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CHAPTER 3

Presenting the 10 cases

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



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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.

2.7. 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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