Caroline Teo

2.2.1. About the London Food Board

The London Food Board (LFB) was created in 2004. It was championed and established by the first Mayor of London, Ken Livingstone, who convened several independent food-related organizations and experts from all over London with the primary objective of advising the mayor and the Greater London Authority (GLA) Food Team on the food issues affecting Londoners. These organizations and experts were also requested to participate in policy formulation processes by sharing their knowledge and expertise to help shape the London Food Strategy. The LFB is a formally institutionalized SFS MSM hosted by the GLA, which also occupies the leadership role. The process leading to its set-up took less than one year.

The LFB's objectives are focused on three main themes:

- Implementation of the London Food Strategy;
- Citywide food issues and the development of a better food system for all Londoners;
- The London Food Programme.

To date, the LFB has prioritized and addressed issues related to (but not limited to) food security and poverty, local food production, (peri-)urban agriculture, nutrition and health.

Its geographical scope of action is the city level, but it also has established connections with networks at the international, national, sub-national and borough level for policy implementation. For instance, the LFB connects with London local authorities, the Sustainable Food Places network and the C40 Cities Food Systems Network, among others. It takes the London Food Strategy as the main framework to guide its work.

The LFB relies on a minimal budget from the GLA. This budget is used to cover the costs of meeting logistics, activities to foster learning exchange, and also to launch new projects.

2.2.2. Structure and governance

Structure

The London Food Board comprises 18 members who advise the Mayor of London and the GLA. The participating stakeholders are selected following a recruitment process (including interviews). They are then appointed by the mayor, based upon recommendations by the GLA food team and relevant members of the Mayor's Office. A small number of co-opted organizations from key sectors are represented on the LFB.

Figures 51, 52 and 53 illustrate the representativeness and inclusiveness of the LFB, showing the diversity of participating stakeholders in terms of types of organizations (constituencies), sectors and food systems activities represented.

Governance

The LFB has a written document that describes its strategic direction and governance principles, which have been agreed upon by all parties and are depicted in Figure 54.



Figure 51. Types of organizations (constituencies) represented on the London Food Board (in red)

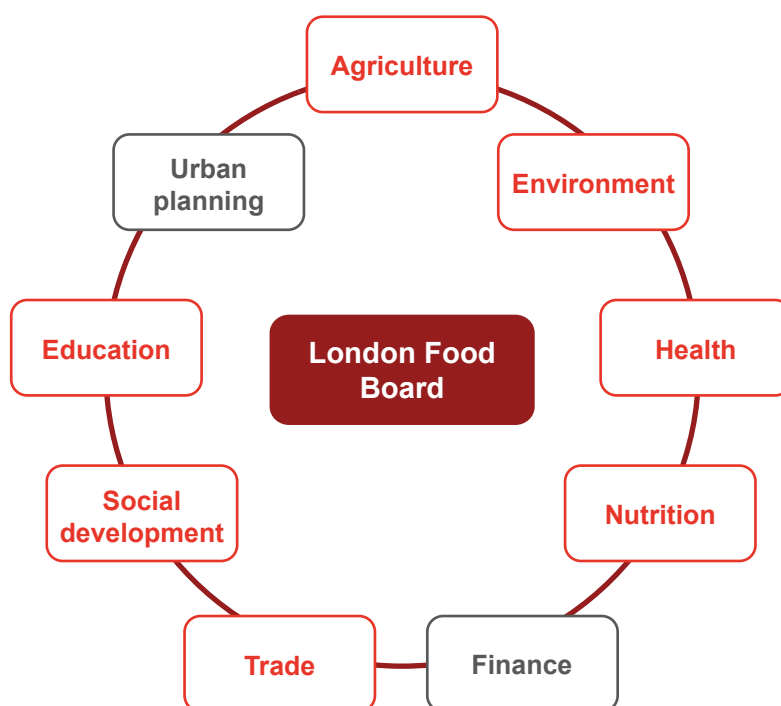


Figure 52. Sectors represented on the London Food Board (in red)

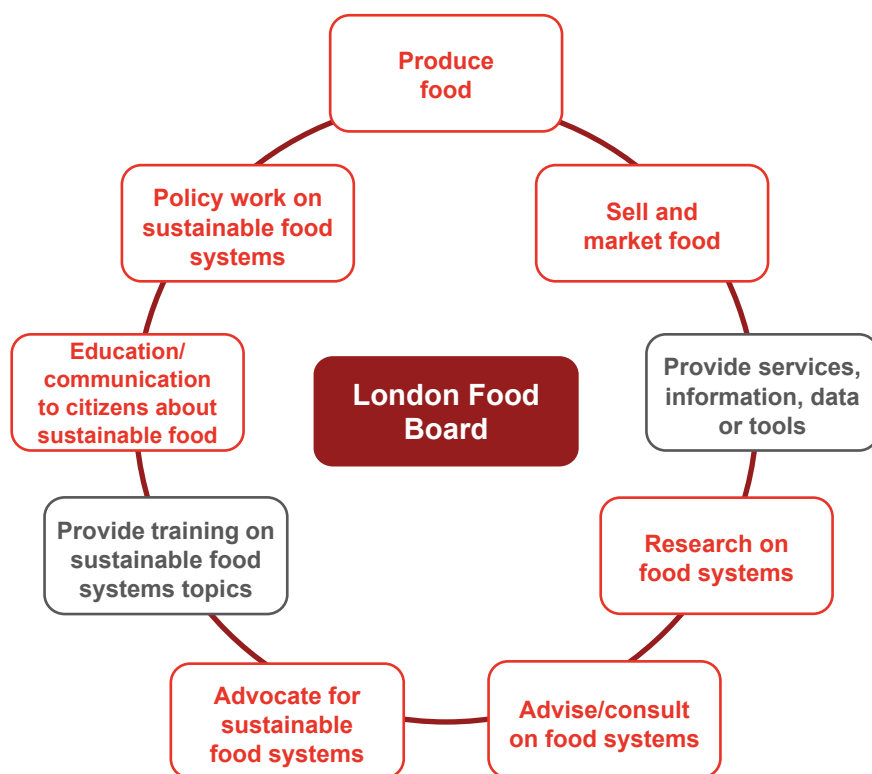


Figure 53. Activities represented on the London Food Board (in red)

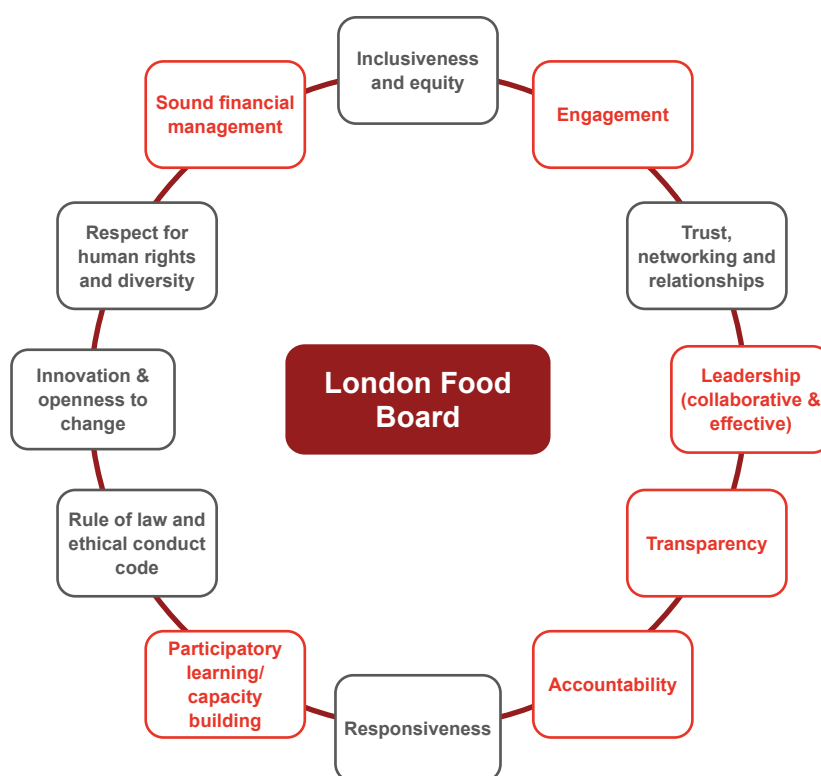


Figure 54. Good governance principles practised by the London Food Board (in red)

The LFB has internal procedures to put these principles into practice, such as established mechanisms for managing conflicts of interest, capturing and taking into account all voices, ensuring effective communication, building consensus, learning collaboratively, and building capacity.

The SFS MSM usually holds quarterly scheduled meetings, and 60 per cent of the stakeholders surveyed indicated that they attend all meetings; 40 per cent dedicate more than 4 hours a month to the work of the SFS MSM, while the other 60 per cent dedicate 1 to 4 hours. In 60 per cent of the cases, members' participation is sponsored by the organizations they represent. The latter is usually in charge of setting the agenda, prioritizing urgent issues. Prior to each session, the purpose, topics and questions to be addressed are clearly defined so that stakeholders are informed prior to the meeting. A designated facilitator ensures a constructive and inclusive dialogue, and note-takers and rapporteurs are designated to take the minutes. The LFB has a mechanism to work collaboratively and include comments in the minutes.

The LFB also fosters participation through the Boroughs Food Group;⁸⁹ all London boroughs are invited to participate in this group. It meets quarterly (during the COVID-19 pandemic, it met fortnightly or monthly) and involves key partners representing London local authorities, national agencies and third sector organizations. LFB officers provide secretariat support to help local authorities and external partners share best practices. They support discussions on working together to address the issues facing London's food system, from childhood obesity and food waste to improving access to healthy and sustainable food, especially for disadvantaged communities. In addition to regular meetings and engagement with the Boroughs Food Group, participants also communicate periodically through emails, calls and other means.

2.2.3. Policy formulation and implementation

SFS policy formulation

The LFB conducted a joint assessment of the city's food system using a systemic approach, which provided a detailed understanding of existing challenges. This diagnosis included mappings of food systems actors and food-related policies. It provided

an overview of the potential levers for greater collective action and policy development.

In 2006, the GLA food team developed the London Food Strategy⁹⁰ in collaboration with the LFB on behalf of the mayor of London; a second London Food Strategy was developed in 2018. The 2006 strategy was formulated following a consultation process that gathered feedback from the general public and organizations on the draft document. This strategy proposed an overall vision for London's "food infrastructure" up to 2016. It had five main objectives, including actions to improve the health of Londoners through a better diet, and focused on increasing the choice, availability and quality of food for all, especially the most disadvantaged populations.

Similarly, the 2018 London Food Strategy had a very thorough consultation process during which a draft version of the strategy was published over an eight-week period; almost 150 organizations and thousands of members of the public provided feedback. This open consultation also comprised surveys, focus groups and the GLA Talk London platform.⁹¹ The final version of the London Food Strategy took into account all the responses and was successfully integrated into the mayor's range of strategies.⁹² The priorities and commitments of the strategy are mutually reinforcing.

In addition to the open consultation, the 2018 London Food Strategy took into consideration a preliminary diagnosis of the food system as well as input from international cooperation. The policy document proposes a series of actions to improve food in a wide range of areas, including maternity and early years, education, business, community and leisure, public environments, public institutions, community gardens and urban agriculture, at work, at home, and eating out. It also seeks to ensure that policies and commitments to action are integrated at all levels.

The London Food Strategy focuses on promoting "good food", defined in the policy document as healthy and nutritious food for all cultures and needs; food that is fair, inclusive and sustainable; skilled and profitable; planet-friendly and humane, sustainably produced; safe and celebrated (GLA, 2018). The policy aims to tackle three major food-related problems in London: child obesity, Londoners' reliance on food banks and global greenhouse gas emissions from food production,

⁸⁹A subgroup of the London Food Board consisting of over 200 members with representatives covering a range of disciplines including public health, economic development, education and environmental health. Each meeting is attended by an average of 50 representatives from approximately 20 different municipalities and other key external partners.

⁹⁰<http://moderngov.southwark.gov.uk/documents/s4231/London%20Food%20Strategy%20-%20Summary.pdf>

⁹¹<https://www.london.gov.uk/talk-london/>

⁹²These strategies include the draft New London Plan, the London Health Inequalities Strategy, the mayor's Economic Development Strategy, the London Environment Strategy, the mayor's Transport Strategy, the Culture for All Londoners Strategy, the mayor's Skills for Londoners Strategy, the mayor's Vision for a Diverse and Inclusive City, a Tourism Vision for London, and a Vision for London as a 24-Hour City.

contributing to London's poor air quality. It defines concrete actions for each food environment in which Londoners get their food.

- **Good food at home and reducing food insecurity:** Promoting the London Living Wage,⁹³ ensuring that children from low-income families have access to healthy food during school holidays and developing long-term solutions to household food insecurity.
- **Good food economy, shopping and eating out:** Promoting the role that food can play in making streets healthy places, with more healthy food options and good food businesses. There is a particular focus on advertising restrictions on foods and non-alcoholic drinks that are high in fat, sugar and salt, and the development of a range of schemes to promote values-driven food businesses and social enterprises.
- **Good food in community settings and public institutions:** Through better food procurement, small businesses and local producers can help people eat healthier food with better animal welfare and environmental standards.
- **Good food for pregnancy and childhood:** Citywide action to reduce child obesity and related inequalities, for instance by reducing children's

exposure to junk food including by restricting advertising. This topic also includes improving London children's health and supporting healthier habits through the Healthy Schools London and Healthy Early Years London programmes; the latter includes actions to promote breastfeeding.

- **Good food growing, community gardens and urban farming:** Supporting food growing in community gardens, allotments, schools, urban farms and other spaces in London. This has many environmental benefits. This includes adding to London's green infrastructure and providing habitat for London's biodiversity. Urban farming and food growing projects also help to create social enterprises that boost local economies and provide jobs, volunteering opportunities, training and apprenticeships.
- **Good food for the environment:** This includes actions on the production, distribution, transport and consumption sides. It also includes actions to address food waste.

In addition to the London Food Strategy, the LFB has also provided input to other statutory and non-statutory City Hall strategies, such as the London Environment Strategy, the London Spatial Development Strategy, (commonly as known the London Plan) and others.



Image credit: GLA/Caroline Teo

⁹³The London Living Wage is an hourly rate calculated according to the basic cost of living by the Living Wage Foundation (currently GBP 10.20 (EUR 11.99) per hour). As accredited Living Wage employers, councils can help to ensure that staff employed and contracted by the local authority do not experience in-work poverty.

SFS policy implementation

The implementation of the London Food Strategy is led by the GLA food team on behalf of the mayor. His Implementation Plan⁹⁴ sets out the actions to be taken and supported between 2018 and 2023 to help achieve the strategy's objectives. The plan includes timelines and a series of indicators that will be used to measure and report on progress across London. The LFB has a communications role and provides advice on the strategy's implementation efforts. Sustain⁹⁵ and the London Food Link network⁹⁶ are the London Food Board members overseeing the implementation of the London Food Strategy.

The LFB also advises the GLA on the implementation of the London Food Programme. A small team of GLA officers lead the delivery of this programme, which sits within the Communities and Social Policy Unit. The programme works with private, public and third sector partners, developing and delivering projects that use good food to improve the quality of life of Londoners.

The implementation of the London Food Strategy is supported through the London Food Programme, and colleagues from the GLA health, planning, environment⁹⁷ and volunteering teams work closely together. This ensures that the programme complements the work being done across the city. The LFB and GLA is a member, and Silver Award winner, of the Sustainable Food Places network (previously the Sustainable Food Cities Network),⁹⁸ which connects the work of food partnerships across the UK to address the social, economic and environmental challenges of their food systems.

2.2.4. Reported achievements and challenges

Achievements

According to the stakeholder survey, the LFB's main achievement has been its contribution to the formulation of policies, in particular the London Food Strategy, and the contribution it has made to the promotion of these policies (indicated by 80 per cent

of respondents). In addition, respondents mentioned the successful mainstreaming of the topic of food into broader policy-making processes.

The LFB can be credited with putting in place pioneering strategies focused on reducing childhood obesity.⁹⁹ These actions have targeted reducing children's exposure to junk food by restricting advertising and assisting boroughs in developing plans to promote the marketing of high-quality and nutritious food. In addition, proposals have been put forward to restrict the opening of new take-away food outlets within 400 metres of schools. In addition, the Healthier Catering Commitment¹⁰⁰ aims to help food outlets make simple changes to sell healthier food.

Some of the stakeholders surveyed indicated that by working with the LFB, they have benefited from networking, learning and access to innovative ideas and partnerships. They have also recognized the importance of the role markets play in the food supply chain. In addition, they appreciate having a platform to engage and collaborate with locally, and having the opportunity to influence the GLA's thinking and collective voice.

Since 2011, the London Food Link, supported by the London Food Programme and the LFB, has published the annual Good Food for London report.¹⁰¹ This report outlines important achievements. Some of the main ones are listed below.

- More local councils are committed to the Local Government Declaration on Sugar Reduction and Healthier Food¹⁰² and the SUGAR SMART¹⁰³ complementary campaign, focused on tackling excessive sugar consumption through actions across 10 sectors. These range from reducing sugary drinks for sale in restaurants and retail to organizing public awareness campaigns. In 2018, 10 councils signed the Local Government Declaration and 12 are running SUGAR SMART campaigns. Additionally, 7 councils are in the process of signing and/or setting up a campaign.

⁹⁴https://www.london.gov.uk/sites/default/files/implementation_plan_2018-2023.pdf

⁹⁵Sustain is a powerful alliance of organizations and communities working together for a better system of food, farming and fishing, and cultivating the movement for change. <https://www.sustainweb.org/about/>

⁹⁶London Food Link was created in 2002 as an umbrella for all Sustain initiatives in London, seeking to influence local government policy, providing practical training on food growing, organizing sessions for public sector suppliers, creating guidance for independent restaurants and food producers, running public awareness campaigns, and joining the dots between people around specific food issues. London Food Link's network of partners is open to all who grow, produce, teach, sell, promote and simply enjoy good food in London. <https://www.sustainweb.org/londonfoodlink/policy/>

⁹⁷<https://www.london.gov.uk/what-we-do/environment>

⁹⁸<https://www.sustainablefoodplaces.org/>

⁹⁹<https://www.london.gov.uk/what-we-do/health/londons-child-obesity-taskforce>

¹⁰⁰<https://healthiercateringcommitment.co.uk/>

¹⁰¹<https://www.sustainweb.org/gffi/>

¹⁰²The aim of the Local Government Declaration on Sugar Reduction and Healthier Food is to achieve a council-led commitment to improve the availability of healthier food and to reduce the availability and promotion of unhealthy food, particularly foods and drinks that are high in sugar. https://www.barnet.gov.uk/sites/default/files/barnet_boroughdeclarationsfinal.pdf

¹⁰³<https://www.sugarsmartuk.org/>

- Capital Growth¹⁰⁴ is London's largest food growing network. A total of 31 councils are actively involved, and the network has supported over 2,900 growing spaces across all 33 boroughs since it was launched in 2008. The Capital Growth network has engaged over 150,000 volunteers in growing food and recorded a harvest of over a million portions of fruit and vegetables with an estimated value of GBP 600,000 (EUR 705,543).¹⁰⁵
- More councils are London Living Wage Friendly Funders, and six boroughs have received top marks for being accredited London Living Wage employers or Friendly Funders and for promoting the scheme locally.
- In catering, many boroughs are committed to high food standards. Two-thirds have achieved at least Bronze Food for Life Served Here¹⁰⁶ accreditation in the majority of their schools and/or other catering under council control (care homes, workplace canteens or early years settings).
- Children's health and school food culture remain a strong focal point for action as well, with 31 boroughs having at least some schools engaged with Healthy Schools London and/or the Soil Association's Food for Life Awards.
- Eight boroughs have active local food partnerships that are members of the Sustainable Food Places network.
- Fourteen boroughs have Fairtrade status, and six are overdue in renewing their status or in the process of achieving this status.

Challenges

The main challenge identified by all survey participants is the lack of mandatory regulation for the stakeholders engaging in the SFS MSM. Moreover, 60 per cent of stakeholders considered the lack of budget to support participation and collaboration as another important obstacle. Finally, 60 per cent of respondents indicated that the leadership's strategies for resolving disagreements between parties could be improved, showing that there is an opportunity to enhance the management of constructive dialogue, power relations and trade-offs.

2.2.5. Conclusion: Drivers of success for the London Food Board

London is a recognized leader in international food networks. It is a key partner in the C40 Cities Food System Network and the MUFPP. The contributions made by the GLA and the LFB have been so remarkable that they earned them a Silver Award from the Sustainable Food Cities Network (as it was) in 2017. Working through the Mayor's Office, the GLA food team and the LFB have formulated strategies and convened working groups to address the problems in London's food system, with particular attention paid to reducing childhood obesity and inequality. The city has committed to halving the percentage of primary school children who are overweight or obese by 2030, and to reducing the gap in childhood obesity rates between the richest and poorest areas of London. Together, community representatives, businesses, institutions and the government have focused on good food strategies to improve people's lives in different areas. In trying to alleviate diet-related diseases, they have also built stronger communities.

According to the study, the success and achievements of the London Food Board are attributable to a combination of factors, ranging from its representativeness and the commitment of its members to having key partnerships with initiatives such as the C40 Cities Food System Network and the MUFPP.

All the survey participants agree that the stakeholder composition of the LFB adequately reflects the diversity of sectors present in the London food system, and that the balanced representation of all stakeholders is one of the strongest drivers of collaboration.

The SFS MSM also owes its success to the engagement of its members which, according to 80 per cent of respondents, is medium to very high. Broken down by constituency, all participating stakeholders feel that the public sector is the most engaged, followed by civil society (according to 80 per cent of respondents), the private sector (according to 60 per cent) and farmers (according to 20 per cent). Some of the main reasons that motivate members to be part of the mechanism's work include advocacy and learning purposes (reported by all the respondents) and networking (reported by 80 per cent).

¹⁰⁴Capital Growth helps community gardens, schools, allotments and home growers to gain skills and grow food in the city through training, advice and networking opportunities.

¹⁰⁵All currency conversions were carried out on 22 July 2021.

¹⁰⁶The Soil Association's Food for Life Served Here award is an independently awarded accreditation for caterers. The award helps organizations ensure that they are recognized for serving more local, fresh and honest food. To achieve the Bronze standard, caterers must demonstrate that they are cooking from scratch using fresh ingredients that are free from trans fats and better for animal welfare. The Silver and Gold awards recognize caterers for practices such as making healthy eating easier, championing local producers and sourcing environmentally friendly and ethically produced ingredients.

Government buy-in has been pivotal to the LFB. About 80 per cent of respondents consider the level of government buy-in to be medium to very high, including the support of high-level representatives for the mechanism.

Good governance within the LFB has certainly been a key part of its success. All the stakeholders surveyed believe that the LFB respects the code of conduct and principles of good governance agreed upon by all parties, and that its meetings are well organized, communication is transparent, clear and effective, and its structure and processes are conducive to equitable representation and participation of all its members. Furthermore, 80 per cent of respondents concur that the majority of formal members actively participate in the work of the SFS MSM and that the participatory learning processes in place are conducive to the capacity building of its members.

Another factor that has contributed to the LFB's performance is the good quality of its leadership. All the respondents indicated that the products generated by the SFS MSM adequately reflect its members' contributions. They believe that the leadership shares power in decision-making, is receptive to new ideas, encourages all members to participate, and actively welcomes new members. In addition, the vast majority of respondents (80 per cent) think that the leadership uses good strategies to manage conflicts of interest and power relations, and that it provides opportunities for members to build leadership skills within the board.

A clear, well-defined strategic vision and an understanding of key policy-related issues have been

factors in the success of the LFB. In this regard, all the stakeholders surveyed indicated that the LFB understands the general policy environment related to its priorities and has clearly articulated its vision, mission and goals among its members. Some 80 per cent also indicated that the food systems approach to policy formulation and implementation is understood by most of the stakeholders that make up the SFS MSM.

Another key element pointed out by respondents is the LFB's effectiveness in meeting the health and nutrition needs of the most vulnerable and its capacity to support effective decisions in the context of COVID-19. At the beginning of the pandemic, an additional LFB subgroup – the Food Aid Sub-Group – was established to monitor and escalate issues and risks associated with COVID-19-related food insecurity and food aid. This subgroup has been an essential part of London's response to the pandemic. Likewise, 80 per cent of respondents believe that the LFB has effectively included the food systems approach and the environmental sustainability component in its work, while the same percentage believe that the strategies to promote collaborative and coordinated action among all food system stakeholders are constructive. Meanwhile, 60 per cent of respondents think that the mechanism has fostered an inclusive and constructive dialogue among all food system stakeholders.

Looking to the future, 80 per cent of respondents believe that the issues to be prioritized by the LFB should be sustainable food production, urban agriculture and short supply chains, local markets, and food loss and waste.



Image credit: Tom Grünbauer by Unsplash

2.3. Montreal (Canada): Montreal Food System Council (CSAM)¹⁰⁷



Image credit: Anne Marie Aubert, Coordinator at Montreal Food System Council

2.3.1. About the CSAM

In 2012, in the course of a public consultation on urban agriculture in Montreal,¹⁰⁸ the idea of creating a food policy council in the city was born. The seed of this vision took hold in 2014 and, following a public consultation process, the Executive Committee of the city of Montreal unanimously approved the creation of a food policy council. Four years later, as the result of a citizen-driven initiative coinciding with Montreal's signing of the MUFPP, the city council officially launched the Montreal Food System Council (CSAM) on World Food Day 2018.

The CSAM is the coordinating body of the Montreal Food System (Système alimentaire montréalais, SAM),¹⁰⁹ a group of stakeholders committed to ensuring that the organization of Montreal's food supply chain

meets the needs and aspirations of the population. It is supported by Montréal – Métropole en santé (literally: Montreal, healthy metropolis),¹¹⁰ a non-profit organization that has the mandate to act as the Table on Healthy Lifestyles (TIR-SHV)¹¹¹ for the region of Montreal.

The CSAM is an institutionalized SFS MSM, led by Montréal – Métropole en santé. It leads decision-making on food-related issues in the city of Montreal. In particular, it supports the implementation of collective actions and new innovative initiatives, provides expert advice, promotes networking and knowledge transfer, and participates in policy formulation processes. It plays a strong advocacy role through research, promoting coalitions among partners, building relationships with the media and influencing decision-makers. Its priorities

¹⁰⁷<https://csam.ca/> The acronym CSAM is based on the council's name in French: Conseil du Système alimentaire montréalais.

¹⁰⁸<https://ocpm.qc.ca/fr/consultation-publique/agriculture-urbaine-montreal>

¹⁰⁹The Montreal Food System is a network of more than 200 partners working to ensure that the city's food system meets the needs and aspirations of the population. It is supported by Montréal – Métropole en santé, a member of Collectif des TIR-SHV (Table intersectorielle régionale sur les saines habitudes de vie). <https://sam.montrealmetropoleensante.ca/home>

¹¹⁰Montréal – Métropole en santé brings together public, institutional, private and community partners, and members of Montreal Physically Active and the CSAM to launch regional and local initiatives that promote the adoption of healthy habits by the people of Montreal. It is managed by a steering committee co-chaired by the city of Montreal and the Regional Directorate of Public Health. <https://montrealmetropoleensante.ca/>

¹¹¹<https://collectiftir-shv.ca/nous-joindre/>

so far have been food security and poverty, local food production, (peri-)urban agriculture, sustainable diets, food diversification and food environments.

Its geographical scope of action is the city-region level. However, it establishes connections with organizations at international level, national level, sub-national level, city level and city-region level, within the framework of MUFPP and by participating in different networks such as Food Secure Canada, the Food Communities Network, the Collectif of regional tables to foster healthy lifestyles,¹¹² and the Réseau alimentaire de l'est de Montréal.¹¹³

The CSAM's framework for action is based on the food systems approach. Since its conception, the council has focused primarily on the creation of an enabling environment for healthy eating (public health approach) and on addressing food insecurity. The vision has been gradually broadening to include economic (buying local) and ecological (waste reduction, sustainable diets) aspects.

The CSAM has a budget of about CAD 500,000 (EUR 336,872) a year that comes from local and national public funds, and from some other specific sources. These funds are managed by Montréal – Métropole en santé and allocated by the Board of Directors. To foster transparency and accountability, the members

of the CSAM have established a protocol for the provision of funds. The budget is used to cover project implementation and the SFS MSM's costs for coordination expenses (salaries), meeting logistics, learning exchange activities, consultancies, studies and communication materials.

2.3.2. Structure and governance

Structure

The CSAM draws on the experience gained by the Montreal Food System. It is composed of a maximum of 24 members, including statutory and non-statutory members. Statutory members (no more than 50 per cent) are appointed by institutional partners such as the city of Montreal, the Regional Directorate of Public Health and the Quebec Ministry of Agriculture, Fisheries and Food. The selected stakeholders (no less than 50 per cent) represent civil society, communities, business groups, researchers and the environmental movement, and have been nominated by the organization they represent.¹¹⁴

Figures 55, 56 and 57 illustrate the representativeness and inclusiveness of the CSAM, showing the diversity of participating stakeholders in terms of types of organizations (constituencies), sectors and food systems activities represented.



Figure 55. Types of organizations (constituencies) represented in the CSAM (in red)

¹¹²<https://collectiftir-shv.ca/>

¹¹³<https://www.reseaualimentaire-est.org/>

¹¹⁴CSAM members, second cohort, October 2020 [https://sam.montrealmetropoleensante.ca/uploads/resources/Documents_officiels_CSAM/Membres_du_Conseil_SAM_2e_cohorte_\(Fevrier_2021\).pdf](https://sam.montrealmetropoleensante.ca/uploads/resources/Documents_officiels_CSAM/Membres_du_Conseil_SAM_2e_cohorte_(Fevrier_2021).pdf)

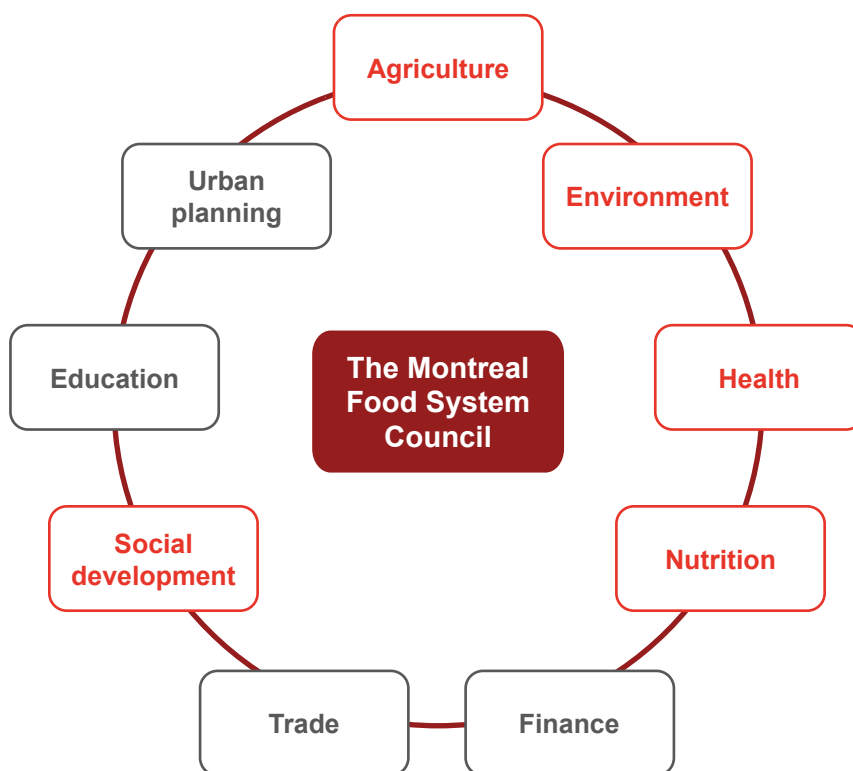


Figure 56. Sectors represented in the CSAM (in red)

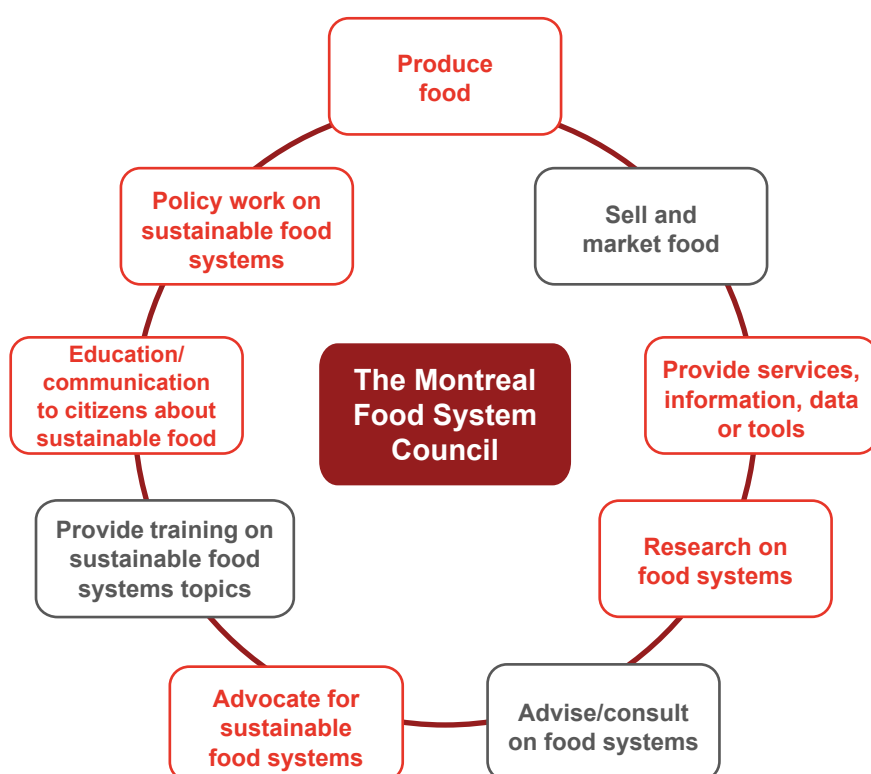


Figure 57. Activities represented in the CSAM (in red)

Governance

A written document available to all participants lays out the CSAM's strategic vision¹¹⁵ and its principles of good governance (shown in Figure 58), which have been defined and agreed upon by all stakeholders.

The council has established internal procedures to put these principles into practice. These include mechanisms to manage conflicts between stakeholders, to involve stakeholders from outside the SFS MSM when necessary, to manage power relations, to foster collaborative learning processes, and to develop the capacities of its members.

To improve performance, the CSAM has set up several specialized committees with different tasks and responsibilities (e.g. preparing meetings, preparing proposals). It usually holds five meetings a year, which follow a predefined calendar. Two-thirds (67 per cent) of stakeholders surveyed indicated that they attend all meetings; 44 per cent dedicate more than 4 hours a month to the work of the SFS MSM and 56 per cent dedicate 1 to 4 hours. In all the cases, members' participation is sponsored by the organizations they represent.

The agenda for CSAM meetings is defined by a five-member coordinating committee. The objectives and issues to be addressed are defined ahead of the meeting. Invitations are sent one week in advance, along with the necessary documents (e.g. agenda, report of the previous meeting). During the meeting, a designated facilitator is in charge of ensuring constructive and inclusive dialogue. The CSAM aims for consensus when it comes to decision-making but adopts resolutions based on the vote of a simple majority, except for decisions regarding governance, which require two-thirds approval. A note-taker and rapporteur are appointed and members participate in the presentation of results obtained from the discussions. In addition to regular meetings, members also communicate via emails and letters, and through verbal exchanges.

2.3.3. Policy formulation and implementation

SFS policy formulation

A diagnosis of the city of Montreal was carried out using participatory methods. This provided a starting point, which made it possible to identify the food system's



Figure 58. Good governance principles practised by the Gent en Garde FPC (in red)

¹¹⁵[https://sam.montrealmetropoleensante.ca/uploads/resources/files/Gouvernance_CSAM/Guide_de_gouvernance_CSAM_\(2020-09\).pdf](https://sam.montrealmetropoleensante.ca/uploads/resources/files/Gouvernance_CSAM/Guide_de_gouvernance_CSAM_(2020-09).pdf)

landscape and the current trends and challenges. The resulting report includes both a mapping of food-related stakeholders and policies, and places special emphasis on socially disadvantaged groups.

The formulation of the SFS policy for Montreal, the Integrated Action Plan 2020-2022,¹¹⁶ began immediately after the council was officially launched. It was carried out using a highly participatory process consisting of three phases. First, working groups composed of CSAM members and other invited experts were created. The objective of these groups was to collect data and build a portrait of Montreal's food system landscape, captured in the aforementioned diagnosis. After identifying potential actions, there was a second phase during which the SAM Forum 2019¹¹⁷ was launched. It convened 170 partners to prioritize the most promising interventions. In the third phase, the working groups defined the guidelines and objectives of the action plan, which was finally adopted by the CSAM. A call for proposals was issued to all food system stakeholders, resulting in 92 projects supported by more than 50 multi-sectoral partners.

In sum, the Integrated Action Plan 2020-2022 takes into account the food systems diagnosis, the priorities of the government, and the views and interests of the stakeholders over-represented and engaged in the process. It adopts a systemic and holistic approach, mainstreaming environmental sustainability into all key lines of action.

The action plan has a multi-level strategy and is consistent with other pre-existing food policies. It has monitoring mechanisms in place to assess progress and, if necessary, make corrections. The focus is on five key areas of action:

- Improve market access for local products;
- Reduce the ecological footprint of the food system;
- Reduce food insecurity for vulnerable people;
- Improve the nutritional quality of food;
- Work toward the consolidation of key projects and intersectoral collaboration within the Montreal food system.

In addition to formulating the action plan, the CSAM has also provided valuable input to (and promoted) other sustainable food-related policy initiatives. Examples include the proposal presented to the Montreal City

Council to tax sugar-sweetened beverages and a contribution to the city's social development and inclusion action plan. The SFS MSM was also involved in the enactment of the Health Protocol for Community Gardens,¹¹⁸ adopted in the context of COVID-19 by Montreal's Public Health Regional Directorate.

SFS policy implementation

To implement the Integrated Action Plan 2020-2022, the CSAM has an allocated budget of about CAD 500,000 (EUR 336,872) and collaborates with different partners. This collaboration is crucial in taking into account pre-existing plans, programmes and related activities in order to integrate them and thus improve effectiveness and efficiency. The CSAM plays a decisive role in terms of obtaining and allocating funds, coordinating and executing activities, managing projects, communicating and following up on evaluations and any necessary corrective measures.

2.3.4. Reported achievements and challenges

Achievements

Given that the CSAM is currently in its early years of existence, its main reported achievement to date has been the formulation of the Integrated Action Plan 2020-2022. The action plan is currently being implemented through 92 projects with five main lines of action, outlined in the CSAM's Projects Directory.¹¹⁹ Some of these projects are focused on capacity building, such as *Rendez-vous des agricultures montréalaises*,¹²⁰ which seeks to promote access to local food through a series of training and knowledge exchanges in agriculture. On the consumer side, the online course on sustainable food¹²¹ aims to provide consumers with the necessary knowledge and know-how to reduce their ecological impact through sustainable food consumption.

Additionally, the project entitled *Surveillance des indicateurs de la pauvreté et de l'insécurité alimentaire à Montréal* is intended to make key poverty and food insecurity monitoring indicators available to decision-makers. In particular, it periodically monitors the percentage of Montreal's population that is food insecure, and the proportion of tenant households that spend more than 30 per cent and 50 per cent of their income on rental costs.

¹¹⁶https://sam.montrealmetropoleensante.ca/uploads/resources/files/Plan_d_action_SAM/Plan_d_action_integre_20-22_Conseil_SAM.pdf

¹¹⁷<https://sam.montrealmetropoleensante.ca/fr/actualite/forum-sam-2019-planification-strategique>

¹¹⁸http://ville.montreal.qc.ca/pls/portal/docs/PAGE/ARROND_PMR_FR/MEDIA/DOCUMENTS/PROTOCOLE%20SANITAIRE%20PMR.PDF

¹¹⁹<https://csam.ca/repertoire-de-projets/#access-au-marché>

¹²⁰<https://www.cultivermontreal.ca/les-rendez-vous-des-agricultures-montrealaises/>

¹²¹<https://atelierdugout.ca/>



Image credit: Anne Marie Aubert Coordinator at Montreal Food System Council

The CSAM is also supporting initiatives to encourage cross-sectoral collaboration, such as the initiative entitled *Démarche pour une relance durable et la résilience du système alimentaire*.¹²² This project seeks to identify courses of action for sustainable economic recovery, taking stock of the impact of the health and economic crisis in the food system on the population of Montreal and identifying indicators and data sources to monitor changes in the resilience of the food system.

The above-mentioned projects illustrate why all the stakeholders agreed that the CSAM's main achievement has been the creation of networks among food systems actors, and 56 per cent reported that it has resulted in concrete collaborations and projects.

In addition, stakeholders mentioned that their organizations have benefited from the mechanism by getting news and information related to their food system and to other stakeholders' projects and government initiatives.

Challenges

According to 67 per cent of the participants surveyed, the main challenge facing the CSAM is that it is

still a relatively new mechanism, and thus needs time to consolidate and show concrete results in terms of achieving a more sustainable food system. Furthermore, 44 per cent of respondents think that stakeholders lack the time to participate in additional initiatives that go beyond the core mission of their organizations.

Some stakeholders also indicated that governance in the CSAM could be improved if the council was more open to accepting more input from stakeholders in public consultations and to having wider and more collaborative participation. Another opportunity for improvement identified in the stakeholder survey relates to how clearly the SFS MSM identifies and articulates its vision, mission and goals among the members of the council, as only 32 per cent of respondents perceive this is done properly.

Finally, the respondents identified a need to step up responsiveness to urgent issues, such as COVID-19-related food emergencies. In fact, less than half of them (44 per cent) consider the council to have shown a high level of responsiveness in supporting effective decisions in the context of the pandemic.

¹²²<https://sam.montrealmetropoleensante.ca/fr/actions/demarche-pour-une-relance-durable-et-la-resilience-de-notre-systeme-alimentaire>

2.3.5. Conclusion: Drivers of success for the CSAM

The CSAM is an MSM, which, despite its young age, has managed to bring together a wide range of stakeholders representing the Montreal food system and to formulate the Integrated Action Plan 2020-2022. Moreover, it has also provided valuable input to important food-related policy proposals.

The members of the CSAM work together toward a common vision. Their aim is to ensure access to healthy food for all citizens, regardless of their socio-economic status, and to guarantee that it comes mainly from local products, minimizing the impact on the environment. The SFS MSM encourages the participation of all stakeholders concerned by the challenges facing the local food system. It promotes a panoply of initiatives to build capacity and to produce data to help explain the evolution of the food system and its challenges, for example.

According to the stakeholder survey, a number of factors have shaped the CSAM's journey, thereby contributing to its important milestones and achievements.

Regarding the diversity of its stakeholders, over half (56 per cent) of the respondents concur that the CSAM represents the existing variety of actors in Montreal's food system, and that this balanced representation is one of the strongest drivers of collaboration.

Another key success factor is the level of stakeholder involvement, which ranges from medium to very high according to all respondents. The most heavily involved group is the public sector; this sector's engagement is perceived to range from medium to very high according to 78 per cent of respondents, followed by civil society (67 per cent). At the other end of the scale, only 22 per cent of respondents consider the level of engagement of the private sector and farmers to be medium to high. In terms of motivations for participating in the CSAM, 89 per cent indicated learning as the primary reason, and 78 per cent cited networking and staying informed about current food issues in the city.

Consistent with the perceived high level of public sector involvement, all stakeholders consider the level of government buy-in, including the support of high-level representatives, to be medium to high.

Having governance principles that are both acknowledged and respected by all stakeholders is a core feature of the CSAM. Overall, all respondents consider that all stakeholders in the council respect the governance principles that have been agreed upon. Additionally, 89 per cent perceive that the meetings are well organized and that the CSAM's



Image credit: Marcos Paulo Prado by Unsplash

structure and processes provide the means for equitable representation and participation of all stakeholders. Furthermore, more than half (67 per cent) of the respondents believe that the majority of formal members are actively involved in the SFS MSM's work, that communication is transparent, clear and effective, and that participatory learning processes are conducive to the capacity building of its members.

Undoubtedly, the strong leadership that has guided the CSAM's journey has been fundamental to the success achieved. In this regard, all the stakeholders surveyed consider that the leadership shares power with the members in decision-making, and that it reflects the contributions of all the stakeholders in the documents produced by the CSAM. Furthermore, 89 per cent of respondents believe that the leadership is receptive to new ideas, that it encourages all members to participate, and that it actively welcomes new members. Most of them also feel that the CSAM has good mechanisms in place to manage conflicts of interest (according to 78 per cent of respondents), but responses are more balanced when it comes to resolving disagreements (56 per cent) and managing power relations (56 per cent). Overall, 67 per cent of respondents report that the SFS MSM provides opportunities for members to build leadership skills within the mechanism.

All stakeholders responding to the survey state that the CSAM has a good understanding of the overall policy environment related to its priorities. Moreover, 89 per cent of respondents believe that it has a good understanding of its policy subject matter. As a result, the SFS MSM has well-defined policy priorities as part of an overall strategy (according to 89 per cent of respondents). Furthermore, the majority of participants (78 per cent) think that the food systems approach used for policy formulation and implementation is understood by most of the stakeholders that make up the CSAM.

Effectiveness has been another critical factor reinforcing the CSAM's consolidation and achievements. All stakeholders acknowledge that the council has been effective in including a food systems approach and an environmental sustainability component in its work. Moreover, they consider that it successfully meets the nutrition and health needs of the most vulnerable, fostering inclusive and constructive dialogue and promoting collaborative and coordinated action among all food system stakeholders (according to 89 per cent of respondents).

Looking ahead, respondents believe that the CSAM's priorities should be sustainable food production (67 per cent of respondents), climate mitigation (56 per cent) and local markets and food environments (56 per cent).

2.4. Los Angeles (USA): Los Angeles Food Policy Council (LAFPC)



Image credit: Linus Shentu

2.4.1. About LAFPC

In September 2009, to mark the 30th anniversary of the first farmers' market in Los Angeles County and in response to growing agroecological impact and food insecurity in the city, the mayor, Antonio Villaraigosa, announced the creation of a Food Policy Task Force. At the time, over one million Los Angeles County residents faced food security challenges. The group was tasked with developing the Food Policy Agenda for Los Angeles, an endeavour that involved more than 200 people. The result was the Good Food for All Agenda, which recommended, in particular, the establishment of a food policy council to oversee and help advance the agenda's ambitions. As a result, the Los Angeles Food Policy Council was formally established in October 2010.

LAFPC is an independent, non-profit, non-registered SFS MSM with strong government support. Over the

course of four years, Paula Daniels¹²³ championed the initiative from the Mayor's Office with the support of the City of Los Angeles and since then, remained in a leadership role on its board. The FPC is under the fiscal sponsorship of an NGO called Community Partners.

The SFS MSM brings together diverse food players, leaders and experts from different sectors, geographic and socio-economic backgrounds to forge networks and partnerships across the region's food system. It provides expert consultation and citizen advice; stimulates collective action and new initiatives among its members; participates in advocacy and policy formulation; and generates new knowledge about the food system. Over time, it has been able to tackle a variety of food system challenges such as food insecurity and poverty, local food production, (peri-) urban agriculture and food justice, with a special focus on racial, economic and land justice.

¹²³Paula Daniels is a lawyer and public policy leader in environmental food and water policy. She has extensive experience in developing and leading local, state and national environmental initiatives that include government, civil society and private sector partners. Her most notable work is in urban forestry, green infrastructure (for stormwater management) and food systems policy. She has also had key roles in other aspects of public policy and municipal infrastructure. She served as Senior Advisor on Food Policy to the mayor of Los Angeles, Antonio Villaraigosa, and as a Los Angeles Public Works Commissioner (a full-time executive position overseeing a large city department). <https://goodfoodpurchasing.org/about-the-center/>

LAFPC has a sub-national focus but also plays an advocacy role at many different levels: global, regional, national, sub-national, city-region, city and locality levels. To do so, it has established connections and engages in joint work with several networks and similar structures, such as the California Food Policy Council, the California Food and Farming Network and the Los Angeles-based Healthy, Equitable, Active Land Use Network. Also included in this list of networks is the Center for Good Food Purchasing, a national non-profit born from the LAFPC's staff team that led the development of the Good Food Purchasing Program through one of the FPC's working groups. To date, LAFPC's collaborative multi-level work has included conducting research, promoting coalitions, developing communication strategies and media relations, influencing decision-makers, funding some joint activities, and fostering capacity building among members. Its framework for action is based on the collective impact model.

With an annual budget of approximately USD 1,000,000 (EUR 844,250) made available by many foundations, agencies and individual donors, LAFPC covers salary costs, meeting-related expenses, learning exchanges, new project start-ups, consultancies and studies, communication materials, as well as grants to local partner organizations and small businesses to amplify its work, which reflects the community's interests.

2.4.2. Structure and governance

Structure

Through the collective impact model, LAFPC acts as the umbrella organization for a network of more than 400 organizations and agencies working for healthy, sustainable and fair food. The Leadership Circle¹²⁴ is composed of leaders from every sector in the food system; it provides strategic oversight, guidance and support to LAFPC. The Executive Board oversees the governance, and their fiscal sponsor provides fiduciary guidance in the SFS MSM.

The majority of partnering organizations have been identified by the SFS MSM focal point based on a mapping of stakeholders involved in other pre-existing food- and health-related stakeholder platforms. These include government- and community-led platforms where discussions on matching needs to available resources can be conducted. Organizations can also join if driven by self-motivation or by referral ("word of mouth").

The representatives of participating organizations can be appointed by the focal point, by direct selection or by a voting system in their organization, and by self-motivation.

Figures 59, 60 and 61 illustrate the representativeness and inclusiveness of LAFPC, showing the diversity of participating stakeholders in terms of types of organizations (constituencies), sectors and food systems activities represented.



Figure 59. Types of organizations (constituencies) represented in LAFPC (in red)

¹²⁴<https://www.goodfoodla.org/staff-and-board>

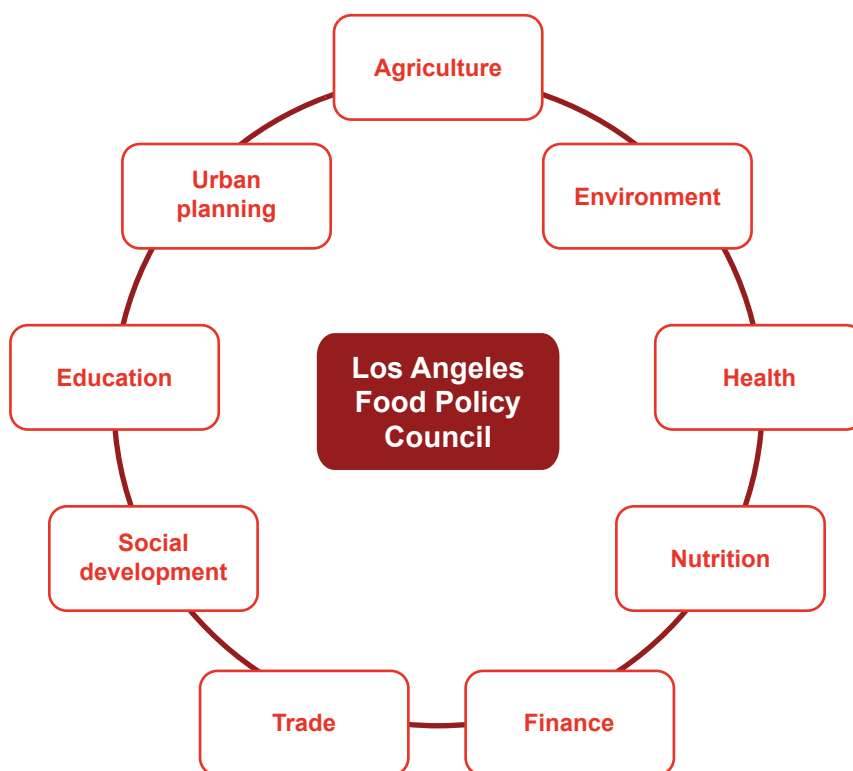


Figure 60. Sectors represented in LAFPC (in red)



Figure 61. Activities represented in LAFPC (in red)

Governance

LAFPC has a written strategic guidance document that defines the principles of good governance (shown in Figure 62) that have been agreed upon by all parties. This document can be consulted by stakeholders when required.

To put these good governance principles into practice, LAFPC has mechanisms in place to manage conflicts of interest, capture and take into account all voices (including those of parties outside the council for specific processes), address power imbalances, achieve consensus, communicate effectively, and foster collaborative learning and capacity building.

Based on its collective impact framework, its governance ecosystem comprises several working groups (see Annex 1) with different meeting frequencies. For example, the Executive Board convenes monthly, the (advisory) Leadership Circle meets quarterly, and most of the working groups come together on a monthly basis. On average, 58 per cent of the stakeholders surveyed indicated that they attend all meetings; 53 per cent dedicate 1 to 4 hours a month to the work of the SFS MSM, while 30 per cent dedicate less than 1 hour, and 14 per cent dedicate more than 4

hours a month. In 72 per cent of the cases, members' participation is sponsored by the organizations they represent.

The reasons for and frequencies of meetings vary greatly. They range from scheduled annual meetings to meetings convened by the lead organization. In addition, meetings may be held at the request of one or more stakeholders, when a government representative is convening, or when there is a food-related problem or emergency that needs to be discussed. The agenda is usually defined by the leader, but it can also be decided by consensus, in a collaborative manner, by taking turns or based on emergency situations that may be affecting the food system.

The theme and purpose of the sessions are usually agreed upon in advance, and the interested parties are informed beforehand. A designated facilitator ensures constructive and inclusive dialogue, and a note-taker and rapporteur are usually designated to draft a report. The report is prepared collaboratively and distributed to all participants, including those who do not attend. The meetings are also recorded.

In addition to these meetings, participants interact via emails, calls and other methods of communication.



Figure 62. Good governance principles practised by LAFPC (in red)



Image credit: Los Angeles Food Policy Council

2.4.3. Policy formulation and implementation

SFS policy formulation

As a first step, the Los Angeles Food Policy Task Force and then the LAFPC conducted a diagnosis of the Los Angeles food system. This provided an overview of the entry points that needed to be addressed in order to achieve greater collective action and policy advocacy. It was produced using participatory methodologies that included engaging in discussions with all stakeholders. It took into account current trends and challenges in the food system, going beyond an analysis of sectoral issues to include a systemic view of the problems. It also included an analysis of actors and policies related to the food system.

The Good Food for All Agenda, created in 2010 and updated in 2017, is the official policy document and a roadmap for the future of food in the region. The document was developed in a highly participatory manner, involving all stakeholders, including local food advocates, farmers, gardeners, entrepreneurs, distributors, retailers, scientists, policymakers and residents from across Los Angeles County.

The term “Good Food” in the policy document refers to food that is healthy, affordable, fair and sustainable. It

is a holistic, multi-level policy that reflects key priorities identified in the food systems diagnosis. The policy focuses on six areas of action:

- Promoting a Good Food economy;
- Building a market for Good Food;
- Eliminating hunger in Los Angeles;
- Ensuring equal access to Good Food in underserved communities;
- Growing Good Food in LA neighbourhoods;
- Inspiring and mobilizing Good Food champions.

Its priorities are to:

- Develop a regional food hub;
- Address food chain labour issues;
- Issue policy recommendations to increase the availability of healthy street food;
- Advocate for food purchasing guidelines to be adopted by cities and institutions;
- Promote the CalFresh¹²⁵ and WIC¹²⁶ programmes through outreach at farmers’ markets;
- Develop healthy food retail;
- Promote urban agriculture;

¹²⁵The CalFresh programme (California’s name for food stamps, also known as the Supplemental Nutrition Assistance Program (SNAP)), helps low-income households to increase their food-buying power to meet their household’s nutritional needs. CalFresh benefits issued through electronic benefit transfer (an EBT card), can be used in grocery stores and participating farmers’ markets. Homeless, elderly or disabled people may purchase prepared meals from participating restaurants with their EBT card.

¹²⁶WIC (the Special Supplemental Nutrition Program for Women, Infants and Children) is a national programme that targets low-income pregnant women, new mothers, infants and children up to their fifth birthday. WIC helps families by providing cheques for healthy supplemental foods, individual counselling, group nutrition and health education, breastfeeding support and referrals to healthcare and other community services. See <https://www.cdph.ca.gov/Programs/CFH/DWICSN/Pages/Program-Landing1.aspx>

- Support school food and gardens.

In addition to the Good Food for All Agenda, LAFPC contributed to the development of many other food-related tools, plans and programmes, some of which are outlined below.

- The Food System Dashboard¹²⁷ is a tool that provides a framework and food-oriented data to understand food inequities in the Los Angeles food system.
- RecycLA is a unique waste franchising programme in the City of Los Angeles.
- The Food Leaders Lab programme trains community residents as food advocates and activists.
- The Healthy Neighborhood Market Network aims to provide all the city's residents with access to healthy food within half a mile of their homes.
- The Plan for a Healthy Los Angeles¹²⁸ was published by the City of Los Angeles.
- OurCounty¹²⁹ is the county sustainability plan; this was published by the County of Los Angeles.

LAFPC has also contributed to several policies enacted by the City of Los Angeles, the County of Los Angeles and the Los Angeles Unified School District, including:

- The Good Food Purchasing Policy,¹³⁰ which led to the creation of the national non-profit called the Center for Good Food Purchasing;
- The Edible Parkways ordinance,¹³¹
- The compulsory requirement for all farmers' markets to accept electronic benefit transfer.
- The Good Food Zone Policy¹³² initiative aims to increase access to healthy, fresh food by creating economic incentives for businesses that offer healthy options. Its objective is to transform fast food-dominated convenience stores into community-based healthy food markets. Store owners receive technical, financial and community assistance to transform their businesses.
- The Urban Agriculture Incentive Zone Policy¹³³ incentivizes urban agriculture in urbanized areas

of California by offering a reduction in property tax assessments in exchange for the conversion of vacant or unimproved property to agricultural use.

SFS policy implementation

Policy implementation is carried out by different entities, depending on the nature of the project. What is common to all initiatives is that the processes are constantly reviewed in collaboration with stakeholders, so that information and lessons learned are shared and corrections are made collaboratively and in a timely fashion.

LAFPC's role in the implementation of the Good Food for All Agenda involves the mobilization and administration of funds, the coordination and execution of activities, communication, the promotion of stakeholder participation and project management, and monitoring and evaluation.

2.4.4. Reported achievements and challenges

Achievements

The two perceived key achievements of LAFPC are the creation of networks among stakeholders, such as the Healthy Neighborhood Market Network, and the formulation of food policies. In terms of policy development, participants consider that the initiatives developed by the FPC have correctly addressed inequalities in access to fresh food and the needs of the most vulnerable. Among them they highlight the Good Food For All Agenda, the Good Food Purchasing Program and the Good Food Zone initiative. The Good Food Purchasing Program is recognized as the most comprehensive metrics-based food purchasing policy in the country. LAFPC worked with the Los Angeles Unified School District, the country's second largest school district that teaches over 600,000 students. Together, they worked to increase its local fruit and vegetable purchases from 9 to close to 60 per cent and to pilot breakfast in the classroom. Due to the broad backing of local government, the district adopted the purchasing policy in 2012.

Another two determining factors in the unquestionable success of this SFS MSM are the fact that it provided an avenue for discussion for different actors in the food system and a way to strengthen new multi-level

¹²⁷<https://www.goodfoodla.org/foodsystemdashboard>

¹²⁸<https://planning.lacity.org/plan-healthy-los-angeles>

¹²⁹<https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

¹³⁰<https://goodfoodpurchasing.org/program-overview/>

¹³¹<https://www.kcet.org/home-garden/l-a-city-council-approves-the-planting-of-urban-edible-parkway-gardens>

¹³²<https://static1.squarespace.com/static/5bc50618ab1a624d324ecd81/t/5f5dc013908fab211f3d2cc65/1608253791973/Good+Food+Zone+Booklet+2020.pdf>

¹³³https://planning.lacity.org/ordinances/docs/UrbanAgriculture/adopted/FAQ_Aug2018.pdf

collaboration by establishing connections and networks at different levels. One outstanding example is the way in which community food safety advocates used the FPC's connections to partner with the Los Angeles Community Redevelopment Agency on a successful corner market conversion programme that ultimately became the acclaimed Healthy Neighborhood Market Network. This network serves 12-15 small businesses a year, supporting the purchase and storage of fresh food and marketing to communities with little or no access to supermarkets. Another example worth mentioning is the LAFPC food waste working group, which strategically invited key officials from the Bureau of Sanitation to its meetings. As a result, the working group was invited to develop the food donation component of the new waste recycling programme.

Some participants highlighted as a key achievement the role that the SFS MSM has played in supporting food systems actors who are often overlooked by the government, in particular street food vendors. Through community-led meetings, stakeholders organized to elevate the challenges of street vendors to the city council and the Department of Public Health. Street food reflects the culturally diverse communities of Los Angeles. At the time, however, street food vending was illegal. LAFPC supported an early task force that is now called the "LA Street Vendor Campaign." Together, they drafted a proposal to legalize street vending and incentivize compliance with nutritional and food safety guidelines for street vendors. The decriminalization of sidewalk vending¹³⁴ efforts has occurred at Los Angeles city and county levels, resulting in the approval of:

- A USD 1 million (EUR 850,375) pilot programme¹³⁵ to promote public safety while expanding economic opportunities for sidewalk vendors;
- A USD 6 million (EUR 5,102,309) budget to support street vendors with permits and equipment.¹³⁶

Finally, building the capacity of its members, in particular through the Food Leaders Lab and Food Ambassador programmes for community residents, is also acknowledged as a major success for LAFPC. Respondents note that, by being part of LAFPC, they have also benefited from knowledge sharing and a greater understanding of food systems. This has allowed them to visualize problems from a systemic perspective, encouraging them to pursue interdisciplinary objectives. The capacity building offered to community members has equipped them with tools allowing them to be agents of impact in their

work spaces, and has encouraged reflection on their individual role within the region's food system.

Challenges

One of the main challenges identified by 61 per cent of the stakeholder survey respondents relates to the lack of sufficient funding to finance an ambitious agenda and to involve more stakeholders. This situation is aggravated by the large number of projects LAFPC is involved in.

Some respondents also see a need to get more local government involvement and to innovate in the way they collaborate and implement actions. Additionally, some of them feel that progress is slow at meetings owing to the fact that the working groups are very large. Finally, they indicate that the lack of meetings in 2020/2021 due to COVID-19-related restrictions has scaled and pivoted the work of the SFS MSM.

Another challenge noted in the stakeholder survey relates to the ability of LAFPC's leadership to resolve disagreements, manage conflicts of interest



Image credit: Markus Spiske by Unsplash

¹³⁴<https://la.curbed.com/2018/11/28/18116698/street-vending-los-angeles-legalization-vote>

¹³⁵<http://file.lacounty.gov/SDSInter/bos/supdocs/148845.pdf>

¹³⁶<https://la.eater.com/2020/9/24/21454524/los-angeles-city-council-grants-street-vendors-permits-equipment>

and manage power relations. Less than half of the respondents consider that the leadership provided is effective in these areas (36 per cent, 33 per cent and 47 per cent, respectively).

In relation to the SFS MSM's food-related COVID-19 response, only 44 per cent of the participants consider it to be adequate. The variation in responses may reflect the very diverse sectors represented by stakeholders. LAFPC has supported the community in the face of the pandemic by compiling resources on available assistance, such as free meals, food delivery services, farmers' markets and food banks. It has also provided information on available loans, cash, tax returns, grants and other financial aid, as well as COVID-19-related guides and other information resources.¹³⁷ In addition, LAFPC has helped small businesses to comply with public health guidelines and has provided personal protective equipment; it has also supported the distribution of free produce to the public. LAFPC helps to provide analyses of the challenges faced by small businesses and the communities they serve.^{138 139}

2.4.5. Conclusion: Drivers of success for LAFPC

LAFPC is considered a role model for the over 300 FPCs¹⁴⁰ currently active across the USA. Through the successful establishment of an extensive network of food system stakeholders, LAFPC has had a profound impact on the food landscape of the city and beyond its boundaries, by enriching, influencing and contributing to a range of policies and programmes.

The case of Los Angeles is an outstanding example of how food systems can be transformed through unity and inclusivity; by putting in place participatory processes with a view to influencing public policy; by assigning value to the work that each individual undertakes in their organization; and by building trust, collaboration and networks with others.

LAFPC is also a leader in terms of mainstreaming environmental sustainability and climate change in food-related policy work. Notably, the current city's Mayor, Eric Garcetti, took on the role of chairperson of the C40 Cities and signed the C40 Good Food Cities Declaration in October 2019¹⁴¹.

Through the collective impact model, LAFPC has built an extensive network of stakeholders representing

different constituencies and sectors in the food system, which has been a key enabler for good participation, legitimacy and results. Consequently, 81 per cent of the stakeholders surveyed agree that the range of actors that make up the FPC is diverse, and that one of the strongest drivers of collaboration is the balanced representation of stakeholders (cited by 67 per cent of respondents), as well as the trust built up over many years of networking and cooperation (according to 64 per cent of participants).

Additionally, LAFPC relies on a high level of stakeholder involvement, which ranges from medium to very high according to 92 per cent of respondents. Farmers seem to show the highest level of engagement (81 per cent), followed by the public sector (75 per cent), civil society (69 per cent) and the private sector (56 per cent). The main motivations identified for participating in the FPC are: being informed about food issues in the city (81 per cent), learning (75 per cent) and networking (72 per cent).

The level of government buy-in and support from high-level representatives, perceived as medium to very high by 81 per cent of respondents, are also fundamental in explaining LAFPC's success.

Clear good governance principles agreed and respected by all stakeholders have been central to LAFPC. In fact, 86 per cent of respondents believe that LAFPC's stakeholders respect the code of conduct, the rule of law and the agreed principles of good governance. Similarly, the vast majority (86 per cent) consider that the FPC's meetings are well organized and communication is transparent, clear and effective. Furthermore, 83 per cent think that the structure and processes have led to equitable representation and participation among all members with strong public sector engagement and participation (81 per cent) and the active participation of most formal members (75 per cent). Overall, the participatory learning processes generated by the platform have been conducive to the capacity building of its members (indicated by 81 per cent of respondents).

Undoubtedly, good leadership has been instrumental in LAFPC's wide range of achievements to date. Nearly all respondents (92 per cent) think that the leadership is receptive to new ideas and actively welcomes new members; a high percentage (89 per cent) believes that the leadership encourages all members to participate, shares power with other FPC members in decision-

¹³⁷<https://www.goodfoodla.org/covid19>

¹³⁸<https://www.latimes.com/california/grfhyjkohe-123>

¹³⁹<https://www.latimes.com/california/story/2020-09-23/westlake-mercadito-struggles-stay-in-business>

¹⁴⁰<http://www.foodpolicynetworks.org/councils/directory/online/index.html>

¹⁴¹https://www.c40.org/press_releases/good-food-cities

making, and reflects member input in the products generated by the SFS MSM. In addition, 81 per cent of respondents concur that the mechanism provides opportunities for participants to build leadership skills within the FPC.

LAFPC has a clear strategic framework that is known to all stakeholders. The vast majority (94 per cent) of the stakeholders surveyed agree that the mechanism has basic knowledge of its policy subject matter, which has been key to establishing priorities and to identifying and articulating its vision, mission and goals among its members. Some 89 per cent of participants also stated that LAFPC understands the overall policy environment related to its agenda and that the food systems approach to policy formulation and implementation is understood by the majority of its stakeholders (according to 81 per cent of respondents).

The stakeholders perceive the effectiveness of LAFPC to range from high to very high. The FPC has been successful in including the food systems approach in its work (according to 94 per cent of respondents), in fostering inclusive and constructive dialogue among all food system stakeholders (86 per cent), in promoting collaborative and coordinated action among all actors (86 per cent), and in including the environmental sustainability component in its work (83 per cent).

Looking ahead, respondents indicated that the following should be addressed as priorities: urban agriculture and short supply chains (selected by 64 per cent of respondents) and local markets and food environments (61 per cent); 56 per cent believe that LAFPC should prioritize COVID-19's impact on food systems, climate mitigation/adaptation and sustainable food production.

2.5. Quito (Ecuador): Quito Agri-Food Pact (PAQ)¹⁴²



Image credit: Alexandra Rodríguez, ConQuito, AGRUPAR Project Manager

2.5.1. About the PAQ

The PAQ emerged from a context of persistent food insecurity in the city of Quito. Between 2015 and 2017, within the framework of a programme¹⁴³ promoted by FAO and RUAF, various actors in the Quito food system were mobilized to conduct a diagnosis of the agri-food system using a territorial approach. ConQuito, the city's economic promotion agency, played a critical leadership role in the process, mobilizing the actors, sharing the results and supporting the creation of a working group. Ultimately, the group was recognized as the multi-stakeholder food platform of Quito: the Quito Agri-Food Pact (PAQ). Signing the MUFPP in January 2016 fast-tracked its consolidation.

Although not formally institutionalized, the PAQ is backed by government authorities and ConQuito, its host agency. Over approximately two years, ConQuito

led the set-up of the PAQ, supported by RUAF and FAO. The CRFS approach¹⁴⁴ guided the process. Today, ConQuito is still the lead organization in the PAQ, and is supported by the Resilience Directorate of Quito, RUAF and Rikolto.

The PAQ functions as a citizen consultation and advisory body, stimulating collective action and new initiatives among its members. It plays a strong lobbying and advocacy role, mainly at city-region level, formulating policies and managing knowledge of food systems. To date, its priorities have been food security and poverty, sustainable diets, food diversification, food environments, and food loss and waste.

Its geographic scope of action is the city-region level. The PAQ is connected to global networks, such as the MUFPP. Through these networks, the PAQ generates knowledge and implements projects, focusing on

¹⁴²The acronym is based on the Spanish name – Pacto Agroalimentario de Quito.

¹⁴³The programme was called "Understanding the city-regional food system: Planning for a more resilient and food-secure city".

¹⁴⁴<http://www.fao.org/in-action/food-for-cities-programme/overview/crfs/en/>



Image credit: Alexandra Rodríguez, ConQuito, AGRUPAR Project Manager

sustainable and resilient food systems, such as Quito's AGRUPAR Programme.¹⁴⁵ This programme was launched in 2002 and is still a key player in the execution of the MUFPP. The SFS MSM takes MUFPP's framework for action and its indicators as a conceptual framework to guide its work.

The PAQ has no operating budget, hence stakeholders cover their own expenses when attending meetings. Occasionally, however, some project-specific funds are mobilized; these are used mainly to organize meetings and prepare studies. RUAF has been the main sponsor of the PAQ, and its financial contributions have been used for activities ranging from data collection to the production of a geographic information system.

2.5.2. Structure and governance

Structure

The PAQ brings together about 30 different stakeholder groups representing Quito's food system. Participating

actors were selected on the basis of a stakeholder mapping, produced within the framework of the food systems diagnosis. This work drew on pre-existing food-related platforms and multi-stakeholder coalitions. Participants are usually self-appointed or selected by the organization they represent.

The PAQ is a highly participatory SFS MSM that ensures broad and diverse representation. Figures 63, 64 and 65 show its composition in terms of types of organizations (constituencies), sectors and food systems activities represented.

For more information on the type of the different organizations participating in the PAQ, see Annex 9.

Governance

Even though the PAQ does not have a written strategic orientation document, the good governance principles indicated in Figure 66 have been implicitly defined and agreed upon by all participating stakeholders.

¹⁴⁵<https://www.futurepolicy.org/global/quito-agrupar/>



Figure 63. Types of organizations (constituencies) represented in the PAQ (in red)

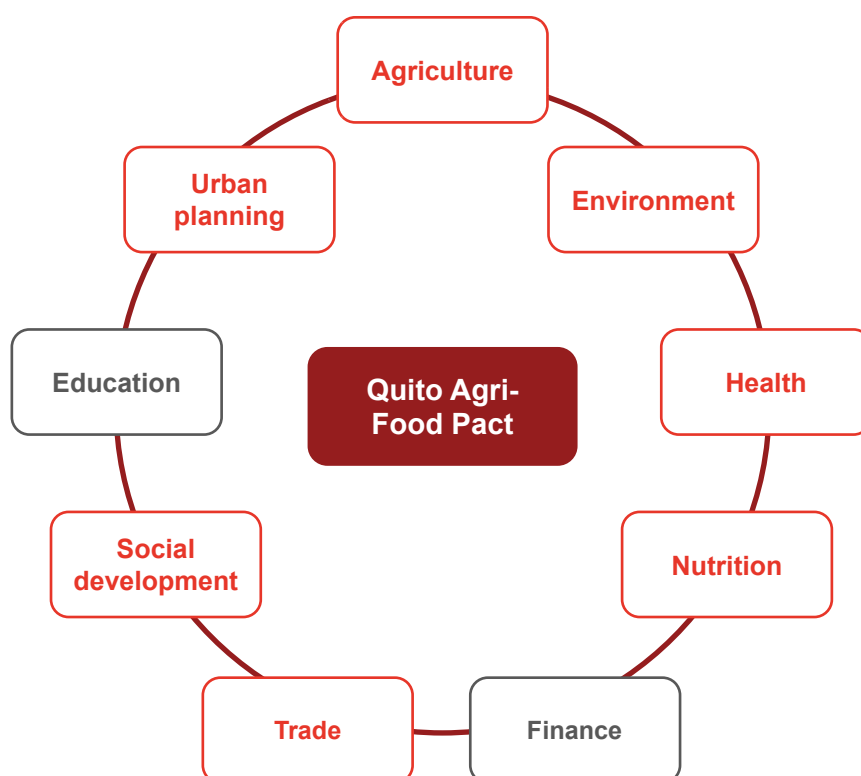


Figure 64. Sectors represented in the PAQ (in red)

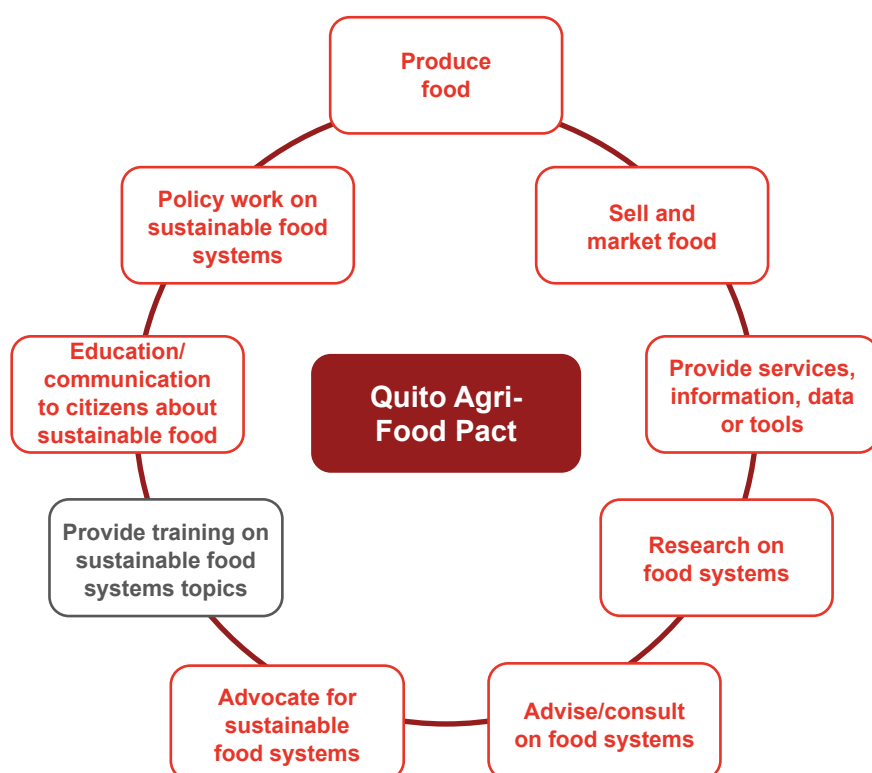


Figure 65. Types of activities represented in the PAQ (in red)

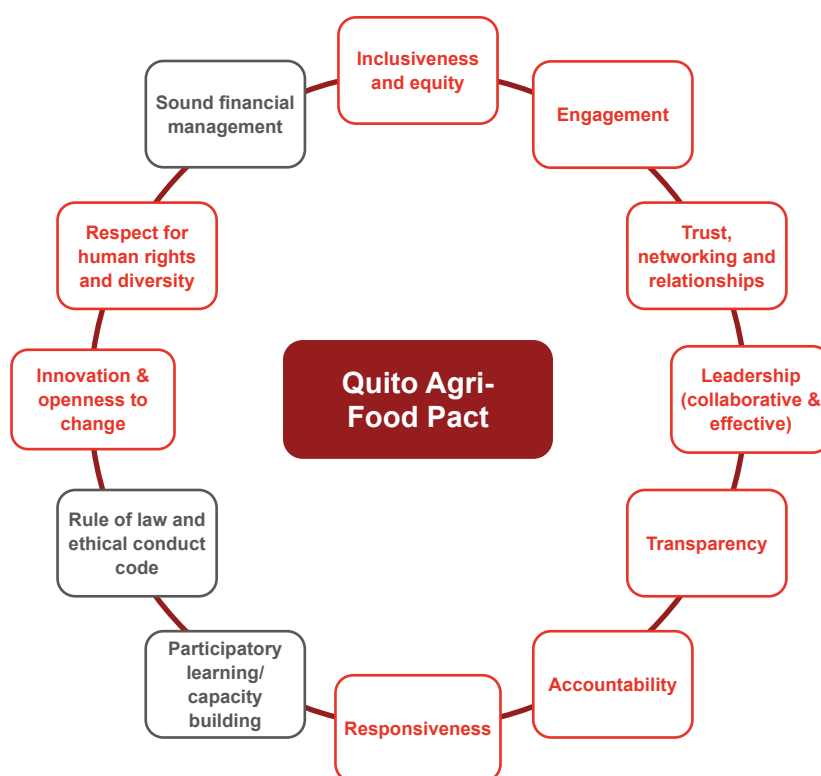


Figure 66. Principles of good governance applied in the PAQ (in red)

In order to put these principles into practice, the PAQ has established mechanisms for managing conflicts of interest, capturing and taking into account all voices (including voices that are not in the PAQ, for specific processes) and addressing or balancing power relations. It also has established mechanisms for communicating effectively, achieving consensus, learning collaboratively and building capacity.

Regular meetings are usually held biannually, following a predefined calendar, and the agenda is defined collaboratively. Initially (in 2017 and 2018), meetings were held several times a year; this subsequently changed to once a year (in 2019), and during the pandemic only certain actors have met to discuss specific issues. The majority of stakeholders surveyed (81 per cent) indicated that they attend all meetings; 62 per cent of them dedicate 1 to 4 hours a month to the work of the SFS MSM, while the other 38 per cent dedicate more than 4 hours. Half of the respondents indicated that they finance their participation from their own personal budget, while the other half is sponsored by the organizations they represent. During meetings, a designated facilitator is responsible for ensuring constructive and inclusive dialogue. Stakeholders are informed about the topics to be discussed in advance and each meeting has a clearly defined purpose, themes and questions to be addressed. During meetings, stakeholders are given an equal amount of time to participate. Participants can also give feedback on the dialogue that has taken place. In addition to regular meetings, stakeholders also communicate via email, letters or verbal consultations.

2.5.3. Policy formulation and implementation

SFS policy formulation

A food systems diagnosis¹⁴⁶ was carried out in 2016-2017 in Quito, with FAO and RUAF's support under the CRFS programme.¹⁴⁷ It adopted a highly participatory approach and applied a food systems lens. Taking into consideration the trends and challenges applicable to Quito's food system, it covered the mapping of actors and food-related policies. Moreover, it focused on socially disadvantaged and marginalized groups and provided an overview of actionable entry points for further collective action and policy development.

The food systems diagnosis resulted in the development of Quito's Food System Sustainability Plan and the Quito Food Charter¹⁴⁸ in October

2018, and later in the design of the Quito Agri-Food Strategy¹⁴⁹ in April 2019, which was formulated in alignment with pre-existing food-related policies.

The PAQ has also provided input and lobbied to include food issues in the Ecuador-Quito Climate Change Action Plan,¹⁵⁰ in the Territorial Development Plan¹⁵¹ and in the Vision of Quito 2040.¹⁵² All of these plans have been enacted by the municipality of Quito through the secretariats of Productive Development and Competitiveness and Environment and Planning (Directorate of Resilience).

During the formulation of the Quito Food Charter, the PAQ provided spaces for consultation and awareness-raising for citizens, organizations and entities in order to prioritize food on the public agenda. By doing so, the PAQ fostered a highly participatory process and strong citizen engagement and commitment, reflected in the 2,500 signatures collected. Similarly, during the formulation of the Quito Agri-Food Strategy, the PAQ supported the consultation process with citizens and other stakeholders. Throughout the consultation and formulation process, trade-offs were dealt with by trying to reach a consensus, guided by the MUFPP Framework for Action. The process also took into account pre-existing plans, programmes and related activities to improve efficiency and effectiveness.

The Quito Agri-Food Strategy takes a holistic approach and its main topics are:

- Inclusion of food in urban planning
- Food sovereignty and quality of life
- Adequate agricultural practices and food safety control
- Healthy eating and nutritional practices, more balanced diets
- Equity in access to healthy food
- Strengthening the producer-consumer relationship
- Improvement of farmers' livelihoods
- Waste management throughout the food chain
- Subsidiarity and coordination between different governance levels
- Promotion of entrepreneurship in the sustainable food sector

Monitoring mechanisms have been put in place to help assess the strategy's progress and make course

¹⁴⁶<http://www.fao.org/3/I9197ES/i9197es.pdf>

¹⁴⁷<http://www.fao.org/in-action/food-for-cities-programme/toolkit/defining-the-crfs/en/>

¹⁴⁸<http://www.conquito.org.ec/wp-content/uploads/2018/09/carta-1.pdf>

¹⁴⁹<http://gobiernoadabierto.quito.gob.ec/wp-content/uploads/documentos/sistemaagro/documentos/Estrategia.pdf>

¹⁵⁰https://openei.org/wiki/Ecuador-Quito_City_Climate_Change_Action_Plan#cite_note-1

¹⁵¹<https://www.quito.gob.ec/documents/PMDOT.pdf>

¹⁵²<http://www.rniu.buap.mx/infoRNIU/nov18/2/quito-vision-2040-y-su-nuevo-modelo-de-ciudad.pdf>

corrections where necessary. Thanks to the legitimacy and inclusiveness of the whole formulation process, the Quito Agri-Food Strategy is recognized by the Mayor's Office as a city planning instrument and an official policy.

The new mayor of Quito, Jorge Yunda, signed the Glasgow Food and Climate Declaration on behalf of the city in March 2021. This declaration is a pledge by cities and regions around the world to accelerate the development of integrated food policies as a key tool in combating climate change. With this endorsement, Quito seeks to uphold a vision for sustainability and resilience, which will give further meaning to the Quito Agri-Food Strategy.

SFS policy implementation

Because the Quito Agri-Food Strategy is not a municipal ordinance, no budget is assigned for its implementation. For now, therefore, implementation of the strategy relies on various initiatives carried out by a variety of food systems actors, without any formal reporting of activities that have been performed or allocation of funds with specific responsible parties.

Nevertheless, various activities and projects are conducted in alignment with the strategy. The PAQ coordinates these activities, and plays a key role regarding the communication and monitoring and evaluation components. Moreover, the strategy is constantly reviewed in collaboration with different stakeholders, by sharing information and lessons learned.

In the coming years, supported by the International Development Research Centre,¹⁵³ Rikolto and RUAF, Quito will work on implementing and localizing the PAQ and Quito Agri-Food Strategy at neighbourhood level.

2.5.4. Reported achievements and challenges

Achievements

According to 56 per cent of respondents to the stakeholder survey, one of the PAQ's main achievements is that it has been able to convene and coordinate a wide range of stakeholders that are active in the agri-food system, and to create collaborative networks between them. Additionally, half of the respondents think that the work carried out in the area of policy formulation has been successful, as exemplified by the development of the Quito Food Charter and the Quito Agri-Food Strategy. The PAQ has made visible the presence of key stakeholders usually

forgotten and excluded from policy-making. Moreover, participants concur that the PAQ has strengthened the voices of all actors, allowing them to express their concerns, strengthening social dialogue and making it possible to integrate the topic of food into municipal planning.

A major achievement highlighted by many stakeholders is the participatory formulation of a common vision for the future of Quito's food system, which lays the foundation for collaborative work on concrete programmes and paves the way for the institutionalization of the PAQ.

In addition, the occasional funding available to conduct research and deepen the knowledge of the agri-food situation in Quito has been crucial in positioning the topic on the political agenda and contributing to evidence-based decision-making.

Challenges

According to 88 per cent of respondents, the PAQ's major challenge is its limited budget, curtailing its capacity to undertake activities and consolidate as an official FPC. This is particularly important, as one major barrier identified through the survey relates to the lack of official recognition of the PAQ by municipal authorities. This translates mainly into a lack of political support, as indicated by 63 per cent of respondents. Additionally, changes in authorities have affected the implementation of actions, since the SFS MSM finds it difficult to reaffirm commitments with new local authorities that have not participated in the related process.

Not surprisingly, the level of government engagement, including support from high-level representatives, is deemed as medium by the majority of stakeholders surveyed. This represents a challenge for the PAQ as it seeks to achieve institutionalization and official recognition.

Regarding the food crisis generated by COVID-19, half of the stakeholders surveyed believe that the PAQ response has been weak, and they point in particular to the lack of connection to municipal level. In Quito, the shutdown of public spaces led to the closure of the bioferias (local markets). The main compensatory mechanism was a state food distribution measure, crucial given the level of socio-economic vulnerability of the population. As part of the CRFS project, Quito mapped these markets and vulnerable communities to identify priority groups to be targeted for emergency food distribution. The PAQ's role was instrumental in providing this information and facilitating

¹⁵³<https://www.idrc.ca/es>



Image credit: Biothailand by Shutterstock

communication and coordination activities (RUAF, 2020a).

2.5.5. Conclusion: Drivers of success for the PAQ

Since its inception, the PAQ has been instrumental in putting the topic of food at the top of the political agenda. It has helped to raise awareness among citizens, civil society organizations, businesses, academia and government authorities that food problems are not only about nutrition, but also about political, economic, social, cultural and environmental conditions. These factors must be addressed by public policy using a systemic approach; the commitment of the entire population and a sense of co-responsibility are also needed.

As of mid-2021, the PAQ is seeking official recognition as the city's official FPC. It is also aiming to go beyond the Quito Agri-Food Strategy to develop a holistic food policy document and related action plan in a participatory way and with a territorial approach, to contribute to fair and well-managed rural and urban development.

The city of Quito is recognized as one of the front-running cities in Latin America in terms of fostering multi-stakeholder collaboration to address food issues from a holistic perspective. Quito is a very active

signatory city of the MUFPP and a member of the C40 Cities Climate Leadership Group.

Since its inception, the PAQ has achieved significant results, thanks to a number of contributing factors. According to the stakeholder survey, an important component has been that the PAQ adequately reflects the diversity of actors in Quito's food system (according to 69 per cent of participants), and that it also promotes and supports diverse representation and participation (63 per cent).

Another aspect that has paved the way for the PAQ is the level of involvement of its stakeholders, perceived as medium to high by 88 per cent of respondents. Regarding their motivation for being part of the SFS MSM, 69 per cent of the stakeholders surveyed consider networking to be the most important, while 63 per cent are motivated by leading or being involved in a fascinating thematic area, and also attend the meetings to be informed about food issues relevant to the city.

Over the years, the PAQ has built a governance framework that is conducive to achieving good results. More than half (63 per cent) of respondents concur that the platform respects the agreed code of conduct, the rule of law and principles of good governance. They also indicated that the meetings are well organized and that the structure and processes are conducive to the equal representation and participation of all members. Moreover, 69 per cent of them agreed that

communication is transparent, clear and effective and that most formal members actively participate in the work of the SFS MSM; 56 per cent acknowledge that the structure and processes are conducive to addressing food systems commitments and agreements in a consensual and collaborative manner.

Strong leadership is another key factor in the PAQ's successes. A large majority (75 per cent) of respondents think that the leadership reflects the contributions of the members in the documents or products generated by the SFS MSM, is receptive to new ideas (81 per cent), actively welcomes new members (75 per cent), encourages all members to participate (69 per cent), provides opportunities for members to build leadership skills (63 per cent) and shares power with the members in terms of decision-making (69 per cent). In addition, more than half of the respondents indicated that the leadership uses good mechanisms to resolve disagreements (75 per cent) and to manage conflicts of interest (69 per cent) and power relations (63 per cent).

The fact that the PAQ's strategic vision is clear and understood by all stakeholders has been a factor in the results achieved so far. A large majority of respondents (81 per cent) agree that the SFS MSM has a basic understanding of its policy subject matter, which has been instrumental in getting its priorities considered in several policy processes (according to 63

per cent of respondents). Similarly, 63 per cent of the stakeholders surveyed feel that the PAQ understands the overall policy environment related to its priorities and that it clearly identifies and articulates its vision, mission and goals among its members (75 per cent). Furthermore, 75 per cent of respondents perceive that the food systems approach used for policy formulation and implementation is understood by the majority of the platform's stakeholders.

The PAQ has been effective in including an environmental focus and a holistic vision in its work. All respondents consider that the SFS MSM has adequately integrated the environmental sustainability component, and 94 per cent think the same about the inclusion of the food systems approach. Likewise, the vast majority of respondents (88 per cent) believe that the PAQ is effective in addressing the health and nutrition needs of the most vulnerable, in promoting inclusive and constructive dialogue, and in fostering collaborative and coordinated action among all food system stakeholders (94 per cent).

Finally, when asked about the sustainable food systems issues that the PAQ should prioritize in the coming years, the majority of respondents (88 per cent) indicated sustainable food production, while 69 per cent believe that the PAQ should also prioritize climate mitigation/adaptation.



Image credit: CONQUITO - AGRUPAR

2.6. La Paz (Bolivia): Municipal Food Security Committee of La Paz (MFSC-LPZ)



Image credit: Fundación Alternativas

2.6.1. About the MFSC-LPZ

The MFSC-LPZ was born in 2013 against a backdrop of growing public concern about food insecurity in the city of La Paz. The problem was being exacerbated by sustained rural-urban migration. The initiative was spearheaded by the mayor of the municipality, Dr Luis Revilla Herrero and a local NGO, Fundación Alternativas. It aimed to create a public space for multi-stakeholder debate, analysis and formulation of municipal public policies to foster food security and a more sustainable, resilient and healthy local food system. It took less than a year to set up the Municipal Food Security Committee of La Paz (MFSC-LPZ), with the support of the Humanist Institute for Development

Cooperation (Hivos), the Friedrich Ebert Foundation and the NGO Louvain Coopération.¹⁵⁴

The MFSC-LPZ is formally institutionalized by decree and recognized as an official entity since the approval of the Municipal Food Security Law of La Paz (No. 105).¹⁵⁵ Its work is guided by the integrated food systems approach (own definition)¹⁵⁶ and the food and nutrition security concept (FAO, 2009, 2014).¹⁵⁷ Fundación Alternativas occupies the leadership role and has provided guidance and support, facilitating and moderating meetings and roundtable discussions. The SFS MSM plays a strong role in knowledge management, policy formulation and advocacy in relation to food systems issues.

¹⁵⁴Louvain Coopération is a Belgian international NGO located in the university city of Louvain-la-Neuve. It is a member of the Federation of Development Cooperation NGOs.

¹⁵⁵https://base.socioeco.org/docs/ley_20municipal_20aut_c3_b3noma_20de_20seguridad_20alimentaria_20no_201052014.pdf

¹⁵⁶Integrated food systems are made up of all the elements (environment, people, inputs, processes, natural resources, infrastructure, institutions) and activities related to the production, processing, distribution, preparation, consumption and disposal of food. To ensure such systems work efficiently and over the long term, it is necessary to guarantee the sustainable use of resources, information and communication channels, territorial connections, marketing systems and strategies to promote responsible consumption. These systems are complex and involve a large number of actors and environmental, social, economic, political and cultural factors. It is therefore necessary to approach their design and development by contemplating different routes and encouraging active, multidisciplinary and multi-sectoral participation (Fundación Alternativas, 2020).

¹⁵⁷"Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life" (FAO, 2009).

Since its creation, the work of the MFSC-LPZ has focused on promoting local and sustainable food systems that are capable of ensuring that all people have reliable access to fresh, healthy and nutritious food. Issues that have been prioritized so far include local food production, (peri-)urban agriculture, nutrition and health, sustainable and diversified diets, and food environments.

The MFSC-LPZ focuses its work at the city-region level, but it also establishes linkages with municipal food security committees in other cities to work on food systems integration,¹⁵⁸ healthy food environments, urban agriculture, nutritional food education and issues related to food safety.

The SFS MSM has an annual budget of approximately EUR 10,000 to operate. Funds come from international cooperation (mainly from Hivos, Belgian Development Cooperation, Louvain Coopération and the Friedrich Ebert Foundation). This budget is used to cover costs related to meetings, publications and events. The MFSC-LPZ has dedicated staff who plan, organize and moderate meetings, conduct research on key issues, and organize advocacy events (Nogales, 2019).

2.6.2. Structure and governance

Structure

The committee is made up of municipal authorities and local stakeholders to ensure diversity of opinions and plurality in debates and proposals (for more details on MFSC-LPZ members, see Annex 1). The SFS MSM is made up of about 30 stakeholders selected by the city mayor and Fundación Alternativas based on a stakeholder mapping exercise that was carried out by municipal officials and independent professionals. With a view to further enriching the initiatives developed by the committee, the stakeholders participating in the meetings are invited to recommend new members on a regular basis.

The MFSC-LPZ is a highly participatory SFS MSM, with a broad and diverse representation of food system stakeholders. Figures 67, 68 and 69 show the composition of the mechanism in terms of types of organizations (constituencies), sectors and food systems activities represented.



Figure 67. Types of organizations (constituencies) represented in the MFSC-LPZ (in red)

¹⁵⁸The municipality of La Paz invested in and adopted an integrated metropolitan food system, which was designed based on the connection of actors and coordinated planning to ensure sufficient food production, the strengthening of production chains, the creation of adequate logistics systems and the diversification of marketing mechanisms based on sustainable development.

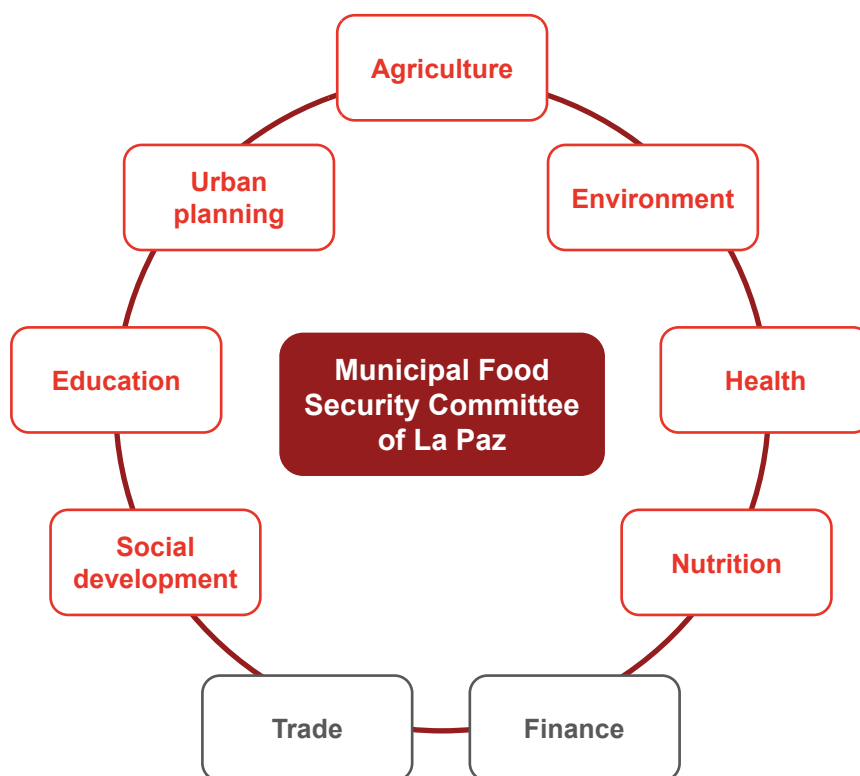


Figure 68. Sectors represented in the MFSC-LPZ (in red)

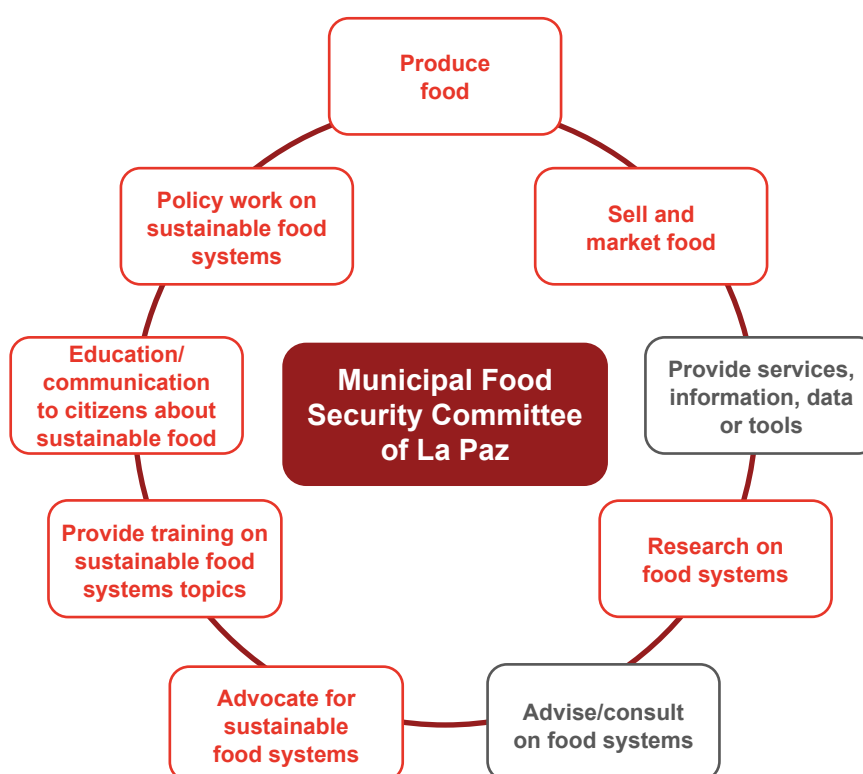


Figure 69. Types of activities represented in the MFSC-LPZ (in red)

While the MFSC-LPZ does not have a strategic guidance document, there are implicitly agreed principles of good governance (shown in Figure 70), which are acknowledged by all the parties that participate in the SFS MSM.

These principles are put into practice through specific established processes. For instance, there are mechanisms in place to capture the voices of all stakeholders when deemed necessary, including those who are not part of the committee. The SFS MSM also uses consensus building and collaborative learning strategies to reach agreements and develop the capacities of its members.

Since its establishment, the MFSC-LPZ has agreed to meet on a monthly basis, following a predefined annual calendar. In the stakeholder survey, 71 per cent of respondents indicated that they attend all these meetings; 71 per cent of them dedicate 1 to 4 hours a month to the work of the SFS MSM, while the other 29 per cent dedicate more than 8 hours. Some 43 per cent of stakeholders indicated that they finance their participation from their own personal budget, while 29 per cent are sponsored by the organizations they represent. Additionally, stakeholders convene more frequently in subgroups to discuss different topics of common interest.

The agenda for meetings is defined collaboratively and agreed by consensus. Consequently, the participants know in advance what issues will be addressed. A facilitator is appointed to guide the discussions and ensure that they are inclusive and constructive. Additionally, a note-taker is appointed to keep a record of what is discussed, and the minutes are then distributed to all stakeholders, including those who did not attend the meeting. In addition to the regular meetings, stakeholders communicate frequently through dialogue and by sharing resources and working documents with each other.

2.6.3. Policy formulation and implementation

SFS policy formulation

As a starting point, the MFSC-LPZ conducted a diagnosis of La Paz's food system, using a participatory approach that brought together a diversity of stakeholders. The analysis took a systemic approach, taking into account the interconnections between the different food systems elements and the underlying trends and challenges. Moreover, the diagnosis included a mapping of food-related actors and policies, and a special focus was placed on socially disadvantaged groups. All these efforts resulted in a

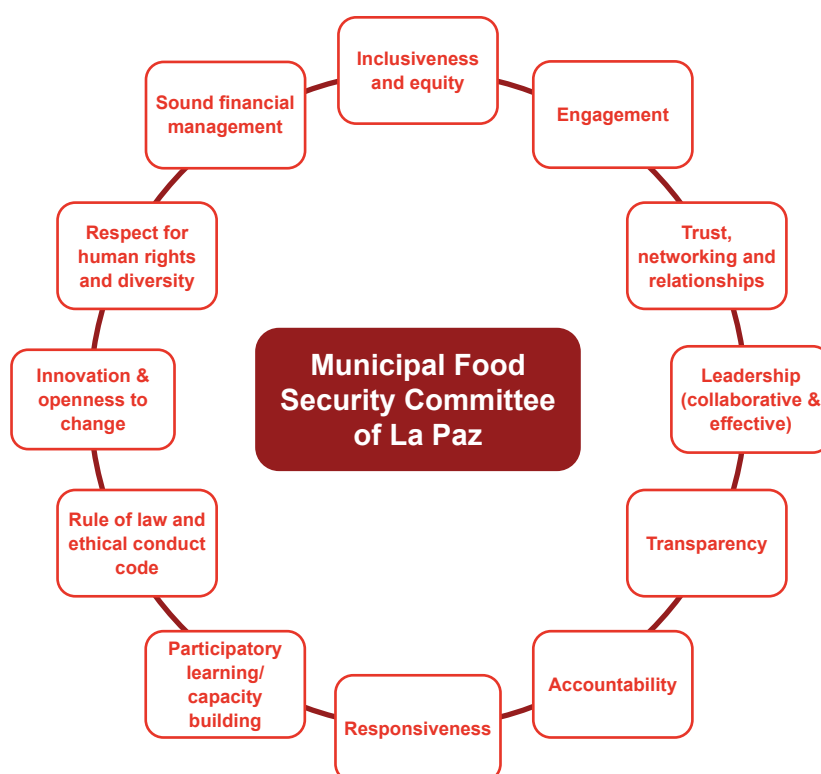


Figure 70. Good governance principles practised by the MFSC-LPZ (in red)

comprehensive assessment that includes an overview of actionable entry points for enhanced collective action.

Consistent with the participatory approach used for the diagnosis, the policy formulation process also involved a wide range of food-related actors, in addition to the MFSC-LPZ stakeholders, in several consultation events.¹⁵⁹ This process led to the development of the Municipal Food Security Law of La Paz (No. 105), which was adopted by the municipal autonomous government in 2014, making the MFSC-LPZ official.

The SFS MSM formulated the Municipal Law for the Promotion of Urban Gardens (No. 321).¹⁶⁰ It has also developed the following policy proposals: Food Security for the Metropolitan Region of La Paz (2015),¹⁶¹ Food Distribution Centres (2016),¹⁶² Urban Agenda for Food Security (2017),¹⁶³ Urban and Peri-urban Agriculture for the Cities of Tomorrow (2018),¹⁶⁴ Strengthening and Integration of the Food Systems of the Metropolitan Region of La Paz (2019),¹⁶⁵ and An Integrated Food System for the Metropolitan Region of La Paz (2020).¹⁶⁶ All the policy proposals and MFSC-LPZ's contributions to policy formulation processes have been informed by the preliminary food systems diagnosis, while also taking into account the government's priorities.

In 2020, the SFS MSM developed a food policy proposal entitled "An Integrated Food System for the Metropolitan Region of La Paz". This policy addresses food issues from a holistic, systemic and multi-level perspective. In particular, it takes into account the environmental sustainability angle, it includes all key priorities jointly identified by all stakeholders, and it is aligned with other pre-existing food-related policies and initiatives. During the formulation process, the presence of the competent authorities, the leadership and the established mechanisms were instrumental in reaching agreements, managing trade-offs, and ensuring that the voices of the different sectors were heard and not made invisible.

The proposal puts forward three intervention strategies to support the transformation of the local food system by connecting the various territories and making local economies more dynamic:

- Food chain (e.g. production, marketing, transformation);
- Integrated food systems (e.g. sustainable use of natural resources, fair trade and responsible consumption; the concept is crystallized in a planning tool that sets out short-, medium- and long-term actions that are to be implemented by all citizens);
- Food security (ensuring that all people have access to sufficient and nutritious food at all times).

The MFSC-LPZ has also played an important role in bringing the issue of food to broader policy scenarios by providing input to and collaborating in the approval of initiatives such as the Comprehensive Development Strategy of the Metropolitan Region of La Paz (2018)¹⁶⁷, the National Policy for Cities (2020)¹⁶⁸ enacted by the Autonomous Departmental Government of La Paz and the Plurinational State of Bolivia, and Plan 2040: The City we Want.¹⁶⁹ The latter is focused on consolidating the urban transformation of the municipality by focusing on six areas.

One of them is sustainability and eco-efficiency, and stipulates that the city must guarantee a safe environment to ensure food security (Knapke and Thellaeche, 2015).

SFS policy implementation

The local government takes the lead in implementing the Municipal Food Security Law of La Paz (No. 105), taking into account pre-existing plans, programmes and related activities for improved efficiency and effectiveness. The unit enjoys a close relationship with all stakeholders and influential institutions, maintaining a permanent and lively dialogue on food systems issues and challenges.

The MFSC-LPZ engages in the policy implementation phase by coordinating and implementing initiatives; conducting project management, communication and monitoring and evaluation activities; and providing inputs to support the mobilization of funds.

¹⁵⁹Municipal Food Security Committees are multidisciplinary teams made up of members of municipal autonomous governments, sectoral representatives, universities, local organizations and independent professionals, who are dedicated to generating strategies to guarantee the right to food in their municipality.

¹⁶⁰http://ws.servicios.lapaz.bo/normativa_externa/ConsultaExternaDocumento.aspx?archivo=2018/LM_7602_2018_00321.pdf

¹⁶¹https://alternativascc.org/wp-content/uploads/2018/05/Propuesta-Metropolitana_Version-FINAL.pdf

¹⁶²<https://alternativascc.org/wp-content/uploads/2018/05/Propuesta-Metropolitana-Centros-de-Acopia-2016.pdf>

¹⁶³<https://alternativascc.org/wp-content/uploads/2018/06/Agenda-Urbana.pdf>

¹⁶⁴https://www.louvaincooperation.org/sites/default/files/2020-09/176_Agriculturapercent20Urbanapercent20ypercent20Periurbanapercent20parapercent20laspercent20Ciudadespercent20delpercent20Manana.pdf

¹⁶⁵https://alternativascc.org/wp-content/uploads/2019/03/Propuesta-CMSA-IntegracionMetro_FINAL.pdf

¹⁶⁶https://alternativascc.org/wp-content/uploads/2020/07/Propuesta-Metro-2020_FINAL.pdf

¹⁶⁷<http://autonomias.gobernacionlapaz.com/wp-content/uploads/2018/pdf/diagnostico-edi-metropolitana.pdf>

¹⁶⁸https://unhabitat.org/sites/default/files/2020/10/cities_policy_onu-habitat_bolivia_10082020.pdf

¹⁶⁹<https://www.bivica.org/files/plan-integral-La-Paz.pdf>

2.6.4. Reported achievements and challenges

Achievements

According to 71 per cent of respondents to the stakeholder survey, the MFSC-LPZ's main achievement has been the formulation of food policies; this is followed by the creation of food stakeholder networks (indicated by 57 per cent of respondents). Other important results raised in the survey are the participation of a variety of actors in public discussions and political advocacy to influence and participate in the drafting of all the municipal law proposals¹⁷⁰ adopted by the local government, in particular the inclusion of the topics of food security and food systems in the National Urban Agenda and the Comprehensive Development Strategy of the Metropolitan Region of La Paz.

The SFS MSM has also managed to encourage the Departamental Government of La Paz to include in its work the integrated food system model proposed and designed by the MFSC-LPZ in conjunction with Fundación Alternativas, positioning sustainable food as part of the agenda.

Furthermore, some stakeholders consider that they have benefited from changing their work methodology from an isolated approach to a collaborative one,

by generating networks and identifying adequate mechanisms for coordinating and complementing actions. In addition, they have found the MFSC-LPZ to be a rich space to learn and share ideas. This has been very useful in developing food-related concepts and advocacy agendas, allowing them to broaden their vision and knowledge of food systems.

Challenges

According to the stakeholder survey, the MFSC-LPZ's shortcomings mainly relate to a lack of budget, a lack of time for stakeholders to participate in additional initiatives and a perceived lack of political support. In addition, respondents indicated that there is a need for more strategic monitoring of the implementation of the policies adopted, especially if these are linked to the work agenda of the SFS MSM. Respondents also pointed out that it is important to broaden the range of priority areas, so that they are not solely governed by institutional interests aimed at responding to funders.

Another aspect highlighted by the survey is the fact that there is a high turnover of stakeholders participating on the committee. Respondents contend that this hinders real commitment in terms of contribution, participation and follow-up, making it difficult to advance MFSC-LPZ's objectives.



Image credit: Mauricio Panzo / Hivos

¹⁷⁰<https://alternativascc.org/propuestas/>



Image credit: Fundación Alternativas

Finally, respondents believe that the SFS MSM's response to the COVID-19 food-related emergency has fallen short of expectations: almost half of the respondents (43 per cent) consider that the SFS MSM has not been very effective in supporting decisions and interventions in this context. Nevertheless, the MFSC-LPZ developed the city's first Municipal Food Contingency Plan in 2020 and this was presented to the new local authorities in 2021. The document is intended to serve as a planning tool that can help mitigate food shortages and interruptions to local food systems in emergency situations, including pandemics, social conflict and natural disasters.

2.6.5. Conclusion: Drivers of success for the MFSC-LPZ

The MFSC-LPZ is an MSM that has the full support of the mayor of La Paz. The continued support from Fundación Alternativas has been vital to its durability and achievements. Since the creation of the committee in 2013, the foundation has made staff available to organize monthly meetings, plan activities and prepare reports on food security and food policies. In particular, thanks to the foundation's support, the MFSC-LPZ was able to collaboratively draft a great variety of policy proposals, which were submitted to the mayor. These proposals successfully addressed issues such as the prevention of malnutrition, the strengthening of the

food system and the challenge of food security in the metropolitan region.

One of the cornerstones of the MFSC-LPZ's success is its inclusive nature, as it has been designed to bring together both municipal authorities and local food actors to guarantee the diversity of opinions and the plurality of the proposals formulated. This is reflected in the results of the stakeholder survey, where all participants agreed that the SFS MSM adequately reflects the diversity of stakeholders in the food system of La Paz, and that one of the strongest drivers of collaboration is the balanced representation of all stakeholders (according to 71 per cent of respondents).

All respondents concur that the general level of engagement of the parties in the SFS MSM is medium to very high, a factor that has undoubtedly contributed to the wide variety of policy proposals that the committee has been able to formulate. It is worth noting that all participants perceive the public sector to be highly engaged; a high number (86 per cent) consider civil society and farmers to be similarly highly engaged, while only 57 per cent consider the private sector's engagement to be high. The main motivations for participation are networking (86 per cent) and learning (71 per cent).

The majority of stakeholders surveyed believe that the MFSC-LPZ has a very good level of government endorsement and representation, including support

from high-level officials. This is reflected in the fact that 86 per cent of respondents reported strong political commitment and participation.

According to all respondents, another fundamental driver of success is that the governance principles implicitly agreed upon by the parties are respected. Similarly, all the participants believe that the mechanism's meetings are well organized, that communication is transparent, clear and effective, and that the participatory learning processes generated by the committee allow for equal representation and participation of all its members. Likewise, a large proportion of respondents (86 per cent) acknowledge that most of the formal members actively participate in the agreed work and that, in general, the platform's structure and processes are conducive to addressing food systems commitments and agreements in a consensual and collaborative manner.

The MFSC-LPZ's strong leadership has undoubtedly contributed to the progress achieved to date. The survey shows that all stakeholders believe that the leadership is receptive to new ideas and actively participates in welcoming new members. Some 86 per cent of respondents think that the leadership adequately reflects the stakeholders' input in the products and proposals that are developed; shares power with the members in decision-making; encourages members to participate; has good mechanisms for resolving disagreements, managing conflicts of interest and power relations; and provides opportunities for actors to build leadership skills within the SFS MSM.

Stakeholders also emphasized that the committee's strategic framework is understood by all stakeholders and that it accurately reflects policy priorities.

Accordingly, 71 per cent of respondents consider that the SFS MSM has good knowledge of its policy domain, that it understands the general policy environment related to its priorities, that it has well-defined policy priorities as part of an overall strategy, and that it identifies and articulates its vision, mission and goals among its members. In addition, most respondents (86 per cent) believe that the food systems approach used for policy formulation and implementation is understood by most of the stakeholders involved.

Regarding the perceived effectiveness of the SFS MSM, respondents note that the MFSC-LPZ has been able to successfully include the food systems approach (according to 86 per cent of participants) and the environmental sustainability component (according to all respondents) in its work. Some 86 per cent of participants also consider that the SFS MSM properly addresses the health and nutrition needs of the most vulnerable; fosters inclusive and constructive dialogue; and promotes collaborative and coordinated action among all stakeholders in the food system.

Concerning sustainable food systems issues that should be prioritized in the future, 86 per cent of respondents believe it should be consumer awareness and education, and 71 per cent believe it ought to be urban agriculture and short supply chains.



Image credit: Fundación Alternativas

2.7. Antananarivo (Madagascar): Antananarivo Food Policy Council (AFPC)



Image credit: Carmen Zuleta Ferrari, FAO Madagascar

2.7.1. About the AFPC

In 2011, the municipality in Antananarivo launched an urban agriculture initiative with support from the French Cooperation (Ile-de-France). Through this programme, the city's government sought to promote and develop micro-gardens in various vulnerable neighbourhoods in order to improve the food security of communities and encourage income-generating activities. In 2014, a multi-actor platform was created with the intention of strengthening and connecting actions in the field focused on nutrition and food security, within the boundaries of the city. Two years later, with the signing of the MUFPP, the idea of creating a food policy committee for Antananarivo emerged. Its aim was to strengthen food governance in the city. This is how the Antananarivo Food Policy Council (AFPC) was born from a pre-existing platform of food actors who moved from focusing on urban agriculture to having a systemic vision of the food chain (Andrianarisoa, Zuleta, Currie and Coetzee, 2019).

Although it is not formally institutionalized as of mid-2021, the AFPC initiative has the full support of

government authorities. This process took about two years and was supported by RUAF, which acted as a catalyst organization spearheading its creation. The leadership of the AFPC is in the hands of the city and continues to evolve with the support of the FAO's Madagascar office.

The AFPC functions as a consultative body that promotes collective and new actions among its members, while also participating in policy formulation processes. It also plays an important advocacy role at national, city-region, city and local levels by researching and reviewing existing good practices, building the capacities of its members to work on policy issues, creating partnerships to promote its objectives, and establishing relationships with key decision-makers. To date, the AFPC has prioritized actions related to food security and poverty reduction, local and sustainable food production, food procurement in schools and the enhancement of urban agriculture practices.

Its geographical scope of action is the city-region level, but it also establishes connections at international

level with the MUFPP and the CITYFOOD Network,¹⁷¹ resulting in benefits from city-to-city exchanges and technical support. It also links at national level with the HINA Platform,¹⁷² the Madagascar Vulnerability Assessment Committee,¹⁷³ the MIKASA Nutrition network,¹⁷⁴ and the Madagascar Dairy Board.¹⁷⁵ At city-region level, it connects with a consultation platform that supports value chains in the rice sector,¹⁷⁶ interacting with the platform used by peri-urban farmers in Antananarivo and with the Water Users Association of Antananarivo.

The AFPC does not count on a budget for its functioning. Hence, the different stakeholders have to cover their participation.

2.7.2. Structure and governance

Structure

The AFPC brings together over 31 different stakeholders representing Antananarivo's food system. Participating organizations were selected by the SFS MSM's focal point, based on pre-existing food-related platforms. Participants are usually suggested by the focal point or by direct appointment by the organization they represent.

Figures 71, 72 and 73 illustrate the representativeness and inclusiveness of the AFPC, showing the diversity of participating stakeholders in terms of types of organizations (constituencies), sectors and food systems activities represented.



Figure 71. Types of organizations (constituencies) represented in the AFPC (in red)

¹⁷¹<https://africa.iclei.org/cityfood/>

¹⁷²Plateforme de la Société Civile HINA – a Madagascar civil society alliance whose vision is to fight the causes and consequences of malnutrition.

¹⁷³An assessment carried out by the National Risk and Disaster Management Office of Madagascar (BNGRC) and other actors, see <https://reliefweb.int/report/madagascar/madagascar-vulnerability-assessment-committee-results-2019>

¹⁷⁴The Academic Network for Nutrition (MIKASA) was launched in 2017 to work on disseminating research results and supporting Anjaramasoandro (a private sector nutrition platform) with specific requests related to applied research.

¹⁷⁵Created in 2004, it promotes participation in the formulation and implementation of the national dairy policy in Madagascar and defends the interests of its members.

¹⁷⁶<https://www.inter-reseaux.org/publication/44-les-organisations-interprofessionnelles/la-plate-forme-de-concertation-et-de-pilotage-de-la-filiere-riz-base-pragmatique-et-progressive-dune-interprofession/>

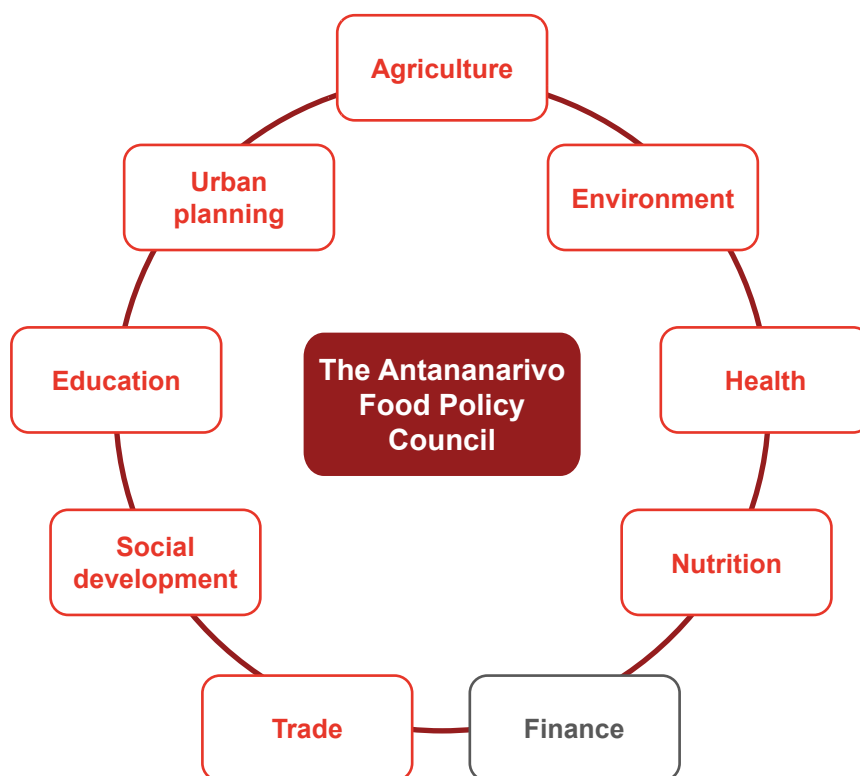


Figure 72. Sectors represented in the AFPC (in red)

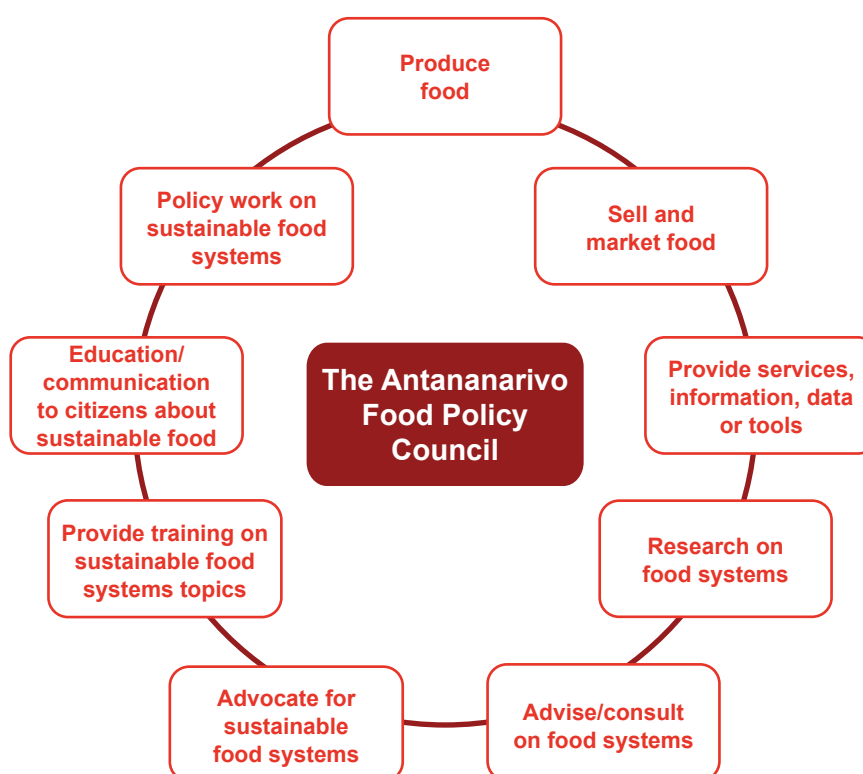


Figure 73. Types of activities represented in the AFPC (in red)



Image credit: Carmen Zuleta Ferrari, FAO Madagascar

Governance

The AFPC usually meets quarterly. In the stakeholder survey, 57 per cent of respondents indicated that they attend all meetings; 43 per cent of them dedicate more than 4 hours a month to the work of the SFS MSM, while 14 per cent dedicate 1 to 4 hours and 29 per cent less than 1 hour. Moreover, in 43 per cent of the cases, members' participation is sponsored by the organizations they represent. In addition to regular meetings, the municipality of Antananarivo may also convene a meeting if there is an emergency food-related situation. AFPC gatherings usually have a clearly defined purpose, theme and agenda, defined by the municipality of Antananarivo. A designated facilitator ensures constructive and inclusive dialogue, and all participants have an equal amount of time to make their contributions. There is a note-taker, a rapporteur and a procedure for collaborative work on the minutes and other products of the meetings. Minutes are distributed after the session to all stakeholders, including those who did not attend.

Outside of regular meetings, stakeholders communicate verbally and in writing, and by sharing documents for further discussions.

2.7.3. Policy formulation and implementation

SFS policy formulation

A diagnosis of Antananarivo's food system was conducted using participatory methods. The diagnosis took a systemic approach, going beyond the sectoral framing of problems. It included mappings of food systems actors and current food-related policies. It took into account the current challenges facing the food system, and special attention was paid to socially marginalized groups.

Antananarivo's food policy has followed a very unconventional path. Olivier Andrianarisoa, former deputy mayor and first "champion" of the AFPC, defined it as a "policy as practice" approach. This approach consists of identifying high-potential stakeholders and involving them as key players along the path toward a sustainable food system, rather than drafting a policy on paper (Andrianarisoa, Zuleta, Currie and Coetzee, 2019). This has enabled the AFPC to ensure the sustainability of the different food-related projects they have been implementing, despite changes in government. This conscious approach allowed the food policy process to be adapted to the real local actors' capacity and current knowledge. However,

in recent years, under the mandate of the new mayor, Naina Andriantsitohaina, the AFPC has started to work collaboratively to draft its first strategy within the framework of the CRFS project.¹⁷⁷ This project is led by FAO Madagascar and is scheduled to run from 2020 to 2022. Working in collaboration with RUAF, it supports the government and local stakeholders in building a resilient food system in the urban area of Antananarivo.¹⁷⁸

The development of the strategy has brought about the mobilization of a large number of stakeholders via 1,500 household surveys, 30 focus groups and 40 individual interviews with key actors, ensuring a highly participatory process. Priorities have been established based on the findings of the food systems diagnosis; government priorities and the interests of the most powerful and broadly represented stakeholders have also been taken into account. Moreover, commitments and agreements have been formulated on the basis of stakeholders' perspectives, available resources and capacities for action.

The strategy has a multi-sectoral perspective of the food system that seeks to go beyond value chains, putting forward specific solutions tailored to the local urban-rural context, viewed through a territorial lens. Key issues regarding food security and poverty, nutrition and health, sustainable and diversified food and food environments are covered. A local perspective of production issues is included, with an emphasis on peri-urban agriculture, sustainable production, biodiversity loss, the environment and climate change. Food loss and waste and resilience solutions to face climate-related food crises and pandemics have also been prioritized. Overall, the strategy includes a multi-level governance vision that seeks to embrace all food stakeholders, from the local to the national level.

The AFPC has not provided inputs to other policies yet. However, it expects to be able to do so once the results of the CRFS project are known.

SFS policy implementation

Under the policy as practice approach, the role of the AFPC has been focused mainly on fund mobilization and activities related to administration, coordination, implementation, project management, communication, monitoring and evaluation.

There is no lead agency in charge of policy implementation. However, FAO Madagascar has played an important role in providing technical and financial

support for the development of the AFPC's activities aimed at establishing a sustainable and resilient food system. FAO Madagascar provides technical support to assist the formulation of the CRFS strategy and its action plan, and subsequently to study the local impact of existing plans and programmes and ensure the implementation of the planned interventions.

The implementation involves the various food system stakeholders sharing information and lessons learned and putting in place follow-up mechanisms to make corrections when needed.

2.7.4. Reported achievements and challenges

Achievements

According to 57 per cent of respondents to the stakeholder survey, one of the main results achieved by the SFS MSM has been the cross-fertilization of ideas among stakeholders, which has enabled a better understanding of Antananarivo's urban food system. Moreover, thanks to the AFPC, stakeholders feel they were able to make timely contributions to the in-depth diagnosis carried out, ensuring that their needs and interests are included in the policy. In second place, stakeholders recognize the AFPC's contribution to the formulation of coherent actions in relation to food as a concrete success, in particular the Multisectoral Emergency Plan formulated in 2020 to face the crisis generated by COVID-19.

Within the framework of the Urban Agriculture Programme in Antananarivo and following the creation of the platform in 2014, an experimental and demonstrative micro-gardening site was developed by the municipality. On this site, all stakeholders and citizens can receive free training in urban agriculture. The training includes key topics related to the food system, from production to consumption and waste composting.

Thanks to the coordinated work of the SFS MSM's members, this initiative now operates within the six districts of the municipality, in 24 neighbourhoods and in more than 36 training institutions (schools and social centres), reaching more than 18,000 beneficiaries (mainly women and children) (Andrianarisoa, Zuleta, Currie and Coetzee, 2019).

The stakeholders surveyed also indicated that by being part of the AFPC their organizations have benefited

¹⁷⁷The City Region Food System (CRFS) of Antananarivo has been defined as a set of 66 municipalities (two urban municipalities (Antananarivo and Ambohidratrimo) and 62 rural communities located less than 100 km away from the city centre. This area produces a sufficient quantity and diversity of agricultural products to supply mainly urban consumers. For more information, see <http://www.fao.org/in-action/food-for-cities-programme/pilotcities/antananarivo/en/>

¹⁷⁸<http://www.fao.org/3/cb2899en/cb2899en.pdf>

from the established networks for knowledge exchange, for instance, with information and guidelines to support farmers' activities. In addition, a comprehensive database has been built to help foster relationships between partners, helping to strengthen collaboration in the development of the food policy.

Challenges

More than half of the stakeholders who responded to the survey (57 per cent) cited the lack of budget as the main obstacle to the AFPC's continued work. They also pointed to the poor organization of actors in joint activities, and the lack of formalization of the decisions adopted. According to half of the respondents, this may indicate a need for a stronger level of government buy-in and involvement in the AFPC.

A pending task for the AFPC is to establish the governance principles that should govern the FPC. The lack of such principles is reflected in the fact that only half of the respondents believe that a code of conduct and the rule of law are adhered to in the SFS MSM. Similarly, only half of the respondents believe that communication is transparent, clear and effective, and that the structure and processes of the FPC allow for the equitable representation and participation of all its members. An even lower percentage (29 per cent), consider that the mechanism's participatory learning processes are conducive to the capacity building of its members.

Moreover, according to respondents, the AFPC's leadership faces a number of challenges. Only 29 per cent of respondents think that the leadership has a good mechanism for managing power relations; the percentage is even lower (14 per cent) when it comes to acknowledging the leadership's capacity to resolve disagreements. In addition, 43 per cent think that conflicts of interest are managed inappropriately.

The respondents also reported that the food systems approach is not understood or used very well within the FPC. Only 14 per cent of stakeholders think that the platform has succeeded in getting stakeholders to understand and use the food systems approach for policy formulation and implementation.

Finally, a low 29 per cent of respondents believe that the AFPC's response to the COVID-19 pandemic – in terms of its management of the food crisis generated by COVID-19 – has been effective. However, the CRFS approach adopted and promoted by the AFPC has helped to set out priorities to design and implement a post-COVID-19 strategy, which may serve as an effective tool to reinforce food system resilience.

While acknowledging these difficulties, it must be remembered that the AFPC is still a young SFS MSM, which needs to consolidate several of its core elements, in particular its long-term funding, in order to further improve these structural and governance aspects.

2.7.5. Conclusion: Drivers of success for the AFPC

The AFPC emerged from a mobilization of local food systems actors that leveraged the signature of the MUFPP to consolidate the pre-existing informal stakeholders' platform. In the case of Antananarivo, the actors' mobilization and organization was prompted by the Urban Agriculture Programme, which has been recognized for its successful outcomes – in 2017, it won the MUFPP monetary prize¹⁷⁹ in the Challenging Environment category.

Antananarivo's food stakeholders, including the local mayor, are determined to transform their food system. To do so, the city has partnered with numerous organizations to support agroecological horticultural production, fish farming, poultry farming, compost production and charcoal use. The results of these activities have helped to reduce hunger and poverty and increase resilience in the face of extreme events, building more resilient and sustainable food systems.

Antananarivo counts on the vital support of important partners such as RUAF and FAO Madagascar, which are still working together with the AFPC on the transformation of the food system.

According to the survey, several factors have contributed to the AFPC's current achievements.

First, according to 86 per cent of respondents to the stakeholder survey, the membership's composition adequately reflects the diversity of stakeholders in the food system, and the council promotes and supports diverse representation and participation.

Second, respondents also concur that one key factor that has contributed to the sustainability and achievements of the SFS MSM relates to the involvement of its participants. The majority (71 per cent) of respondents to the stakeholder survey perceive that the overall level of engagement in the AFPC ranges from medium to high, with differences depending on the constituency (type of organization). Civil society stakeholders show the highest level of engagement, according to 86 per cent of respondents,

¹⁷⁹<https://www.milanurbanfoodpolicypact.org/award/>

followed by the public sector (71 per cent), the private sector (57 per cent) and farmers (43 per cent). The main reasons that motivate their participation are: to be informed about food issues in the city (71 per cent), to proudly represent the organization to which they belong, to coordinate a fascinating thematic area (57 per cent), and for visibility (57 per cent).

Despite the challenges mentioned above, the AFPC's leadership has certain characteristics that have contributed to its success so far. For instance, 86 per cent of respondents agree that the leadership encourages members to participate and actively participates in welcoming new members; over half of them (57 per cent) believe that the leadership shares power with the members in decision-making, is receptive to new ideas, reflects the members' input in the FPC's output documents, and provides opportunities for members to build leadership skills.

In relation to the strategic framework under which the AFPC operates, 71 per cent of the stakeholders surveyed consider that the FPC has basic knowledge of its policy subject matter and that it has managed

to identify and articulate its vision, mission and goals among its members. In addition, more than half of the participants (57 per cent) consider that the SFS MSM understands the overall policy environment related to its priorities and that it has managed to include them as part of an overall strategy.

Opinions on the AFPC's effectiveness on key issues are divided. The majority of respondents (71 per cent) think that the SFS MSM adequately takes into account the health and nutrition needs of the most vulnerable, and 57 per cent of them consider that it has included the food systems approach and the environmental sustainability component in its work. Likewise, half of the respondents believe that the mechanism has been effective in fostering inclusive and constructive dialogue and promoting collaborative and coordinated actions among all food system stakeholders.

Looking to the future, 86 per cent of participants think the AFPC should focus on climate mitigation/adaptation, while 71 per cent believe that strategies should stay focused on urban agriculture, short supply chains and food governance.



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