



## D2.1: Comparative analysis of existing urban food policies

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WP 2 - T 2.1

**Authors: City of Milan (CDM)**



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# Executive Summary

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This report proposes a comparative analysis of existing urban food policies and enlarges its scope by offering original interpretations of the multilevel governance challenges. The analysis, carried out by the European project CLEVERFOOD, funded by Horizon Europe, analyzed a broader set of institutional and literature sources and delved into a vertical multilevel governance survey and interviews with public authority representatives to provide, for the first time, the geography of the multilevel governance food policies in European Cities, Regions and States.

The document presents the conceptual framework of an integrated urban food policy to assess the connections across different policy areas, different levels of government, and between the public, private, third sectors and citizens. Regarding the policy implementation, the framework taken as reference is the 37 Recommended Actions of the Milan Urban Food Policy Pact, organized into six categories. The following section describes the methodology adopted, including bibliographic research, as well as a survey sent to the cities of the MUFPP cities, the Eurocities Working Group Food participants and cities involved in EU funded projects, the analysis of the submissions to the Milan Pact Awards, a series of in-depth interviews and a scan of public policy databases.

The heart of the research summarises the outcomes of a comprehensive survey and follow-up interviews. The questionnaire analyzed food policy governance trends in 59 European cities in 19 European countries, highlighting that:

- 76% of cities established a formal political commitment, appointing 45 local politicians in charge of food policy (6 Mayors, 3 Vice-presidents, 3 Vice mayors, 22 Deputies, 11 Councilors)
- 54% of cities analyzed have officially adopted 32 Urban Food Policies, now active in 14 European countries.
- 26 city administrations established Food Policy Units with 122 officers, while 11 cities appointed at least one food policy officer.
- 25 city administrations allocated a food policy budget for €77 M from their municipal budget.

European cities' submissions to the **Milan Pact Awards 2022**, resulting in 91 European submissions (from 54 cities in 16 countries), were assessed under the multilevel governance lens, 3 relevant cases per each of the 5 food policy interventions were selected. Finally, the report deep-dives towards the vertical dimension of the multi-level governance, exploring and visualising the institutional driver dynamics active in Milan, Barcelona and Bordeaux Métropole and in four European Regions (Catalan, Wallonia, Flanders, Brussels Region), together with a focus on seven national policies, via FAO-LEX and WHO-ENPP.

With the scope of undertaking a comparative analysis among at least 50 cities in 29 Countries to explore the European Cities, Regions and National commitment on integrated urban food policies, this analysis represents a stepping-stone towards future CLEVERFOOD project activities within the National Policy Dialogues in Italy, Hungary, Spain and Poland, among others, moving the theoretical analysis towards a concrete advancement in the journey towards multilevel governance challenges.



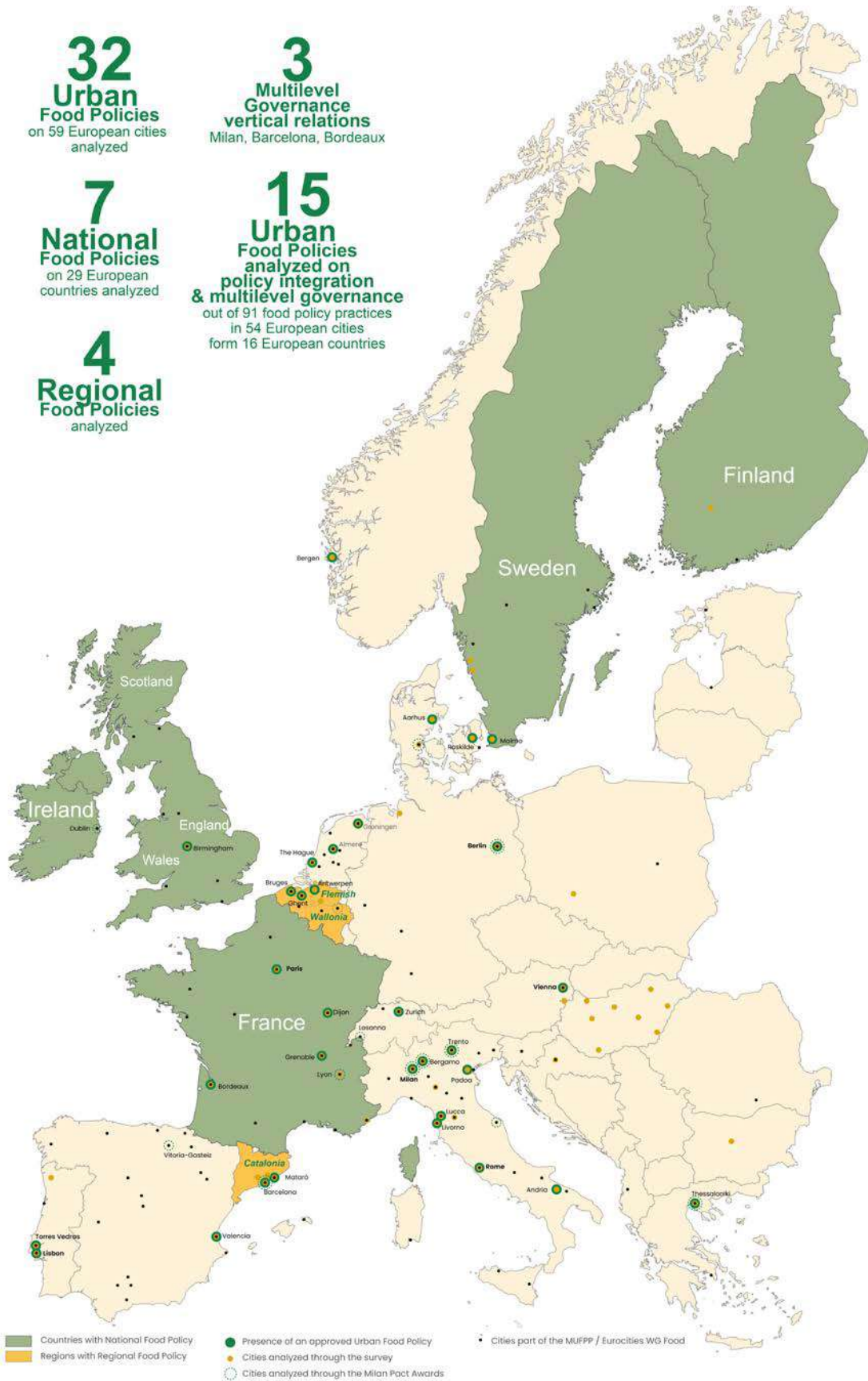


Figure 1 – Map of the comparative analysis



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# 1. Introduction

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The ‘food system’ (FS) concept has become central in food policy and governance discourses as a response to the challenge of understanding the complexity around food (Galli et al., 2020; De Schutter, 2020; Parson, 2019). Approaching food governance from a system perspective makes clear that traditional governmental efforts to steer this complexity through hierarch and monocentric command and control strategies compartmentalised in ‘siloes’ sectoral policies and administrative systems, rigid rules and jurisdictions, closed networks and top –down decision-making do not suffice (Candel et al. 2015; Breeman et al. 2015). A systems approach requires changes to food policy and food governance towards an integrated approach, making connections across discrete policy areas, different levels of government, and between the public, private and third sectors and citizens (Parson, 2019).

Given the lack of adequate integrated food policies and food governance arrangements at the national and supranational levels, local governments have recently become prominent actors in food system governance (Sibbing et al., 2021; Vara-Sánchez et al., 2021; Bornemann and Weiland, 2019; Candel, 2019; Coulson and Sonnino, 2019). Notwithstanding, the European Union is moving towards a systemic approach to policy making. The Farm to Fork Strategy is the first attempt at the EU level to design a food strategy from a systemic approach that proposes interventions for each stage of the food supply chain, from production to distribution to consumption and waste management, to make European food systems more sustainable. The proposal for a legislative framework for sustainable food systems (FSFS) is one of the flagship initiatives of the Farm to Fork Strategy and as announced in the Strategy, it will be adopted by the Commission by the end of 2023.

As result from the research conducted in T2.1, at the state level, there are no examples of integrated national food policies. There are just few functional examples of National food policy/plan/strategic document attempting to provide a holistic approach to food policy (e.g. the UK Government Food Strategy, the National Food Strategy for Sweden, the Scottish National Food and Drink Policy “Becoming Good Food Nation”). From T2.1 also emerged that at regional level (subnational, NUTS2 in EU classification) just four regions in Europe have developed an integrated food strategy (Catalonia in Spain and Wallonia, Flanders and Brussels-Capital in Belgium). Otherwise, cities have witnessed processes of institutional and democratic innovation developing integrated governance arrangements and policies (Moragues-Faus and Morgan, 2015). Urban food partnerships (Coulson and Sonnino, 2019) or multistakeholder platforms (Teft et. al, 2020) (e.g. food policy councils) are the two main local governance instruments used in implementing change in rescaling food governance at the local level (Sonnino and Spayde, 2014; Coulson and Sonnino, 2019; Sibbing et al., 2021; Vara-Sánchez et al., 2021).

The international dimension of this urban food revolution is encapsulated by the success of the Milan Urban Food Policy Pact ([www.milanurbanfoodpolicypact.org](http://www.milanurbanfoodpolicypact.org)), a protocol now signed by more than 250 cities committed to developing integrated food policy (Vara-Sánchez et al., 2021; Sibbing et al., 2021). However, the implementation of these policies is context-specific and uneven. In many European and non-European countries, integrated urban food policies and food partnerships are not on the policy agenda yet, or they are still in their infancy, far from being institutionalised or adopted by cities governments as systematic policy and governance mechanisms (FAO et. al., 2023; Teft et al., 2020). It is important to understand whether and to what extent cities are committed to food policies, what is the level of their institutionalisation, what are the areas of policy intervention, best practices and obstacles in food policy-making (policy design/formulation, decision and implementation), and understanding the capacity of cities of promoting policy integration.

Due to the multi-sectoral and multi-scalar nature of food systems governance, several political issues may exceed the management capacity of cities governments, because of the distribution of the legislative and fiscal responsibility across different levels (Mansfield and Mendes, 2013; Mendes,



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2008; Tefft et al., 2020; FAO et al., 2023). It is important to analyse the multilevel governance architecture in which cities are embedded, identifying the distribution of functions and competencies and the level of discretionary powers of different levels of government, exploring the formal and informal relationships existing among different levels, and identifying the nascent interjurisdictional governance entry points. This can provide insights for the development of a conducive policy framework for multilevel governance that can support cities in developing and implementing integrated food policies and can also enhance the catalytic role of cities in supporting the development and implementation of food policies, programs and investments across multiple levels of government.

**The CLEVERFOOD project** aims at engaging European citizens, including children and youth, and stakeholders from the farm and food sectors to transform the European food system towards environmental, social (including health) and economic sustainability. Among other objectives, CLEVERFOOD will specifically develop **models for transformative multi-level food system governance** and **strategies for advancing food policies and legislation**.

The specific objectives of **WP2 - Governance and Policy Implementation** are:

1. to develop and support the implementation of models for transformative multi-level governance of the FS based on assessing urban food policies,
2. connecting national and city-region policy labs and food policy councils,
3. launching a peer learning program for cities and local governments,
4. organizing national policy dialogues and European and international roundtables, and
5. supporting evidence-based advocacy for sustainable food systems (SFS) transformation.

The Task 2.1 (T 2.1) aims to assess urban food policy development across Europe by coupling assessments performed in previous and ongoing EU-funded projects in the FOOD 2030 Project Collaboration Network with an analysis of the current status, barriers, and enablers for the development and implementation of transformative urban FS governance models in the context of national frameworks and regulation.

To this scope, T 2.1 involves a comparative analysis among 50 cities in 29 Countries to understand whether and to what extent European municipalities are committed to integrated urban food policies and are involved in multilevel food system governance (Deliverable 2.1 (D2.1) – Comparative analysis of existing urban food policies).

In section 2 of D 2.1 it is presented the conceptual framework which introduces to the concept of food policy integration and provides a definition of urban food policy, that can be distinguished between single-issue food policy from integrated urban food policy. The former is oriented to affect a specific sector or issues (e.g. food aid for people in need, school meals, food waste, etc.) while an integrated urban food policy refers to those official cross-cutting plans and strategies that bring all (or several) aspects of policy related to food together. The conceptual framework also identifies the key intertwined components in integrated urban food policy making: integration, institutionalisation, and multistakeholders participation. Policy Integration refers to the management of cross-cutting issues in policy-making that transcend the boundaries of established policy fields and it occurs through the institutionalisation and the multistakeholders involvement. Institutionalisation can be defined as refers the process of setting-up the “institutional infrastructure” enabling integrated food policy making, which requires: first, converting political will and intents into substantive new formal policy infrastructure and the formal adoption, by formal public deliberations, resolutions or other legal instruments, of an integrated food policy/strategy/plan by the local government is the main step in this institutionalization process. Second, institutionalisation involves the administrative anchorage, by embodying the political commitment into the administrative system. The administrative commitment to integrated food policy is generated by creation of new staff positions or bureaucratic





units such as specific administrative food policy unit, office or formal coordination groups including civil servants from different departments. Multistakeholder food systems governance mechanisms, are increasingly emerging as crucial instruments to address gaps in local policies and planning related to food. Cities can adopt very different forms of multistakeholders engagement. Food policy councils are the most common governance arrangements, developed at a local level to enable citizens and cross-sectoral stakeholders to practice food democracy

In section 3, it is presented the analytical framework. To explore the institutionalisation of integrated urban food policies we adopt the “political commitment cycle”(Fox et al., 2011). The political commitment can be defined as a municipal government’s intent and sustained action over time to set up and implement policy. The political commitment cycle is composed of five stages: expressed commitment (public statements), formal commitment (explicit political responsibility), institutional commitment (development of a food strategy/policy/plan), administrative commitment (new staff or office/unit) and budgetary commitment (specific budgetary resources to the integrated food policy). The political commitment cycle is a very powerful tool for analysing the process of institutionalisation of food policies, but it does not include policy Implementation, which is the activity in the policy process in which actors attempt to convert policy intentions and resources into actions. To analyses the food policy implementation in the different policy domains that are included in the integrated urban food policies, T 2.1 adopts the MUFPP framework for action (<https://www.milanurbanfoodpolicypact.org/framework-for-action/>) which is built around five policy intervention areas: Sustainable Diets and Nutrition(SDN), (Social and Economic Equity (SEE), Food Production (FP), Food Supply and Distribution (FD), Food Waste (FW). The MUFPP framework for action also includes the category of Governance (GOV), that in T2.1 refers to existence of an urban integrated food policy, explored through the “political commitment cycle”. The methodology for the analysis combines four different methods: 1) Survey 2) MUFPP award candidatures analysis 3) Multilevel governance mapping tool 4) Scan on FAOLEX 5) In-depth interviews

In sections 4 and 5 are presented the results of the analysis. The section 4 focuses on the urban integrated food policies institutionalisation, that has been explored through the lenses of the political commitment cycle. From the survey are analysed the results from 59 cities in 19 Countries. Section 4 also focuses on food policy implementation. From the MUFPP awards database, 91 policy actions in 54 cities and in 16 countries have been analysed to investigate the policy instruments adopted by the cities in the 5 areas of the intervention (SDD, SEE, FD, FP, FW) to convert policy intentions and resources into concrete actions.

Section 5 focuses on the vertical dimension of the MLG governance. Firstly, by mapping the relationships existing between cities (Milan, Barcelona and Bordeaux) and the higher institutional/administrative levels which unfold along the 5 areas of the interventions (SDN, SEE, FP, FSD, FW) including also the Governance (GOV) category which refers to existence of an urban integrated food policy. Section 5 also investigates whether integrated food policies are developed at the regional and the national level. Through the analysis conducted in T2.1 they have been identified four regional food strategies in Catalonia (Spain) and in Flanders, Wallonia and Brussels-Capital (Belgium). The examination of the national food policy landscape in Europe, involving more than 29 countries part of the EU and extra EU countries (Albania, Bosnia Herzegovina, Czech Republic, Iceland, Slovakia, Norway, Serbia, Switzerland and United Kingdom), reveals a lack of integrated national food policies. Notwithstanding national food policies in Europe are sectorial, from the analysis has emerged that attempts towards integrated national food policies have been put in place in 7 countries (France, Sweden, Ireland, Finland, England, Scotland, Wales).



## 2. Integrated urban food policies: a conceptual framework

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### 2.1 Integrated food policies

Food systems involve the interconnected relationships between various activities in the commodity chain (producing, processing, distributing, trading, consuming of food); various issues linked to food security outcomes (access, availability, utilisation, nutrition and health); various interactions across scales (time, space, jurisdiction) and levels on them; and various social, cultural, economic and environmental constraints and impacts (Treemer et al, 2018). In other words, food systems are recognised as socio-ecological systems characterised by interdependent, multi-scalar elements linked across space and time (van Bers et al., 2016; Breeman et al. 2015; Peters and Pierre, 2014 Galli et al., 2020).

Though the “food system” is increasingly understood as an interconnected socio-ecological system, policies targeting different parts of the food system are typically made in isolation. A system approach to food policy demands a change towards integrated policy approaches and boundary-spanning governance arrangements bridging the different and fragmented siloed sectorial policies and organisational structures and the usual boundaries between sectors, administrative jurisdictions, public and private domains, temporal and spatial scales and diverse normative frameworks (Candel and Peirera, 2017, Parson, 2019). Developing more integrated policy is an attempt to establish those connections more formally (Parson, 2019).

An integrated food policy is the joining up of goals and policies related to food systems – horizontally across governments, vertically between government levels, or between inside and outside government actors – to better align these efforts, reduce incoherence between them, and tackle food systems challenges more effectively (Parson, 2019). In other words, an integrated food policy requires an integrative approach to food governance structured around three pillars:

- policy integration of several sectorial policies,
- multistakeholders’ integration and food democracy (horizontal governance),
- multilevel vertical integration (vertical governance).

Policy integration responds to the need for integrative strategies that align sectorial policy efforts into a concerted whole (Candel and Peirera, 2017). The policies affecting food systems have developed in ad hoc fashion over many years, allowing instruments and objectives to multiply in confusing and inefficient ways (De Schutter et al., 2020; Buckwell et al., 2017). Gaps and inconsistencies between policies appear to be the rule, not the exception, and we lack mechanisms for reconciling the many trade-offs and contradictions between competing policy goals (Candel and Biesbroek, 2018). Policy integration aims at promoting integration, coherence and coordination across policy areas to overcome the poor coordination and conflicting objectives between different sectorial policies (De Schutter et al., 2020).

Food systems involve multiple interdependencies, and this requires collaborative arrangements capable of integrating all food system actors/stakeholders. Multistakeholder food systems governance mechanisms involving multiple non-state actors such as farmer organisations, civil society organisations, the private sector and academic institutions, and also citizens (horizontal governance) are increasingly emerging as crucial instruments to address gaps in policies and planning related to food (FAO, 2023). Multistakeholder/actors integration also involves food democracy, which refers to the increasing participation and accountability in the design and implementation of the policies that shape food systems (Candel, 2022; Hassenein, 2008; 2003).



Multilevel vertical integration refers to the vertical coherence across governance levels and the need to build synergies between actions from the local to the global scale (Tefft, 2020). Food systems usually fall under the mandate of multiple agencies and competences are distributed among the different institutional levels. In the literature it is highlighted the issues of coordination, lack of coherence and the difficulty that cities face in creating vertical links with higher-level policymakers (Hawkes and Halliday, 2017; De Schutter et al., 2020).

## 2.2 Integrated urban food policies

In the last decade, city governments around the globe have mobilised the convening power of food to develop urban policies that integrate different sectors and actors implicated in delivering good food for all (Moragues-Faus and Battersby, 2021). The role of cities in creating more sustainable and just foodscapes is also now recognised in key international arenas such as the United Nations New Urban Agenda or the Sustainable Development Goals and the Food Security Report 2023 (FAO, 2023). The launch of the Milan Urban Food Policy Pact in 2015 was a global marker of subnational governments' increasing role in formulating and implementing policies (FAO, 2023; p. 132).

The engagement of municipalities in integrated food policy is a promising development, as municipalities have the potential to develop tailor-made and possibly more effective policies, as they benefit from their knowledge of the local context, the proximity to the community and the possibility to engage with local citizens. The urban can be considered a key space to reshape food system dynamics and municipalities could therefore be crucial for leading the way to more sustainable food systems (FAO et al., 2023; Sibbing and Candel, 2020).

Urban food policies consist of formal public decisions and legal instruments adopted by local government and used to address problems affecting the local/urban food environment and to modify incentives and behaviour to improve food system performance. They include laws, ordinances, guidelines, resolutions and official statements made by municipalities which affect how food is produced, processed, distributed, purchased and consumed (Tefft et al., 2020; pp. 62).

Urban food policies often emerge through the initiative of civil society and other food system stakeholders. They can be also implemented through the involvement of civil society organisations (CSOs), stakeholders, and the private sector. However, grassroots, civil society, and stakeholders-led actions that are independent of governments do not constitute urban food policies per se (Hawkes and Halliday, 2017).

Urban food policies run across a spectrum from sectorial or single-issue policies to integrated approaches (Hawkes and Halliday, 2017). On the one hand, an urban sectorial or single-issue food policy is oriented to affect a specific sector or issues e.g. food aid for people in need, school meals, food waste, etc., and such actions can pave the way for — and be incorporated into — integrated food policies at a later stage and may also have benefits in other policy areas (Hawkes and Halliday, 2017). On the other hand, policy integration concerns the management of cross-cutting issues in policy-making that transcend the boundaries of established policy fields, which often do not correspond to the institutional responsibilities of individual departments (Meijers and Stead, 2004). Developing more integrated policy is an attempt to create coherence and coordination between different sectoral policies. Food policy integration can be generated in different ways: by ensuring food is reflected in other policy areas or departments (food in all policies), by using particular food policy measures as leverage points to address multiple food system goals together – such as better diets, protecting the environment, providing jobs and markets, and improving skills and livelihoods (policy measures with multiple goals). Above all, the most comprehensive and effective way of



producing food policy integration is bringing policies together by creating a new plan or strategy to bring all aspects of policy related to food together in an overarching cross-government project (integrated food policies) (Parson, 2019).

An integrated urban food policy refers to those official cross-cutting plans and strategies that bring all (or several) aspects of policy related to food together in an overarching cross-municipality government or whole-of-municipality government policy framework. Integrated urban food policies typically require multiple government departments and policy areas to be bridged and novel governance bodies to be established (Hawkes and Halliday, 2017). Municipal inter-departmental government bodies or units are expected to contribute to ensuring effective food policy coordination across dimensions of the food system, enabling integrated actions, especially when combined with a strategic overarching objective (Candel and Pereira, 2017; pp. 90). Policy integration at administrative level could be also reached by developing formal or informal mechanisms of interdepartmental coordination as coordination groups, working groups, regular meetings etc.

Food policy integration is fully accomplished once it involves not just the strategic dimension, but it also occurs at operational level in food policy implementation through the policy instruments. Policy instruments refer to the generic term provided to encompass the myriad of techniques at the disposal of governments to implement their public policy objectives (Candel and Biesbroek, 2016).

## 2.3 The institutionalisation of urban integrated food policy

Once established, there is no guarantee that food systems governance will continue in perpetuity, but institutionalising governance processes can make it more likely to be continued and sustainable in the future (FAO et al., 2023; p.134). Institutionalisation refers “to both the formal recognition and formulation of a specific intervention in policy and legislation, and the routine application or support for this formulation. In this regard, institutions or the institutionalisation of a given intervention – such as an urban food policy – is specifically about the formal establishment of rules and practices to support that intervention repeatedly over time” (Tefft et al., 2020; p. 24).

The institutionalisation of urban integrated food policy and governance (figure 2) refers to the process of setting up the “institutional infrastructure” enabling integrated food policy-making, which requires:

- a. converting political will and intents into substantive new formal policy infrastructure,
- b. the administrative anchorage by embodying the political commitment into the administrative system.

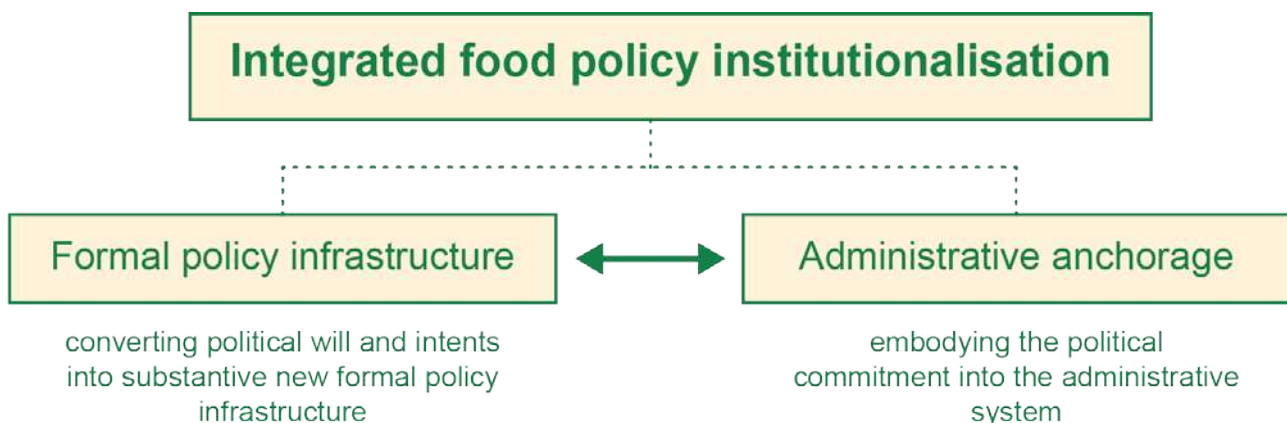


Figure 2 - The institutional infrastructure of integrated food policies





The institutionalisation can ensure the continuity of the food policy in the long run by integrating it into legal and regulatory frameworks. Municipal food strategies represent the common way for municipalities to start an integrated food policy. The strength of these strategies is that they typically address food systems in a holistic manner, targeting environmental, social, health, and economic issues, as well as their interconnections. At the same time, local food strategies have been shown to mainly serve an agenda-setting purpose. They offer no guarantee in terms of institutionalisation, which is a crucial step for bringing a food strategy beyond paper realities, as it entails the creation of an infrastructure and the conditions to address food issues in the long term (Sibbing and Candel, 2020; Minotti et al., 2022).

The formal adoption, by formal public deliberations, resolutions or other legal instruments, of an integrated food policy/strategy/plan by the local government is the main step in this institutionalisation process (Beckie et al., 2013; Mansfield and Mendes, 2013). The further step in creating a new formal policy infrastructure is the adoption of legal instruments to implement the strategy. Municipal authorities can design and adopt ordinances or by-laws to become part of the municipal code; issue executive directives, resolutions or orders; amend regulations governing licensing and permits; contract for procurement decisions; court decisions; and develop guidelines, standards and codes of practice (Tefft et al., 2020).

Establishing policies, rules, and actions to support the intervention is a necessary but not sufficient condition for the full institutionalisation of an integrated urban food policy. The creation of new staff positions or bureaucratic units, such as a specific administrative food policy unit, office, or formal coordination groups including civil servants from different departments is equally important (Tefft et al., 2020; Hawkes and Halliday, 2017; Beckie et al., 2013; Mansfield and Mendes, 2013). The civil service is important in influencing the governance capacity of a municipality in relation to many different aspects (Berti and Rossi, 2022). It is not subject to the political cycle, and it has a political responsibility to preserve policy continuity from one political cycle to the following. Its role in influencing the food governance capacity also goes beyond the implementation phase. As suggested by a vast public administration literature, administrators play an important and extensive role in shaping policy (Roman, 2017). Moreover, given its complexity and inter-sectoral nature, food policy requires mechanisms for inter-departmental coordination (Candel and Pereira, 2017) and, therefore, the development of coordinated structures and procedures to guarantee effective food policy implementation are needed (Peters Pierre, 2014). Some cities may start out by giving formal competences and responsibilities on the food policy issues to one or more officers, or by creating informal structures (e.g. working groups, committees, task forces) before deciding to create formal food offices, units, divisions or departments. They may also design and implement interventions separately in different departments and continue to use these ad hoc informal mechanisms to coordinate those interventions. In practice, decisions on the administrative home of integrated food policies depend on the structure and functioning of local government and its bureaucracy, it also depends on the on the priority areas of work, on the interest of municipal departments and on the opportunities to mobilise financial resources (Tefft et al., 2020). These changes in the administrative infrastructures involve a change in the organizational culture of the administrative body focusing tasks and objectives to be achieved, rather than on roles defined by line functions and sectorial department-driven competences (Pereira and Ruysenaar 2012). This requires new competences and skills and necessarily the support to the administrative structures in terms of capacity building.

As stressed by FAO et al. (2023) experience shows that urban food governance mechanisms such as food policy councils perform better if they are institutionalised within subnational governments. Finding an institutional “home” to host food systems-related multistakeholder platforms, is key to the sustainability of these initiatives. Usually, they are nested within a food policy “unit” within a municipality. A dedicated budget is also crucial for sustaining continuity. Municipalities themselves have, a critical role to play in integrating the initiative of an informal food governance platform into the municipality’s regulatory framework and budget via ordinances, annual budgetary and program



planning, or other types of formal decisions. Due to the diversity of organisational structures and priorities, there is no single model for successfully securing funding (FAO,2023; Tefft et al., 2020).

## 2.4 Urban food policies and multistakeholders participation

Multistakeholders food systems governance mechanisms, are increasingly emerging as crucial instruments to address gaps in local policies and planning related to food. Cities have found that engaging, coordinating and managing a large and diverse group of stakeholders is indispensable for resolving complex and interconnected issues in the food system (Tefft, 2020; p.7). Multistakeholder engagement is broadly defined as an approach of building synergies and partnerships with key actors, such as civil society organisations, governments, organised interests, private sector, and the community. Multi-stakeholder engagement refers to both the coalition (alliance, partnership, initiative, platforms, roundtable, forums etc.) consisting of multiple stakeholders - representing businesses, government, societal advocacy groups and knowledge institutions - and the process by which such a group of stakeholders are involved in food policy-making (Halliday et al., 2019, Haarich, 2018; Alliance of Bioversity et al., 2021; Thorpe et al. 2022; Herens et al., 2022; Breeman et. al., 2015). Participatory food policy-making refers to both the co-construction and co-production of a food policy, where co-construction refers to the participation of citizens and civil society organisations in public policy design and decision-making, and co-production refers to participation in policy implementation (Vaillancourt, 2009).

As stressed by FAO et al., (2023), multistakeholder food systems governance mechanisms are increasingly emerging as crucial instruments to address gaps in local policies and planning related to food. They are formal or informal participatory governance mechanism and collaborative arrangement that bring together diverse food systems actors with different food-related agendas in an inclusive way to collaborate in food policy. They are spaces of policy deliberation that are aimed at: examining how a food system operates; raising awareness, discussing and developing strategies; identifying and proposing innovative ideas and solutions (initiatives, projects, actions); connecting people, pooling resources and developing coordinated actions among the various interests; and providing policy recommendations to improve the food system and to influence local food policies (Calancie et al., 2017; Harper et al., 2009). They serve as advisory bodies to local or subnational governments, support policy design and implementation, promote stakeholder engagement, and facilitate monitoring and evaluation of progress in policy implementation, effectiveness, efficiency and impact (FAO et al, 2023).

Cities can adopt very different forms of multistakeholder engagement. Food policy councils are the most common governance arrangements, developed at a local level to enable citizens and cross-sectoral stakeholders to practice food democracy (Sieveking, 2019). In some cases, food policy councils are developed by civil society and are independent from local governments. In other cases, they are created through governmental action, such as an executive order or local resolution, and they are endowed with a mandate from the local government (FAO et al, 2023, Tefft et al, 2020; Sonnino and Spayde, 2014).

## 2.5 Urban food policies and multilevel governance

As food systems usually fall under the mandate of multiple agencies, multi-level governance (MLG) is gaining increasing attention among food governance scholars as it represents both a valid analytical and a normative framework providing relevant insights for food governance challenges that span across multiple institutional levels and multiple stakeholders (Jani et al. 2022; Szulecka et al. 2019).





As a theoretical approach, MLG emerged in the 1990s to explain new patterns of decision-making dynamics in the European Union (EU), highlighting the dispersed policy-making activity performed across politico-administrative institutions in diverse territorial levels (Stephenson, 2013). In his seminal works Marks (1993) coined the term of MLG to describe “a system of continuous negotiation among nested governments at several territorial tiers” (Marks , 1993, p. 392). MLG approach that does not view the allocation of authority among levels as mutually exclusive but rather explores how authority can be simultaneously exercised by multiple agents (Dunoff, 2021).

Over time, however, the reach of MLG concept expanded from the vertical institutional integration to ‘sideways’ or horizontal processes, referring to the involvement of independent and non-state actors, private sector, non-governmental organisations and social movements in policy (Maggetti and Trein, 2018, Hooghe and Marks 2003). MLG theory sheds light on two important dynamics occurring simultaneously at vertical and horizontal dimensions of policy-making: actors operating at different territorial levels are interdependent and interconnected formally and informally rather than simply nested; second, the growing horizontal interdependence between governments and non-governmental actors via policy-making through complex networks (Bache and Flinders, 2004).

MLG is defined as: “an arrangement for making binding decisions that engages a multiplicity of politically independent but otherwise interdependent actors – private and public – at different levels of territorial aggregation in more-or-less continuous negotiation/deliberation/ implementation, and [...] does not assign exclusive policy competence or assert a stable hierarchy of political authority to any of these levels” (Schmitter 2004; p. 49; UN-Habit, 2022). The term multi-level governance, combine the adjective multi-level which refers to the increased interdependence between different political arenas (national, sub-national, supranational), whilst the term ‘governance’ signals the growing interdependence between public authorities and nongovernmental actors at various territorial levels.

In T 2.1 the multilevel food governance refers to: the vertical MLG and the horizontal MLG.

The vertical dimension regards the division of responsibilities and rights between jurisdictional levels of governments. It involves the formal and informal relationships among different levels (from supranational to local) including their institutional, financial, and informational aspects (Tefft, et. Al, 2020). The horizontal dimension of MLG refers to co-operation arrangements within and amongst governments (and their departments) at the same level (regions, municipalities etc.), as well as interactions between public government bodies and other actors/participants (community, stakeholders and private sector).

In food governance, vertical governance is important for many reasons. First, cities’ policy actions and legislative authority are generally limited to what the legal frameworks allow and the distribution of competences among the different institutional and administrative levels - here the level of decentralisation in a country has a great impact. Municipal governments use a variety of policy instruments to implement food interventions, the choice of which is strongly conditioned by the country’s legal traditions and governance procedures and the specific policy objective (Mansfield and Mendes, 2013). It is important to understand the distribution of functions and competencies and the level of discretionary powers of different levels of government because this influences the capacity of cities to develop and implement integrated food policies. Vertical governance can be challenged by a lack of clarity in the assigned roles and responsibilities, the mismatch between roles and resources, political discord between levels, and variable capacity and capabilities across levels of government and within countries. Thus, interjurisdictional mechanisms become critical for the design, implementation and governance of food interventions. Second, food policies in most cities are influenced by other higher-level policies, whether through alignment or directly through the application (implementation) of laws and regulations. Third, several authors have highlighted the difficulty that cities (continue to) face in creating vertical links with higher-level policymakers and the obstacles this creates in terms of policy coherence (IPES, 2017; De Schutter et al., 2020). These



difficulties to create linkages and coordination with national level actors and processes bring to the fore the issue of “boundaries” (Mattioni et al., 2022; Hodson and Marvin, 2010; Kohler et al., 2021). Finally, cities may also play a catalytic role in supporting the development and implementation of policies, programs and investments across multiple levels of government (Teft et al., 2020, FAO et al., 2023).

For these reasons, it is important that national governments create and promote appropriate formal and informal mechanisms for dialogue and coordination between different levels of government, with the strong involvement of local governments. At the moment, there are very few examples of formal vertical governance mechanisms and structures used by cities and by provincial and national governments for food issues. This is attributed to the lack of an institution or mechanism with a mandate to promote interjurisdictional coordination. It is compounded by lack of incentives, financial support, project continuity and political economy (Teft et al., 2020, FAO et al., 2023). However, interjurisdictional coordination needs to happen at the operational and political levels (Teft et al., 2020, FAO et al., 2023).

Another dimension of vertical governance is the development of integrated food policies at a higher level than cities. As stressed in the literature there are few functional examples of national food strategies or policies that are holistic and systemic and examples at regional level can be counted on the fingers of one hand (FAO, 2023; Teft et al., 2020).

Horizontal governance refers to the connections between actors at the same level. In CLEVERFOOD, two dimensions of horizontal governance are identified: the internal and the external. The internal horizontal governance refers to connections between the multiple departments of a municipality aiming at developing policy integration. It also refers to the relationships between the municipality and public agencies or other institutional bodies or organisations. The external horizontal governance refers to the connections between the municipality and diverse private and civil society actors at the municipal level. It also refers to coordination and collaboration among institutions of the same level that can occur through institutional and formalised inter-municipal cooperation promoted by laws and rules, or strategic horizontal cooperation, to propose, define, elaborate or implement shared projects, or through technical horizontal cooperation, to implement or manage public services (management oriented cooperation) (Davoudi et al., 2008).

In CLEVERFOOD the development of city food networks operating at the national, regional and global levels, which constitute a new emerging translocal governance framework (Moragues-Faus, 2021; Moragues Faus and Sonnino 2019) are considered arrangements of both external horizontal governance. The Milan Urban Food Policy Pact is a clear example of these expanding city-to-city alliances, together with other experiences that have been developed in recent years. Moragues-Faus (2021) has investigated 13 experiences, including thematic working groups within existing networks such as C40 or Eurocities as well as new platforms focused on food-related challenges such as the UK Sustainable Food Cities network (recently rebranded as Sustainable Food Places <https://www.sustainablefoodplaces.org/>).

These translocal initiatives are reinforcing a global system of sustainable food systems by developing local capacities and generating collective action across scales (Moragues-Faus, 2021; pp 1-2). They operate as agent of horizontal governance focusing on cross-fertilising knowledge and experiences exchange and also as platforms to develop collective projects.

These networks can also work as agents in vertical governance. Indeed, they are instruments that local governments utilise to negotiate space for manoeuvre with national government, the EU and other supranational actors and networks (Mattioni et al., 2022).



## 3. Integrated urban food policies: the analytical framework

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The main objective of Task 2.1 is to investigate whether and to what extent European municipalities are active on integrated urban food policies and are involved in multilevel food system governance by focusing on:

1. Institutionalisation of integrated urban food policies
2. Food policy implementation
3. Food policy integration
4. Multilevel governance

### 3.1 Institutionalisation of integrated urban food policies

To explore the institutionalisation of integrated urban food policies we adopt the “political commitment cycle” (Fox et al., 2011). The **political commitment** can be defined as a municipal government’s intent and sustained action over time to set up and implement policy (Baker et al., 2018). Once integrated food policy is part of the government political agenda and the political commitment is expressed, the question becomes one of ‘credible commitment’, whereby the government commits in such a way that would make later policy reversals highly unlikely. The political commitment cycle approach developed by Fox et al. (2011) identifies three main stages that progressively tie the hands of government making the political commitment credible: expressed commitment, institutionalised commitment, and budgetary commitment. Relying on their work, five stages - through which local government’s political commitment to integrated food policy is progressively institutionalised - are identified.

The first stage is the **expressed commitment**, and it occurs when key government leaders make public statements about the need of food system transformation, and they express the will to develop integrated urban food policies. The expressed commitment is followed by the **formal commitment** when the political will is transformed into an explicit political responsibility of a Mayor, Vice mayor, other members of the local government. Political leadership is a key dimension of political commitment since it is the formal political authority and ability to influence, motivate, and enable others to contribute to the achievement of the community’s political objectives (Wineroither, 2013). The political leadership is the commitment and guidance of a leading figure of the local government’s executive body (ideally the mayor in the case of a municipality), who has the authority and the political strength to place food policy at the centre of the government’s strategic political agenda. Political leadership is also required because of the cross-sectoral nature of food governance.

Such policy decisions usually produce a formal or informal statement of intent on the part of authorised public actors to take, or not to take, some action. The decision is institutionalised when is taken formally in the form of a law passed by the legislature, an administrative regulation, deliberation, resolution or other legal instruments.

The further step to the formal commitment, which is a critical step in cities, is setting up the basic institutional framework that is needed to go beyond mere proclamations of commitment by creating mechanisms that credibly “lock in” the government’s will into policies and procedures and institutional bodies. The **institutional commitment** is achieved when a local government has an integrated food policy/plan/strategy document that institutionalised by formal public deliberation, resolution or other legal instruments.



The political commitment is fully institutionalised once it relates to the **administrative commitment**, which refers to the integrated engagement of public administration in food policy making and implementation. Administrative commitment can run across a spectrum from giving formal competences and responsibilities on the food policy issues to one or more officers to create formal food units, offices divisions or departments.

Policy enactments alone may not provide a complete picture of governmental commitment to integrated food policy-making without the tangible resource allocations to support this policy. Commitment without funding represents unfulfilled good intentions. If food policy initiatives, instruments and actions are to be implemented and targets met, they need to be financed (Lamstein et al., 2016; International Food Policy Research Institute, 2016). **Budgetary commitment** refers to local government allocation of specific budgetary resources to the integrated food policy. As civil service is a cost for local government, also the administrative commitment can be considered as part of the budgetary commitment.

### 3.2 Food policy implementation

The political commitment cycle is a very powerful tool for analysing the process of institutionalisation of food policies, but it is limited to explore the process through which the political commitment becomes credible, and it does not involve the following steps where the decisions are put in practice and eventually evaluated.

**Policy Implementation** is the activity in the policy process in which actors attempt to convert policy intentions and resources into actions resulting in specific policy outputs and ultimately in the achievement (or not) of intended policy outcomes (Howlett et al. 2020) Implementation requires specification of program details and allocation of resources and identification of the personnel/organization will execute the program (Howlett et al. 2020). Policy tools, also known as policy instruments and governing instruments, are the actual means or devices that governments put to use when implementing policies (Howlett et al. 2020). Examples of policy tools: information, education, legislation, regulation, guidelines, standards, procedures, programs, grants, subsidies, expenditures, taxes, and/or public ownership.

When it comes to policy implementation, the cities governments have a bounded capacity. The implementation of these overarching plans by the municipalities is limited by the institutional setting in which cities are embedded, according to with the competences on different areas of intervention on food systems governance are distributed among different institutional bodies at different levels and scales. As already mentioned above, the governance capacity of governments is limited by the bureaucratic infrastructure that is structured on roles defined by line functions and sectorial department-driven competencies rather than on tasks and objectives to be achieved (Pereira and Ruysenaar, 2012). Thus, the logic that guides the administration is sectoral and the implementation of integrated urban food policies occurs primarily through sectorial or single-issue interventions according to cities competences. Following the MUFPP's "Framework for Action", five main **thematic areas of action** of food policies implementation have been identified in CLEVERFOOD:

1. **Sustainable Diets and Nutritions (SDN)** (sustainable and healthy diets in the CLEVERFOOD survey) : interventions related to school meals, food education, communication, food education programs etc.;
2. **Social and Economic Equity (SEE)** (social inclusion in the CLEVERFOOD survey): interventions aiming at reducing food poverty and increasing access to food for all citizens, especially people in need, as food aid, soup kitchens, redistribution of food surplus etc.;
3. **Food Production (FP)**: direct intervention of cities to promote urban and peri-urban agriculture.





4. **Food Supply and Distribution (FD):** actions aiming at improving access to urban markets to farmers through fair distribution channels that involve wholesale markets, street markets, farmer markets, CSA- Community Supported Agriculture etc.;
5. **Food Waste (FW):** direct initiatives aiming at reducing food waste as food surplus donation, food sharing but also indirect actions through educational programs, communication etc.;

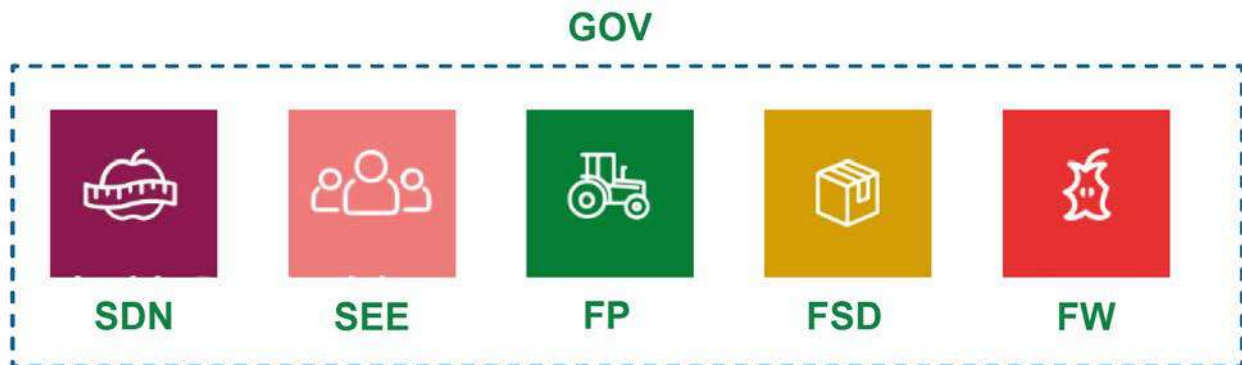


Figure 3 – MUFPP Framework categories

Task 2.1 aims at analysing food policy implementation, with a specific focus on policy integration. Once a policy has been adopted and outputs are generated, questions arise regarding the impacts and effectiveness of those efforts. According to one mainstream definition, “policy evaluation assesses the effectiveness of a public policy in terms of its perceived intentions and results” (Gerston 1997: pp. 120). **Policy Evaluation** provides feedback to policy makers and the broader community. Metrics, or indicators, are functional information tools that indicate the state of a certain policy goal and are crucial to politics and policy-making, and policy assessment can be based not only on expert contribution but can also involve stakeholders (Galli et al., 2020). Task 2.1 also aims at exploring whether cities have a monitoring system based on measurable indicators to analyse the impact of the integrated food policy.

### 3.3 Food policy integration

Task 2.1 aims at analysing to what extent cities are promoting food policy integration. This is investigated at different levels:

- strategic, which refers to the institutionalisation of an integrated food policy,
- administrative, level which regards the setting-up of a food policy unit or department or the development of formal mechanisms of coordination among different departments and finally,
- food policy implementation, which refers to the capacity of the policy instruments implemented by the cities to generate integration across the different areas of intervention (SDN, SEE, FD, FW, FP).

### 3.4 Multilevel food governance

In exploring the MLG the Task 2.1 investigates both the horizontal MLG governance and the vertical MLG, but it particularly focuses on the vertical dimension because is a very new and unexplored field of research. The horizontal dimension of MLG is explored by understanding to what extent cities involve local stakeholders in food policy making, the presence of food policy councils at local level and to what extent food policy council are involved in food policy making. Task 2.1 also explores



whether city-governments are involved in international network(s) and participate in multi-level governance roundtable(s) on food policy.

In T 2.1 the vertical dimension of the MLG is explored by investigating two different aspects: the first aspect of vertical food governance is the type of relationships existing between cities and the higher institutional/administrative levels which unfold along the 5 areas of the interventions (SDN, SEE, FD, FW, FP).

The second aspect of the vertical MLG is the presence of integrated food policies at administrative/institutional level higher than cities (metropolitan area, department, province, region, lander, state). The assessment also aims at understanding whether and to what extent cities are involved from the higher institutional levels in policy-making and implementation.

### 3.5 Methodology

To investigate whether and to what extent European cities are active on integrated urban food policies and are involved in multilevel food system governance, the Task 2.1 adopts a combination of mainly four different methods:

1. Survey
2. MUFPP award candidature analysis
3. Multilevel governance mapping tool
4. Scan on FAOLEX
5. In-depth interviews.

The **survey** starts with request of personal data to identify to which type of organisation the respondents belong to (University and Research, Public Institutions, Civil Society Organisation, Business, Other) and it develops in 41 closed-ended questions and 11 open-ended questions structured in 9 sections aiming at exploring the commitment to integrated food policy (including the following sections: 1) policy commitment, 2) institutional commitment, 3) administrative and technical commitment, 4) budgetary commitment, 5) policy implementation, 6) policy integration, 7) policy monitoring 8) community and stakeholders participation and 9) multilevel (vertical) governance.

The main target of the survey are the civil servants of municipalities and the survey has been sent to municipal administrative offices through the networks of EUROBITES and the MUFPP, through the networks of the partners of CLEVERFOOD project and also to contacts of other EU projects of the F2030 family.

In T2.1, the invitation to fill-out the survey was followed by a **webinar**, which took place on the 26<sup>th</sup> of June and it was organised by EUROBITES and the Municipality of Milan to introduce the survey to the targeted respondents. During the webinar every section of the survey was explained in detail to the participant.

The survey gathered answers from 59 cities in 19 European countries (including Norway, Switzerland and UK), providing the most updated overview on approved urban food policies, their key features and significant information about countries identified by CLEVERFOOD as hubs for National Policy Dialogues to be developed by T2.3.

To provide an overview of how European cities are active in food policy implementation and specifically in promoting food policy integration, the Task 2.1 explored the dataset of the **candidatures of the cities to the MUFPP awards**. One of the most important goals of the Milan Urban Food Policy Pact (MUFPP) is to stimulate the exchange of practices and learning between signatory cities. The Milan Pact Awards (MPA) aims at recognizing the most creative efforts and monitoring which cities were implementing the commitments they had made when they joined the pact. The awards are a means of encouraging action, facilitating the emergence of the best practices





of the MUFPP cities, making them evident to the community with a function of inspiring the action of other signatory cities. The candidature

This allowed the investigation of **91 policy actions** implemented in **54 cities** and in **16 countries** (including UK and Switzerland) candidate to the 2022 **MUFPP awards** (<https://www.milanurbanfoodpolicypact.org/award>) selected among the 251 policy actions (in 133 cities, 47 countries) candidatures from all around the world. The candidatures are presented according to the **thematic areas of action** of food policies (SDN, SEE, FP, FSD, FW) and also the category of Governance. The MUFPP awards dataset was adopted not only because of the consistency of the data, but also for its reliability. Indeed, every candidature to the MUFPP award from Municipality is accompanied by a letter from the Mayor.

The section multilevel governance is aiming at exploring the vertical relationships existing among the cities and the other higher institutional levels according to the 5 policy interventions area of the MUFPP. From the research it has emerged that investigation tools such as the survey or traditional at distance face-to-face interviews present some evident limits to investigate and visualise the vertical relationships existing between the cities and the other institutional levels. For this reason, an **operational tool for mapping** the vertical relationships has been developed and tested on the Food Policy of Milan and then further tested on the city of Barcelona and the Bordeaux Metropole. The methodology is described in detail in section 5.1.1. The relevance of the

The methodology also includes a **scan** for investigating to what extent national governments are committed to integrated food policies at national level. Therefore, T2.1 undertakes a focused inquiry by conducting a deliberate search on **FAOLEX database** <https://www.fao.org/faolex/en/>. FAOLEX is a comprehensive and up-to-date legislative and policy database, one of the world's largest online repositories of national laws, regulations and policies on food, agriculture and natural resources management. Users of FAOLEX have direct access to the abstracts and indexing information about each text, as well as to the full text of the legislation and policies contained in the database. The review considers documents written in English, French and Spanish and were found typing “*food policy*” in combination with the “*name of the country*”. The FAOLEX scan is also accompanied by a scan through a search on google adopting the same request: “*food policy*” in combination with the “*name of the country*”. The scan also includes **grey literature** produced by the UN, National government and international NGOs. Information about the existence of national integrated food policies was requested during the 24 in depth-interviews that are listed in the following table:

*Table 1 – Countries analysed*

N°	Country	City/Region	Organisation
1	Belgium	Flanders Region	Public institution
2	Belgium	Antwerp	Public institution
3	Belgium	Bruges	Public institution
4	Belgium	Wallonia Region	Cellule Manger Demain is the structure responsible for the coordination and the implementation of some measure of the Strategy Manger Demain.
5	Belgium	Brussels Capital Region	Business consulting, supporting the Brussels administration to coordinate the regional Good Food strategy.
6	Cyprus		Civil society organisation



7	Croatia	Velika Gorica	Municipal public agency
8	Denmark	Aarhus	Public institution
9	Denmark	Kolding	Public institution
10	Finland	Tampere	Public institution
11	France	Dijon	Public institution
12	Greece	Thessaloniki	Public institution
13	Spain	Catalonia	Public institution
14	Italy	Trento	Public institution
15	Italy	Bergamo	Public institution
16	Italy	Parma	Public institution
17	Italy	Firenze	Public institution
18	Hungary		National Association of Interest for Small-scale producers
19	Hungary	Budapest	Public institution
21	Romania		Academia
22	Serbia		International institutional organisation (UNDP)
23	Spain	Valencia	Public institution
24	Sweden	Gothenburg	Public institution



## 4. Food policy institutionalisation, implementation and integration

### 4.1 Integrated food policy institutionalisation



Figure 4 – Map of cities respondent to the survey

The survey, participated by 59 cities from 19 different European countries, has been a useful tool to better understand the institutionalisation process of Food Policy across Europe and its main trends. Below a map shows the wide range of participants across Europe.



This project has received funding from the European Union's Horizon Europe research and innovation programme under grant agreement N° 101086320.

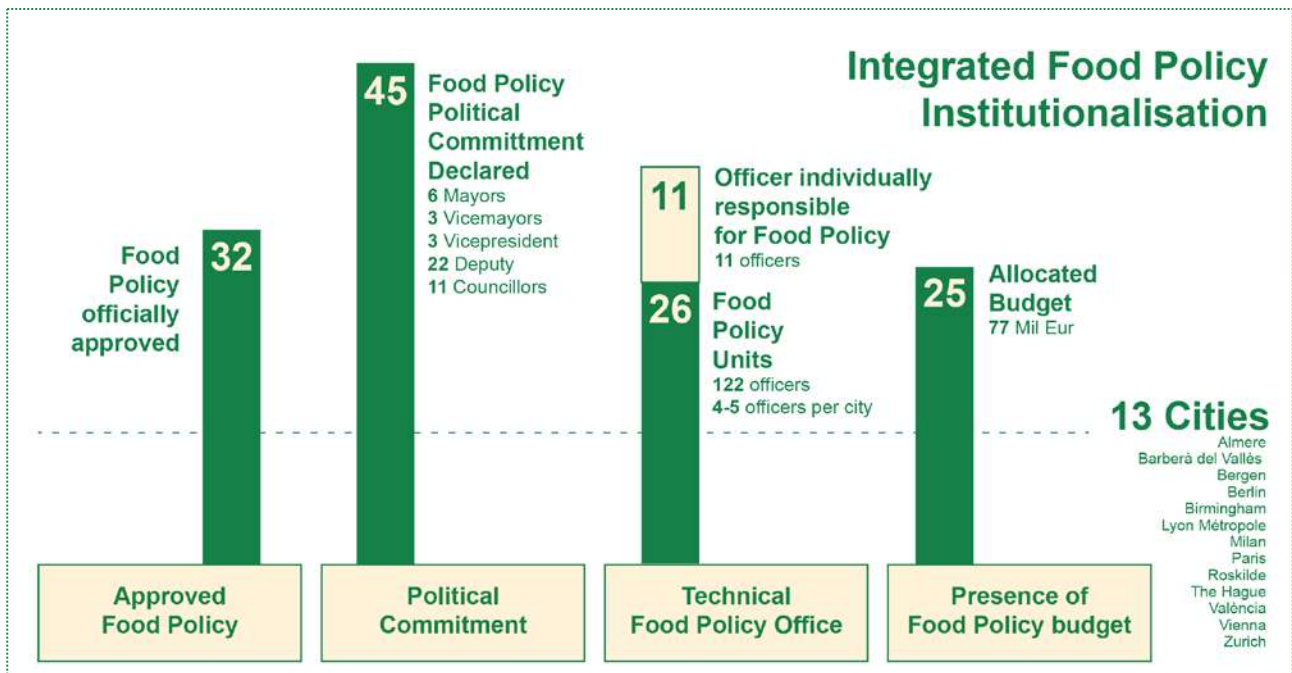


Figure 5 – Integrated Food Policy Institutionalisation

Three are the elements considered essential for the establishment of such procedure: the identification of a clear political commitment (1) on which to develop a written document (2) – whether it is a strategy, a plan, an agenda or a policy – serving as a guide for the actual implementation of the actions and the appointment of the responsibility to a dedicated team or an appointed figure (3) within the public administration.

The information gathered through the survey can shed light on how these factors are practically implemented by cities, also providing valuable information and insights regarding the status of this institutionalisation process.

According to the data collected, 76% of the interviewed cities declares to have a political guidance, 53% has an official and widely recognized document and 63% has established an administrative structure to manage Food Policy related activities. Regarding this last question, in most of the cases analysed (26 cities out of 37) the management of the Food Policy is assigned to a structured team with different and articulated competences, while only 11 cities have decided to entrust the governance of the process to an individual officer.

It can also be observed from the figure above that among the 32 cities in which a strategy (plan/agenda/policy/etc.) is actually implemented, 13 declare to have all the other key factors and can be therefore considered as mature and advanced on the issue.

A fourth element needs to be taken into account when considering the governance of Food Policies and its development: the availability of a dedicated local budget. As the experience of the Municipality of Milan itself shows, having such resources is not a necessary requirement for the setting of a Food Policy as much as a facilitating factor. In light of this, the role of EU-funded projects is evident: withing a framework of a general and common process of retrenchment (i.e. the progressive but crosswise process of public spending cuts that affects – albeit to different extents – all European countries), being able to rely on consistent and alternative financial resources can make the difference in the effectiveness and impacts of the actions planned and implemented.



Thus, as shown in the timeline below, the spread of Food Policies across Europe is closely interconnected with the arising interest of the EU Commission on food policy issues.

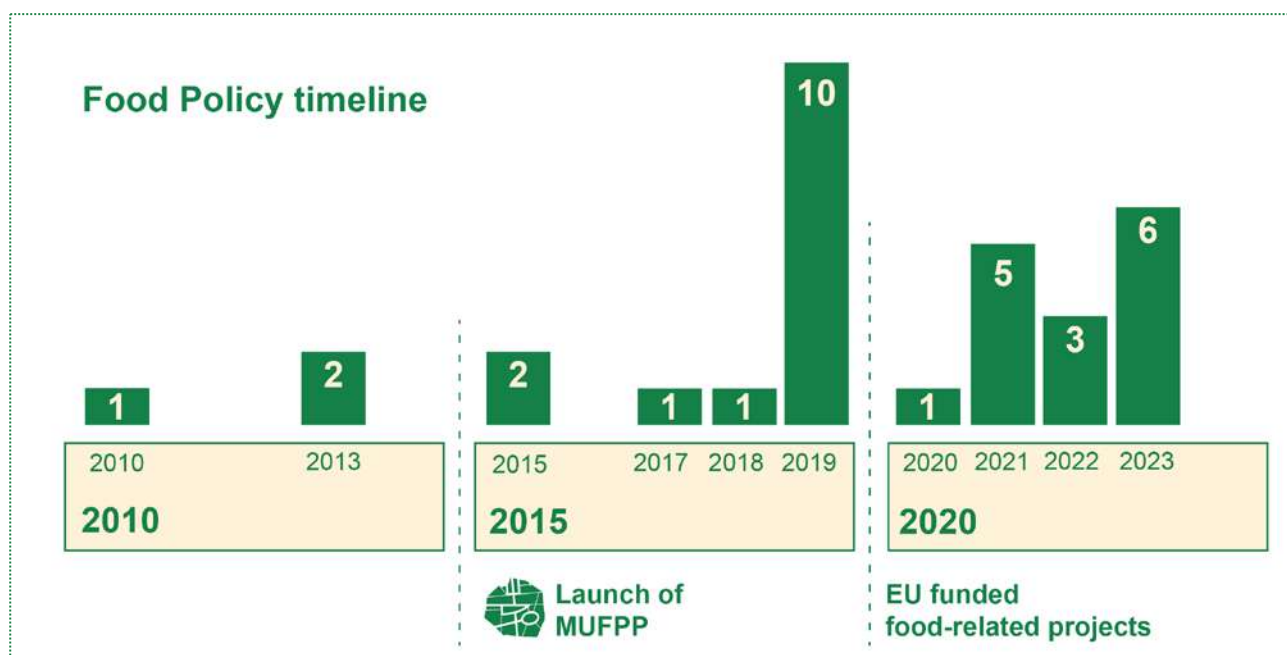


Figure 6 – Food Policy timeline

The progressively growing development of integrated food policies must be seen in connection with two key events: the launch of the Milan Urban Food Policy Pact and the establishment of EU funded projects, namely Horizon2020 and HorizonEurope, specifically mentioning the development of food policies among their objectives and cities as the actor for food system transformation. The recognition by the EC of this issue as a key topic for calls providing more than 50 mln € overall has been a key stimulus in the further advancement of food policies.

EU funded projects, also coming from different funding lines than Horizon, are a crucial leverage for cities starting to structure their own approach to the improvement of their food systems, firstly providing the occasion to gather the interest of politicians and strengthen their political commitment, and secondly making funds available for the hiring of dedicated teams completely focused on the sustainability of the food system and the implementation of practical solutions to existing challenges. In times of public budget cuts and scarcity of resources, EU projects serve as a trigger for innovation in a field, the one of integrated food policy, particularly in need of change.

The map below shows the cities across Europe that have been involved in the survey – highlighting with a green dot those with an official food policy. Orange ones participated to the survey without having an approved document, while the small black dots represent the cities participating in the MUFPP and Eurocities Working Group Food.





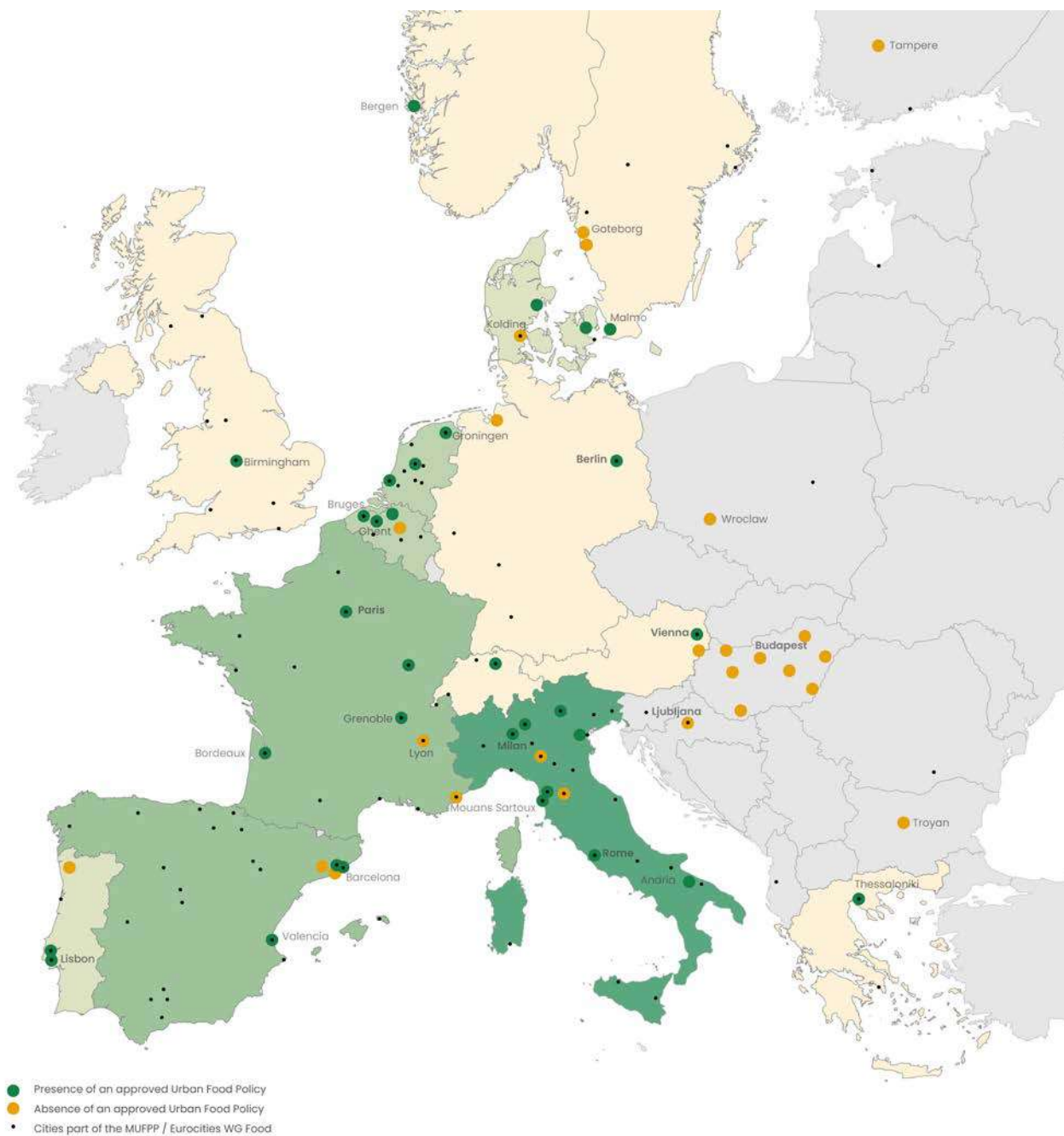


Figure 7 – Map of established Food Policies

It is worth noticing how the various factors affecting food policy institutionalisation and development are finding a more fertile environment in western Europe, with a great concentration in Italy, Spain and France in terms of cities that answered to the survey. This is an element that will be further analysed later in the document, where the lack of a more structured approach to food and sustainable food system in Eastern and Northern countries emerged also from the online research done on existing national policy and regulations on the matter.





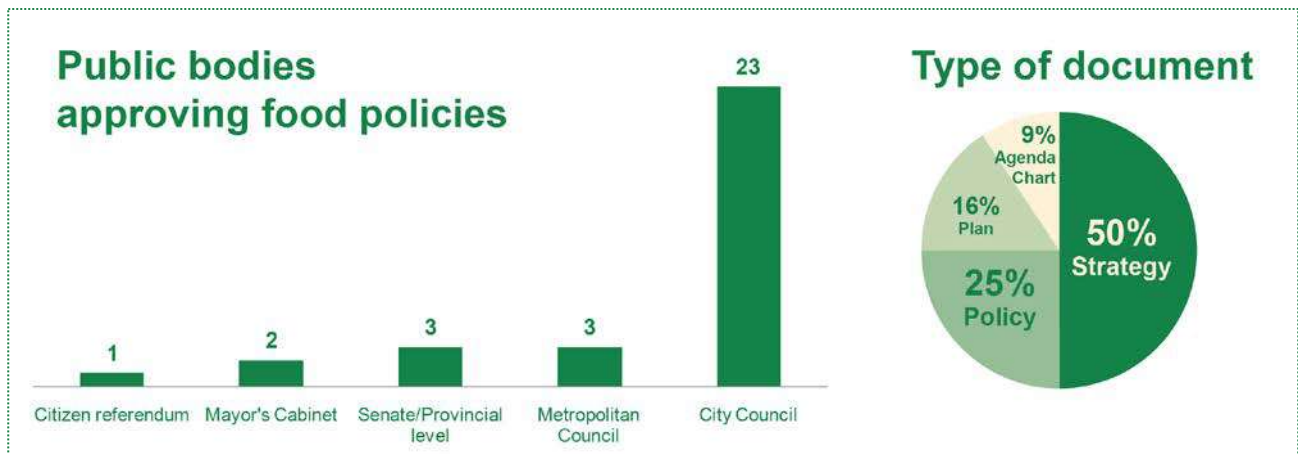


Figure 8 – Public bodies approving food policies

A further analysis of the 32 integrated food policy, detected by the survey, highlighted that 50% of cities developed a “*strategy*”, 25% a “*policy*” and the remaining quarter is split between a 9% that opted for an “*agenda*” and the 16% that chose a “*plan*”. The approach to food issues is greatly influenced by the kind of document cities choose to develop and the differences among the 32 considered here express the variety across Europe. Each definition highlights a specificity of the vision of a city on its action and policy making for the food system transformation, in particular it is possible to observe that policies and strategies are the most comprehensive tools to tackle food sustainability goals because they often include broad goals for the urban areas they influence as well as an integration among sectors responsible for the implementation and monitoring of actions.

The launch of an agenda on food instead could mean the general agreement of the local authority on the need for a commitment and the publication of a vision on the matter, without necessarily setting an implemented pathway, and at the same time a plan could mean that a city is actively bringing on actions and promoting awareness raising on the issue, whereas there could still be room for a higher integration, both thematically and between institutions.

In terms of formal approval, **32 cities launched their documents** after the adoption by the city council, making clear how the food system transformation is a hot topic for elected representatives at the urban level, as well as the metropolitan level, where other three cities approved their documents. The approval coming from their kind of public bodies or by the mayors themselves still shows a great interest for the advancement on the city's interest but could also mean a less participatory pathway in the document development.





Figure 9 – Main trends on food policy interventions

In the survey, the thematic dimension of food policy implementation was examined to identify public services active in cities and key infrastructures involved. Cities were asked to identify, among five of the categories of the MUFPP Framework for Action used for the whole analysis, specific policy intervention currently implemented in their context, based on the consolidated knowledge of eight years of interaction with municipalities.

This process was meant to bring out the most relevant policy interventions for the sample of cities and in the black columns, the emerging ones are school meals, food aid distribution, urban agriculture, farmers markets, food surplus donations. The focus on this aspect is particularly important in light of the role of cities in food system transformation, considering that the latter can only be achieved through systemic actions and a holistic approach.

In the same way, multi-level governance is an area of work for cities interested to strengthen their food policy approach. The implementation pathway towards a mature stage of awareness and implementation can be tackled in various ways, without invalidating other actor's experiences, but



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the policy intervention areas emerging from the analysis express clearly how a few fields of actions, infrastructures and public services are the common ground to translate into action integrated food policies.

Cities' results on this matter should be taken into account aiming for:

- Developing peer-learning programs among cities in similar contexts willing to learn and start their own journey;
- Showcase the achievements of municipalities to higher levels of governance, in particular to the national one.

What's more, in all the three interviews analysed in chapter 5 (to Milano, Barcelona and Bordeaux Metropole) government interventions are linked to school canteens, food aid and food waste, three of the five policy intervention areas in which cities are active. This being said, the need for national policy dialogues is even more urgent for the strengthening the linkages.

T2.3 will work to develop national policy dialogues in 7 EU countries: Spain, Italy, Hungary and Poland(already fixed) and three more countries to be defined. The results of the survey will inform this process by providing up to date information about cities that took part into the exchange and an example of how the data collected as background and starting point for the development of the policy dialogues is the case study of Hungary.

As shown in the following map, Hungarian cities are dealing with a wide range of policy interventions across the country, emphasizing how even in a context not particularly known for its activity on food issues things happening. Hungary was the main country in terms number of municipalities participating to the survey and despite this, it is important to notice that absence of official and integrated food policies at any level among them.



## Hungarian cities active in developing food policy interventions

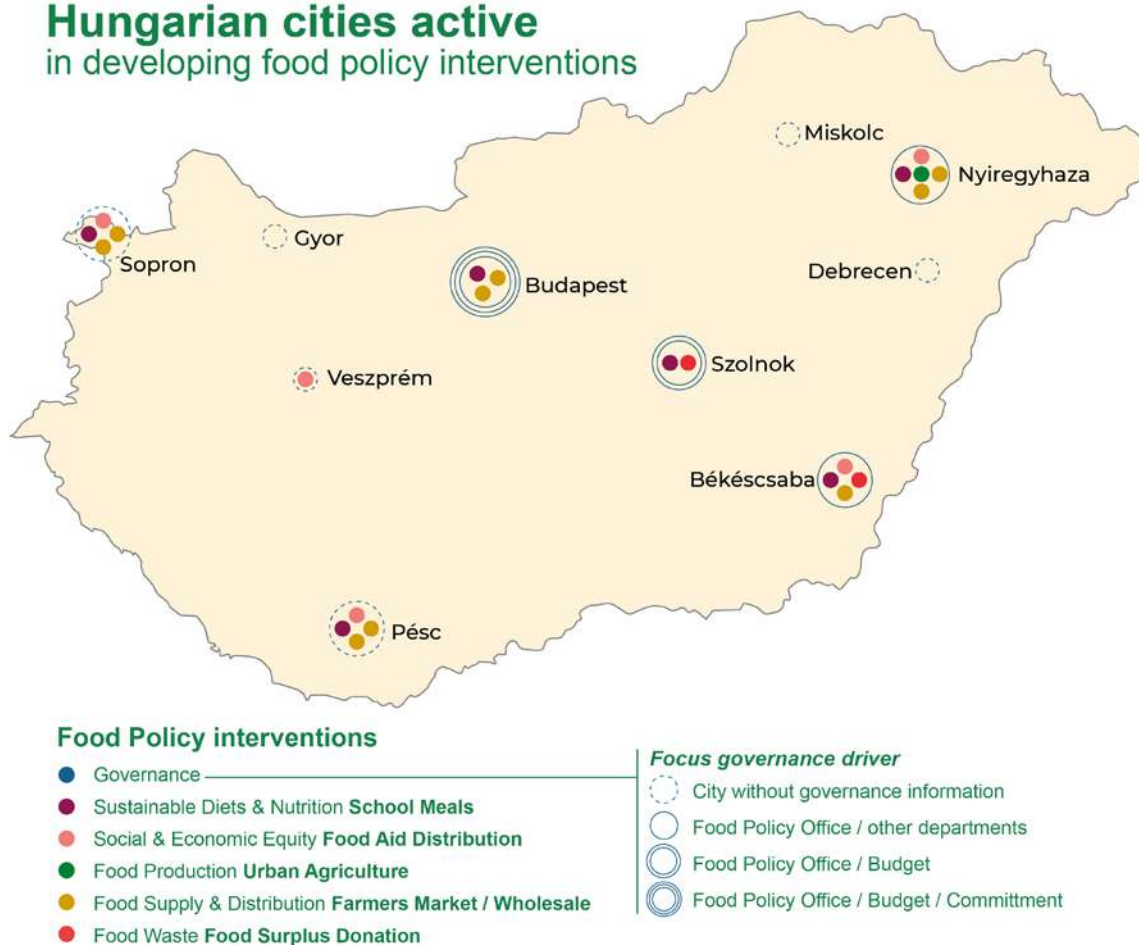


Figure 10 – Map of Hungarian cities participating in the survey

Budapest, the capital with 1.7 mln inhabitants, stands out as a city with the strongest formal commitment to shape an integrated food policy. In contrast, other cities have displayed a more practical commitment, primarily focusing on policy interventions related to Sustainable Diets & Nutrition (with school feeding programs), Food Supply and Distribution (with food system infrastructures such as farmers' markets and wholesale markets) and Social & Economic Equity (with food aid distribution systems). Interestingly, the majority of cities that responded to this initiative are of small to medium size, and three of them have established dedicated teams or officers to address food-related issues. While resources are limited, the enthusiasm and interest are palpable, suggesting potential for growth with the right subsidies. The ultimate goal is to foster a national policy dialogue that capitalizes on this interest, facilitating the growth of cities, addressing their learning needs, harnessing innovation potential, and enhancing their ability to formalize and administratively commit to food policies. This vision aligns with the European project for the future, which aims to support awareness-raising and more.



## 4.2 Milan Pact Awards: food policy implementation through the lenses of policy integration

As introduced in the conceptual framework, urban food policies run across a spectrum from sectorial or single-issue policies to integrated food policies. All of them are implemented through policy instruments which convert policy intentions and resources into concrete actions. Task 2.1 aims at analysing food policy implementation looking at food policy integration.

To provide an overview of how European cities are active in food policy implementation and specifically in promoting food policy integration, this section presents the mapping of **91 policy actions** implemented in **54 cities** and in **16 countries** (including UK and Switzerland) candidate to the 2022 MUFPP awards (<https://www.milanurbanfoodpact.org/award> ) selected among the 251 policy actions (in 133 cities, 47 countries) candidatures from all around the world.

The 91 policy actions have been implemented in 54 cities including both those that are involved in single-issue food policies and those that have institutionalised integrated food policies.

*Table 2 – MPA 2022 submissions from European cities (see below)*



COUNTRY	CITY	TITLE OF THE PRACTICE	CATEGORY
Albania	<b>Tirana</b>	Reduction of food waste on student residences	FW
Austria	<b>Vienna</b>	Vienna Food Action Plan	GOV
Belgium	<b>Bruges</b>	Food winners Bruges	FW
	<b>Liege</b>	Sustainable Canteens in Schools and Nurseries	FSD
Croatia	<b>Zagreb</b>	"Plavi Ceker" label	SDN
Denmark	<b>Kolding</b>	Vertical School Gardens	FP
Denmark	<b>Copenhagen</b>	The power of public food procurement	SDN
France	<b>Bordeaux</b>	Super Food Challenge	SDN
	<b>Grenoble</b>	Agri-food strategic roadmap up to 2050	GOV
		The Month of Food Transition	SDN
	<b>Le Havre Seine Métropole</b>	Sustainable collective catering system	FSD
		Agricultural Test Area	FP
		Festiv'halls of flavours and knowledge	SDN
	<b>Lyon</b>	Promoting Access to Food	SEE
		Relocating the Diet of the Inhabitants	FSD
	<b>Montpellier</b>	Territorial Food Plans	GOV
	<b>Mouans-Sartoux</b>	A municipal organic farm for the canteen	FP
		A city that sows	GOV
		100% organic school catering from 0 to 15 years old	SDN
	<b>Nantes</b>	Nantes, Nourishing Landscapes	SEE
	<b>Paris</b>	Creation of AgriParis	GOV
		Third Plan Alimentation Durable	SDN
		Diversifying food aid with sustainable foodstuffs	SEE
<b>Strasbourg</b>	Eat better to grow up well	SDN	
Germany	<b>Berlin</b>	Canteen of the future	SDN
		Where does your food come from?	SDN
		Free Lunch at Primary Schools	SEE
Greece	<b>Thessaloniki</b>	Urban Vineyard of the Municipality of Thessaloniki	SEE
Ireland	<b>Dublin</b>	Eat the Streets!	FP
		Shared Kitchen @ Spade	FP
		Edible Dublin: Food Strategy	SDN



This project has received funding from the European Union's Horizon Europe research and innovation programme under grant agreement N° 101086320.



Italy	<b>Trento</b>	Community Supported Agriculture (CSA) Naturalmente	FP
	<b>Ancona</b>	Healthy and sustainable food at school and elsewhere	SDN
	<b>Aosta</b>	Projet Quotidiamo - Gaspillage alimentaire	FW
		Écouveulla, a new menu at school	GOV
		Food strategy and policy	GOV
	<b>Bari</b>	Green school canteens	SDN
	<b>Bergamo</b>	The social purpose of school catering service	SEE
		Vegetable gardens at the park: Quintino Park's community gardens	FP
		New welfare policy in the (post)COVID era	SEE
	<b>Bologna</b>	Good For Food	SDN
		Salus Space: a community based food system	GOV
	<b>Cagliari</b>	Guess Who's Coming For Dinner	SDN
		Smart Food - The Food Plan: From Farm to Fork	GOV
	<b>Capannori</b>	Foodhub	GOV
	<b>Castel del Giudice</b>	The Food Paths	FSD
	<b>Cremona</b>	Choose your menu, feed your well-being	SDN
		Let Us Inherit the Positive Contagion of Knowledge	SDN
	<b>Florence</b>	Fruit snack project	SDN
	<b>Genoa</b>	Genoa zero waste city	GOV
	<b>Milan</b>	Foody Wholesale Market Zero Waste	FW
		Educational kit "One apple a day"	SDN
		Cool Food Pledge Initiative-Milan school canteens	SDN
	<b>Palermo</b>	I buy Sicilian products	SEE
<b>Trento</b>	Solidarity goes to market	SEE	
<b>Turin</b>	Open City Turin and food sharing	SEE	
	CAAT and volunteers under 30 reducing food waste	FW	
	OrMe and Turin's urban gardens	GOV	
<b>Venice</b>	No-Waste Canteen	FW	
Netherlands	<b>Amsterdam</b>	Local Food Entrepreneur Support Program	FP



	<b>Ede</b>	Healthy pop-up store experiment at train station	FSD
		Impact analysis over time informs Food Policy	GOV
Poland	<b>Wroclaw</b>	Vegetable gardens at schools and kindergartens	FP
		Promotion of healthy eating in educational institutions	SDN
		Refugees in the food system of a medium-sized city	SEE
Portugal	<b>Funchal</b>	One school, one garden	FP
	<b>Torres Vedras</b>	School Meals - the local network	SDN
Spain	<b>Barcelona</b>	Green Commerce	FSD
		Peasant Land	FSD
		Healthier and more sustainable canteens program	SDN
	<b>Bilbao</b>	Healthy Eating Promotion Program	SDN
		Healthy habits programme	SDN
		Gamification including healthy eating	SEE
	<b>Dénia</b>	UNESCO City of Gastronomy: the case of Dénia	GOV
	<b>Fuenlabrada</b>	Sustainable Mass Catering for Healthy Communities	SDN
	<b>Granollers</b>	La Mimosa	SEE
	<b>Madrid</b>	Healthy and sustainable food strategy	GOV
		Healthy and sustainable canteens	SEE
		Urban gardens in Madrid	FP
	<b>Rivas Vaciamadrid</b>	Soto del Grillo Agroecological Park	FP
<b>Vitoria - Gasteiz</b>	Basque Cultivated Biodiversity Center	FP	
Switzerland	<b>Geneva</b>	A Sustainable Food Policy for Children	SDN
	<b>Lausanne</b>	The local pop-up shop	FSD
		Public Press	FW
	<b>Zurich</b>	Crooked vegetables - kitchen inclusion	FW
		City of Zurich's Sustainable Food Strategy	GOV
United Kingdom	<b>Birmingham</b>	Birmingham Food System Strategy & Food Revolution	GOV
		A Culturally Diverse Healthy Food City	SDN
		Birmingham Food Resilience & Security Exploration	SEE



<b>Greater Manchester</b>	Greater Manchester Food Security Action Network	SEE
<b>London</b>	London's food waste reduction programme	FW

For each area of intervention, they have been selected **two/three policy actions** that are the most representative in terms of promoting policy integration among different sectors. In the analysis of policy actions is also explored the topic of governance looking at multilevel governance dimension (**MLG**) and more precisely at how these policy actions are implemented through the involvement of other institutional levels or other municipalities and/or the involvement of local communities and stakeholders. Almost all the policy actions examined are embedded in MLG just in relation to the horizontal external governance which refers to the involvement of local communities and stakeholders.

The 91 policy actions are distributed according to five distinct domains of the MUFPP and for each area of intervention they have been classified into specific sub-categories developed by the CELVERFOOD project. The 91 practices are classified as following:

- **28 policy actions in Sustainable Diets & Nutrition - SDN** (Sustainable and Healthy Diets in the CLEVERFOOD T2.1 survey): School meals (12) School nutrition program (2) Public Procurement (8) Food Education (28) Awareness Raising Campaigns (20) Other (19);
- **16 policy actions in Social & Economic Equity - SEE** (Social Inclusion in the CLEVERFOOD T2.1 survey): Food Aid Distribution (8) Soup Kitchens (2) Community Kitchens (5) Social Markets (2) Other (25);
- **13 policy actions in Food Production - FP**: Urban Agriculture (19) Rooftop Agriculture (0) Peri-urban agriculture (4) Vertical Farming (0) Aquaculture (0) Other (18);
- **8 policy actions in Food Supply & Distribution - FSD** (Food distribution in the CLEVERFOOD T2.1 survey): Wholesale Markets (1) Open-street markets (2) Farmer markets (6) Community Supported Agriculture (4) Other (22);
- **9 policy actions in Food Waste - FW**: Educational Programs (3) Awareness raising campaigns (8) Training (1) Food surplus donation (9) Food Sharing (0) Circular economy (8) Fiscal Incentives (3) Other (23).

The analysis includes also the **17 policy actions** candidate in the category of **Governance**, which are investigated to the extent they are connected to SSN, SEE, FW, FSD and FP.



### 4.3 Good practices from European cities on sectoral integration

Policy integration is a concept within public policy and governance that refers to the process of harmonising and coordinating different policy areas, sectors, or levels of government to address complex societal challenges in a more comprehensive and effective manner. It involves the deliberate and systematic alignment of policies, strategies, and actions across various domains to achieve synergies and minimise conflicts, ultimately aiming for a more holistic and sustainable approach to problem-solving. Policy integration seeks to bridge the gaps between traditionally separate policy silos, encouraging a more cohesive and interlinked approach to governance that considers the interconnectedness of social, economic, and environmental issues. This concept is often used in the context of addressing multifaceted problems, such as climate change, public health, or sustainable development, where fragmented or isolated policies may not be as efficient or impactful as integrated, cross-cutting approaches.



Figure 11 – Map of selected MPA 2022 good practices



In a broad sense, the 91 best practices under scrutiny exhibit a noteworthy degree of integration across various policy domains. Consequently, it is frequently observed that despite the classification of a project within a specific category, it invariably has a discernible impact on other sectors. In essence, even when a project is designated as an exemplar of the promotion of SDN, the implemented initiatives unmistakably demonstrate a pronounced inclination toward achieving additional objectives, notably encompassing social inclusion (SEE) and the mitigation of FW. This multifaceted integration underscores the complex and interconnected nature of contemporary policy initiatives.







## Sustainable Diets & Nutrition – SDN

This domain encompasses initiatives that prioritise the promotion of sustainable and healthy diets. Within this category, 28 policy actions have been identified and classified into the following subcategories:

1. **School Meals (12 policy actions):** These initiatives primarily focus on improving the nutritional quality of school meals, thereby contributing to the well-being of school-age children.
2. **School Nutrition Program (2 policy actions):** These projects aim to enhance the nutritional content of school nutrition programs, emphasising the importance of healthy eating habits among students.
3. **Public Procurement (8 policy actions):** These initiatives highlight the significance of sustainable and healthy food sourcing through public procurement processes.
4. **Food Education (28 policy actions):** This subcategory is dedicated to projects that promote food education, aiming to foster a deeper understanding of nutrition and its implications.
5. **Awareness Raising Campaigns (20 policy actions):** These campaigns seek to increase public awareness of the importance of sustainable and healthy diets.
6. **Other (19 policy actions):** This subcategory encompasses projects that do not neatly fit into the previous categories, but are nonetheless relevant to the promotion of sustainable and healthy diets.

### ANCONA (Italy)

#### ***Healthy and sustainable food at school and elsewhere***

The policy action concerning the organisation of school canteens in the Ancona Municipality is particularly interesting due to its comprehensive and cross-sector approach, which spans across various dimensions, including social, environmental, and economic impacts.

The Ancona Municipality's approach to organising school canteens demonstrates a holistic and forward-thinking strategy that not only focuses on children's nutrition but also takes into account the social, environmental, and economic well-being of the community. The policy action is a very good example of how a cross-sector approach can address multiple challenges while promoting sustainability and inclusivity.

The main policy area of intervention of Healthy and sustainable food at school and elsewhere is **SDN**. The project places a significant emphasis on using organic, short-chain food products. This approach supports local agriculture, reduces the carbon footprint associated with long-distance food transportation, and promotes healthier eating habits for children. Moreover, by providing nutrient-balanced dietary tables, especially those following the Mediterranean model, ensures that children receive wholesome and healthy meals, contributing to their well-being.

#### Policy integration

- **SEE.** The policy action integrates also other policy sectors as **SEE**. The inclusion of special diets for children with intolerances, allergies, and ethical or religious reasons showcases a commitment to inclusivity and catering to individual needs. In addition, providing free canteen meals to financially vulnerable individuals and Ukrainian children reflects a commitment to social inclusion. Surplus food distribution to soup kitchens and agreements with associations contribute to social welfare as well and food waste reduction.



- **FW.** The policy action also involves the area of intervention of **FW**: thanks to specific agreements made with associations, it is established the withdrawal of surplus food coming from school canteens in order to distribute it to soup kitchens.

#### Multilevel governance (MLG)

In terms of the **MLG** the policy action promotes horizontal external coordination. It is implemented with the collaboration of various stakeholders, such as social cooperatives for work inclusion and food production. Hence, the establishment of Canteen Committees at each school fosters cooperation between the Municipal Administration and families.

### **BERLIN (Germany)** **Canteen for the Future**

The policy action in Berlin, known as "Kantine Zukunft" (KTZ) or "Canteen Future", completely financed by the city of Berlin, is highly interesting due to its innovative and comprehensive cross-sector approach to improving public sector catering in the city.

The Berlin KTZ project stands out for its ambitious targets, hands-on approach, and its ability to drive change in public sector catering. Its comprehensive and innovative strategies improve the sustainability, quality, and accessibility of their food services. Berlin's commitment to sustainable and healthy food systems aligns with global food policy efforts and sets a standard for other cities to follow, while also reaching other goals in the aforementioned areas.

Within the **SDN** intervention area, the policy action addresses the low usage of organic products in German canteen kitchens. It sets ambitious targets for organic food usage, requiring primary school food caterers to use 50% organic and public canteen kitchens to have a share of 15%. This push for organic products aligns with sustainability and healthier dietary choices. Further on, it is of interest also the implementation of indirect means such as food education and food awareness. Hence, KTZ's approach of offering hands-on consulting (largely based on information campaigns such as excursions and seminars) and intensive coaching for kitchen teams is a practical and effective way to drive change.

#### Policy integration

- **SEE.** The policy action also crosses **SEE**. Indeed, the project ensures access to healthy and sustainable meals for all citizens, irrespective of their social status, making it a model of inclusivity, emphasising the aim for wide-reaching societal benefits while also underscoring the improved work environment and appreciation for culinary craft among kitchen staff. Equally interesting, the cross-sector collaboration with various types of kitchens, including kindergartens, hospitals, state-owned companies, elderly homes, and more. This cross-sector approach ensures a holistic transformation of the city's catering services.
- **FW.** The policy action also involves the reduction of food waste (**FW**).

#### Multilevel governance (MLG)

In terms of the **MLG** the city signed the Milan Urban Food Policy Pact showing its dedication to international efforts to promote sustainable and healthy food systems. This commitment sets the stage for comprehensive local initiatives. Moreover, the development of a Food Strategy (BFS) in collaboration with a local food policy council and the establishment of a "House of Food" for supporting stakeholders demonstrates the city's proactive stance towards improving public sector catering.



**DUBLIN (Ireland)*****Edible Dublin Food Strategy***

Dublin is a very proactive city and among the three awarded projects, it might be of interest focusing on Edible Dublin Food Strategy. This initiative is a fascinating project with a compelling cross-sector approach that addresses the critical issue of food resilience and climate change.

The Edible Dublin Food Strategy is interesting due to its commitment to addressing the complex challenges of food resilience and climate change through a multi-faceted, community-driven approach. It prioritises social justice, environmental sustainability, and public health, making it a model for other cities looking to build more resilient and equitable food systems.

The project envisions creating a climate-resilient food system that improves residents' health and well-being while connecting people with the sources of food (**SDN**). This strategy aligns with principles of sustainable urban development, emphasising the importance of green infrastructure and land use policies. Moreover, the "Eat the Streets" initiative for public engagement and education is a notable aspect of the project. It emphasises the importance of involving the community in the development of the food strategy, ensuring that it aligns with their needs and preferences, while also considering the entire food cycle, from production to disposal, ensuring a comprehensive response to food resilience.

**Policy integration**

- **SEE.** In terms of **SEE**, the policy action's commitment to ensuring that all residents of Dublin City have equitable access to nutritious food reflects a strong social and ethical stance. This focus on food justice is vital for addressing disparities in food access and promoting public health and well-being. It prioritises access to nutritious food as a means to promote public health and well-being. Equally interesting is the creation of community kitchens thanks to which there is a community engagement in various food-related activities and education, going beyond the simple distribution of meals to address long-term food security and community-building goals. Moreover, the project recognizes the importance of food skills and aims to provide opportunities for residents to learn how to cook. This not only empowers individuals but also supports local producers and entrepreneurs.
- **FP.** The policy action involves also **FP**. The plan to support urban agriculture by growing food in social housing complexes not only enhances social resilience but also contributes to environmental resilience. This dual focus on community and environmental well-being is a notable feature of the project.
- **FW.** The "Farm to Fork and Back Again" theme underscores the potential of a circular food system, where food waste is reduced, farmers are supported, and food security is improved (**FW**). This approach aligns with sustainable agricultural practices.

**Multilevel governance (MLG)**

Looking at the **MLG**, the policy action's approach to engaging a wide range of stakeholders, including residents, academics, public health experts, and food sector stakeholders, is essential for its success. The inclusivity of diverse perspectives ensures that the strategy will be more robust and applicable to the community's needs.





## Social & Economic Equity - SEE

**Social and Economic Equity** initiatives aim to reduce disparities and ensure that vulnerable populations have access to necessary resources. This category consists of 16 policy actions, classified as follows:

1. **Food Aid Distribution (8 policy actions):** These policy actions focus on distributing food aid to individuals and communities in need.
2. **Soup Kitchens (2 policy actions):** Soup kitchens provide meals and support to those experiencing food insecurity and social exclusion.
3. **Community Kitchens (5 policy actions):** Community kitchens promote social inclusion by fostering communal cooking and dining experiences.
4. **Social Markets (2 policy actions):** Social markets create opportunities for marginalised individuals to participate in economic activities.
5. **Other (25 policy actions):** This subcategory includes projects addressing social inclusion through various means that may not align with the specific classifications above.

### LYON (France)

#### *Promoting access to Food*

The policy action led by the Metropolis of Lyon and the City of Lyon is highly interesting due to its comprehensive and cross-sector approach to improving food access, especially for vulnerable populations. In summary, the Metropolis of Lyon and the City of Lyon's initiative is interesting due to its holistic approach to improving food access, promoting food justice, and fostering sustainability. The project's focus on research, community engagement, replicability, and diverse activities makes it a model for addressing food insecurity and creating innovative solutions. It reflects a commitment to social and environmental well-being and serves as an inspiration for other regions looking to improve food security and sustainability.

The main area of intervention of Promoting access to Food is **SEE**. The policy action's response to the social need for more dignified and quality food solutions is commendable. It goes beyond traditional food aid by addressing the quality of products and the dignity of beneficiaries. This diversity of activities, including collaborative kitchens and a solidarity restaurant, makes the project more inclusive and effective.

#### Policy integration

- **SDN.** Promoting access to Food Healthy in Lyon also involves **SDN**. The focus of the policy action on guaranteeing access to healthy, sustainable, and quality food is aligned with the principles of food justice. This approach recognizes the importance of not only providing food but also ensuring that it is environmentally sustainable and of high quality. Moreover, the inclusion of food education programs, such as farm trips and workshops, is a crucial component. It promotes awareness and knowledge about food, contributing to more sustainable food choices.
- **FP and FW.** The policy action aligns with broader territorial strategies crossing **FP** and **FW**, such as the relocation of food, economic activities related to sustainable food (**FP**), and the reduction of food waste (**FW**). This approach connects the project to larger sustainability and economic development goals. Hence, the "From the seed to the earth" project, which combines urban agriculture, a local food center, and the recovery of shopkeepers' bio-waste, demonstrates a multifaceted approach to food accessibility.



### Multilevel governance (MLG)

Looking at **MLG**, the policy action brings together a wide array of actors, including public, associative, and university partners. This diversity of perspectives enriches the project and makes it more comprehensive. Furthermore, the active involvement of inhabitants in both the implementation and governance of the projects is noteworthy. This approach promotes community participation and ownership of food initiatives, making them more sustainable and impactful.

## **THESSALONIKI (Greece)**

### ***Urban Vineyard of the Municipality of Thessaloniki***

The policy action of establishing the first Greek Urban Vineyard in the heart of Thessaloniki is indeed an interesting and innovative initiative with a notable cross-sector approach.

The policy action falls primarily under **SEE**: the vineyard aims to serve social purposes, such as hosting social or philanthropic dinners and bringing people from diverse backgrounds together. This social aspect of the project contributes to social and economic equity and builds relationships within the community.

The Greek Urban Vineyard in Thessaloniki is an innovative project that combines elements of urban agriculture, viticulture, sustainability, community engagement, and social impact. It serves as a unique example of how urban spaces can be transformed into productive and sustainable agricultural areas, offering educational and social benefits to the community. The project's cross-sector collaboration and diverse impacts make it a compelling model for other cities and regions looking to promote sustainable and inclusive food systems.

### Policy integration

The Urban Vineyard of the Municipality of Thessaloniki is an integrated policy action combining **SEE** with **FP**. Despite the challenging urban environment, the vineyard follows organic management practices. This commitment to sustainability and resilience in the face of urban challenges sets an example for other urban agriculture initiatives. It showcases the potential for sustainable and organic food production in the city. In addition, the use of indigenous plant species and organic farming practices in an urban setting has positive environmental impacts. It preserves biodiversity, reduces chemical use, conserves soil and water resources, and increases urban green spaces. The project's primary innovation is the establishment of an organic vineyard in the centre of a city. This is a unique concept in Greece, where viticulture has a rich tradition in rural areas. The idea of growing grapes in an urban setting is both innovative and ambitious. In addition, the vineyard serves as an educational platform for students, citizens, and environmental groups. It offers valuable insights into urban agriculture, viticulture, and sustainable farming practices.

### Multilevel governance (MLG)

In terms of **MLG**, the policy action demonstrates successful collaboration between the public sector (Municipality of Thessaloniki), private sector (Gerovassiliou Estate), and academia (Aristotle University of Thessaloniki). This collaboration model sets the foundation for future public-private partnerships in urban agriculture. Moreover, the involvement of volunteers, students, and neighborhood residents in the project promotes a sense of community ownership and active participation in the development and maintenance of the vineyard.





**BERGAMO (Italy)*****The social purpose of school catering service***

The policy action in Bergamo, Italy, which focuses on the social inclusion, sustainable and healthy diets, and food waste reduction in the school catering service, is interesting for several reasons, particularly due to its cross-sector approach.

The policy action falls primarily in the intervention area of **SEE**. The social purpose of school catering service actively promotes social inclusion by offering internships and job opportunities to people with disabilities, disadvantaged individuals, refugees, and victims of violence or trafficking. It provides practical skills and employment opportunities for these marginalised groups, enabling them to be more integrated into society. This aligns with the broader goals of creating an inclusive and diverse community.

The Bergamo school catering project is innovative and interesting for its holistic approach to social inclusion, sustainable and healthy diets, and food waste reduction. It highlights the power of partnerships and the role of public food procurement in creating a more equitable and sustainable society. The project's success not only benefits those directly involved but also has a ripple effect on the broader community by promoting social awareness and community building. Indeed, the policy action raises awareness among students, parents, and citizens about the importance of supporting socially responsible initiatives, from farm to fork. By involving school children in activities like meeting bread-making prisoners, it breaks down social stigmas and fosters a sense of community and empathy. This sense of community building is vital for addressing social injustices and integration issues.

**Policy integration**

- **SDN**. The policy action prioritises sourcing food from social and organic farming operators through the means of public procurement. Nearly 100% of the food served in public school canteens is purchased from sustainable, ethical sources with short supply chains. This not only supports local farmers and cooperatives but also promotes healthy and environmentally friendly eating habits among students. It contributes to the development of sustainable and healthy diets, which are essential for long-term public health and environmental sustainability.
- **FW**: The policy action has a food recovery program that salvages uneaten daily meals and provides them to those in need through a social canteen. This initiative helps reduce food waste and redirects surplus food to those who require it the most. It not only contributes to environmental sustainability but also addresses the issue of food insecurity in the community.

**Multilevel governance (MLG)**

Looking at **MLG**, the policy action's success relies on the collaboration of various stakeholders, including the Municipality, Ser Car (the catering company), local businesses, social cooperatives, and civil society organisations. This multi-sectoral approach showcases the power of partnerships in addressing complex challenges. It demonstrates that public-private-civil society collaborations can bring mutual benefits to all parties involved and contribute to the development of a fairer and more sustainable society.





## Food Production – FP

The food production domain concerns itself with innovative approaches to food production and agriculture. It encompasses 13 projects categorised as follows:

1. **Urban Agriculture (19 Projects):** These initiatives promote urban agriculture as a means to enhance food production in urban settings, emphasising sustainability and self-sufficiency.
2. **Rooftop Agriculture (0 Projects):** Although not represented among the identified projects, rooftop agriculture is a concept aligned with urban agriculture and sustainable food production.
3. **Peri-urban Agriculture (3 Projects):** These projects focus on agriculture in peri-urban areas, bridging the gap between urban and rural food production.
4. **Vertical Farming (1 Projects):** The project focus on vertical school gardens.
5. **Aquaculture (0 Projects):** The domain of aquaculture, while not represented, pertains to the cultivation of aquatic organisms for food.
6. **Other (17 Projects):** Projects classified in this category employ diverse techniques and strategies for enhancing food production, addressing specific regional or environmental considerations.

### KOLDING (Denmark)

#### **Vertical School Gardens**

The "Vertical School Gardens" project is fascinating for several reasons, with a strong focus on cross-sector collaboration in addressing food production, social inclusion, healthy and sustainable diets, and food waste.

The "Vertical School Gardens" project is interesting for its holistic approach to addressing various aspects of the food system, including education, sustainable production, social inclusion, and environmental sustainability. It leverages innovation, cross-sector collaboration, and measurable outcomes to create a powerful model for teaching and fostering sustainable and healthy food systems. This project serves as a valuable example of how local initiatives can drive broader positive changes in food production and consumption patterns.

The main area of intervention is **FP**. The use of vertical school gardens, employing hydroponic and sprouting boxes, is an innovative and efficient approach to teaching about food production. It addresses several barriers associated with traditional school gardens, such as space limitations, seasonal constraints, and resource limitations, making it a practical and scalable solution.

#### Policy integration

- **Healthy and Sustainable Diets:** The project recognizes the critical role of education in fostering sustainable food systems. By educating teachers and pupils about global food system challenges and solutions, it empowers the next generation with knowledge and awareness. This approach acknowledges that informed individuals can drive positive change in food consumption and production patterns. Hence, involving teachers, consultants, and pupils in the development of educational materials reflects a participatory and engaging learning process, which can lead to greater ownership of the concepts and practices promoted by the project. Interestingly enough, the project also sets clear indicators, such as



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reducing individual meat consumption and the number of city-led activities to promote sustainable diets. These measurable outcomes provide a structured way to evaluate the effectiveness of the project's educational materials and activities.

#### Multilevel governance (MLG)

In terms of **MLG**, the involvement of various stakeholders, including teachers, science consultants, and the school administration, reflects a cross-sector approach. Collaboration among nature guides, consultants, students, and a university partner (University of Southern Denmark) underscores a multi-disciplinary effort to develop educational materials. Moreover, the initiative's focus on scalability and adaptability means that the educational materials developed can potentially be leveraged at a national level and for various educational purposes beyond food production and nutrition, such as urban garden development and planning.

### **VITORIA GASTEIZ (Spain)**

#### ***Basque Cultivated Biodiversity Center***

The Basque Cultivated Biodiversity Center project is highly interesting due to its cross-sector approach and its focus on food production, sustainable and healthy diets, and circular economy. Here's why this project is noteworthy:

The Basque Cultivated Biodiversity Center project stands out for its comprehensive and innovative approach to addressing food production, sustainable diets, and food waste. It not only aims to preserve agricultural biodiversity but also has a broader impact on the local economy, resilience to climate change, and education. This cross-sector initiative serves as a model for other regions looking to build resilient and sustainable food systems.

The policy action falls primarily in the area of intervention of **FP**. To implement such a policy action, Vitoria Gasteiz chose to install the BCBC on peri-urban agricultural land (owned by the Municipality) and transfers plants and seeds to the network of urban gardens.

#### Policy integration

- **Circular Economy:** The policy action embraces circular economy principles by producing seeds and plants from locally recovered varieties. This approach keeps resources within the community, stimulates local economic activity, and reduces the negative environmental impacts associated with long supply chains.
- **SSN.** Training students at various educational levels, organising intergenerational activities and involving a broad range of people in research and distribution of seeds and fruit trees showcases the implementation of educational programs and awareness raising intentions. These activities promote awareness and inclusivity within the community. Moreover, while the project primarily focuses on preserving biodiversity and agriculture, it indirectly contributes to promoting sustainable and healthy diets by providing local and diverse food options to the community. This approach is crucial for food security and resilience in the face of climate change, pests, and diseases and outlines the concept of food sovereignty since it empowers the community to make decisions about its food production, reducing dependence on external sources.

#### Multilevel governance (MLG)

In terms of **MLG**, the involvement of various stakeholders, including the City Council, the Regional administration and the autonomous administration, reflects a strong public-private partnership. This collaborative approach ensures the project's sustainability and impact.



**TRENTO (Italy)*****Community Supported Agriculture (CSA) Naturalmente***

The CSA Naturalmente project in the Italian region of Trentino is a highly interesting initiative, primarily because of its cross-sector approach, focusing on food production, food distribution, and the promotion of sustainable diets and nutrition.

CSA Naturalmente stands out for its holistic approach to food production, distribution, and the promotion of healthy and sustainable diets. It brings together a diverse group of stakeholders and actively engages with the community and educational institutions. The project's ability to generate economic and environmental impacts, while also serving as a co-learning space, makes it a model for fostering resilient and sustainable food systems in other regions

The aims of this initiative are to diversify production and thus improve biodiversity (**FP**).

***Policy integration***

- **FD:** The CSA, which promotes environmentally friendly food production methods, focuses on building a relationship of solidarity between local producers and consumers is a key element. This approach not only supports local agriculture but also fosters a sense of mutual support and community.
- **SDN:** policy action extends its impact beyond economic considerations. It recognizes the significance of raising awareness about the food supply chain and its environmental and social impacts. It empowers consumers to make informed choices and emphasises the responsibility that comes with food consumption (i.e., course for non-professional horticulturists). Finally, it actively engages with schools and the university to educate younger generations about healthy diets and sustainable food choices, promoting a shift toward more plant-based and diverse diets. Hence, it not only supports practical learning for participants but also encourages research and knowledge sharing, as evidenced by the publication of research results in scientific journals.

***Multilevel governance (MLG)***

In terms of **MLG**, the policy action brings together a diverse group of citizens, farmers, and researchers, fostering a sense of community that revolves around the importance of food. This collaboration reflects a holistic approach to addressing food-related issues and challenges. Moreover, the initiative is innovative in that it is directly promoted by the Municipality of Trento. This official backing demonstrates the commitment of local government to support sustainable and community-oriented food systems. The collaboration between the municipality, university, schools, and various actors involved in the food exchange creates a dynamic network that fosters knowledge sharing and skill development.





## Food Supply & Distribution – FSD

The distribution domain involves projects related to the efficient and equitable distribution of food products. It consists of eight projects classified as follows:

1. **Wholesale Markets (1 Project):** This project centers on the role of wholesale markets in the distribution of food products.
2. **Open Street Markets (2 Projects):** Open street markets facilitate direct consumer access to fresh and locally sourced food items.
3. **Farmer Markets (6 Projects):** These initiatives focus on promoting the distribution of locally produced foods by farmers, fostering a stronger connection between producers and consumers.
4. **Community Supported Agriculture (4 Projects):** Community Supported Agriculture initiatives create a direct link between consumers and local farmers for food distribution.
5. **Other (22 Projects):** Projects falling under this category employ various strategies for food distribution, addressing specific needs and conditions.

### LE HAVRE SEINE METROPOLE (France)

#### ***Sustainable collective catering system***

The project in Le Havre Seine Métropole is part of the “Restoco” package and it is intriguing due to its multifaceted approach, combining food distribution, sustainable and healthy diets, and social inclusion. Here are the key reasons why this project is noteworthy. Le Havre Seine Métropole stands out for its comprehensive approach to improving food quality, promoting sustainability, and fostering social inclusion. It serves as a model for cross-sector collaboration, demonstrating the positive impacts that can be achieved when various stakeholders work together to address pressing food-related issues. Hence, it promotes local sustainable products, encourages healthier diets, supports the use of local products, and involves governance structures for managing catering.

By promoting local sustainable products and by fostering the change in the canteens’ purchasing practices, the beneficiaries of this policy action may take advantage from this initiative. The policy action falls primarily in FD action area.

#### Policy integration

- **SDN:** The policy action aligns with the promotion of sustainable and healthy diets, as it aims to improve the quality and sustainability of food served in public restaurants. By proactively helping municipalities transition to more sustainable and quality food products, the initiative contributes to better nutrition for children and the local community. Through individual and collective meetings, it encourages a shift toward flexitarian diets, addressing traditional meat-based French cuisine, which is a significant step in promoting healthier eating habits.
- **SEE.** The policy action has a direct impact on social inclusion, particularly for children who benefit from improved food quality in school canteens. By promoting better-quality food, the project positively influences the relationship children have with food and their overall health. The reduced food waste also has implications for social inclusion by ensuring that valuable resources are not wasted.
- **FW:** the implementation of this initiative also fosters the reduction of food waste in the canteens thanks to the reduction of the distributed portions and to the weigh-ins, which encourage children not to throw food away. The increase in local product offerings and the reduction in food waste result in a more environmentally friendly approach to food production and consumption.



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Multilevel governance (MLG)

In terms of **MLG**, the policy action showcases a successful cross-sector approach involving various stakeholders, including municipalities, school canteens, catering providers, local producers, and cooperatives. This collaboration ensures that multiple sectors work together to achieve the policy action's goals, highlighting the importance of cooperation in achieving sustainability and improving food quality. Moreover, the initiative's inclusion of 35 municipalities in the area demonstrates a strong commitment to territorial inclusion.

**BARCELONA (Spain)****Peasant land**

*Terra Pagesa* in Catalonia is noteworthy for its holistic approach to the food system, focusing on food production, sustainable and healthy diets, and food distribution. Here's why this project is interesting:

*Terra Pagesa* is an innovative project with a comprehensive approach to strengthening local food systems. By focusing on production, distribution, and sustainable diets, it plays a crucial role in creating more resilient and sustainable food systems while engaging various stakeholders in a cooperative effort to address challenges in the food supply chain.

*Terra Pagesa* is dedicated to establishing short marketing channels (**FD**), which reduce the need for intermediaries. By offering a last-mile distribution service, it helps ensure that sustainably produced food reaches urban markets efficiently. The innovative software used for logistics and product traceability enhances transparency and contributes to better food distribution practices. In addition, it is of interest the involvement of the wholesale market Mercabarna.

Policy integration

- **FP:** *Terra Pagesa* directly supports local food producers in Catalonia, both organic and conventional. By creating a logistical centre and an online platform, the project helps small farmers overcome logistical challenges in delivering their products to Barcelona. It enables producers to reach a broader market while reducing intermediaries, ultimately benefiting local agriculture.
- **SDN:** The project promotes sustainable and healthy diets by facilitating the sale of local and seasonal food products. By connecting producers with retailers and consumers, it encourages the consumption of fresh, sustainably sourced food. The emphasis on product traceability, allowing consumers to trace the origin of their food, further promotes healthy and informed food choices.

Multilevel governance (MLG)

In terms of **MLG**, *Terra Pagesa* is a best practice in effective collaboration involving small and medium-sized agricultural and livestock farms, local markets (especially municipal market stalls), and various administrative bodies, including the Barcelona City Council, Regional government of Catalonia, and metropolitan administrations. Hence, the policy action is driven by a strong policy focus, with active involvement from public institutions such as the Barcelona City Council and Regional and Metropolitan administrations. This demonstrates the commitment of public bodies to support local and sustainable food initiatives in collaboration with private stakeholders, while showcasing as well how different stakeholders can work together to strengthen local food systems and economies.



## LIEGE (France)

### **Sustainable Canteens in Schools and Nurseries**

The project initiated by the intermunicipal association ISoSL in the City of Liège, with a focus on food distribution (**FD**), is highly interesting due to its cross-sector approach and the various positive impacts it brings to the community.

By joining this project, the City of Liège is reaffirming its desire to move towards an organic, local, healthy and fair food supply in school canteens and nurseries.

The project in the City of Liège is interesting because it not only addresses the important domains of sustainable and healthy diets, social inclusion, food waste, and food distribution but also does so in a comprehensive, collaborative, and forward-thinking manner. It serves as a model for other communities looking to make positive changes in their food systems.

#### Policy integration

- **SDN:** The policy action aims to transform the school canteens in the City of Liège into sources of healthy, organic, and locally sourced food. This is a significant step towards improving the dietary habits of children, promoting better nutrition, and addressing the issue of childhood obesity and related health problems. Moreover, the initiative takes steps to reduce the carbon footprint of the food served in schools. By offering more plant-based options and reducing meat consumption, it contributes to lowering greenhouse gas emissions associated with livestock farming. This environmentally conscious approach aligns with the broader goal of sustainability.
- **SEE.** The policy action ensures that all school and nursery children have access to healthy and sustainable food, regardless of their socioeconomic background. By incorporating the inclusion of people from different cultures when creating menus, it not only ensures that diverse dietary needs are met but also promotes social cohesion and integration. Equally important, is the support to small-scale producers and their family by promoting locally sourced products.
- **FW.** policy action also reduces overproduction and food waste. For instance, by developing a mobile app, it is easier for parents to carry out weighing operations to identify sources of food waste.

#### Multilevel governance (MLG)

In terms of **MLG**, the policy action is part of a larger system within the City of Liège that involves various stakeholders, including the Ceinture Aliment-Terre Liégeoise (Liège's Food-Land Belt), educational institutions, and the University of Liège. This collaborative approach fosters knowledge sharing, innovation, and a holistic perspective on addressing food-related challenges. Additionally, by participating in the European project "BioCanteens#2" alongside other cities (Mouans-Sartroux, Gavà and Wrocław), Liège demonstrates its commitment to learning from and sharing experiences with peers. This international collaboration can lead to valuable insights and best practices in the field of sustainable school meals.





## Food Waste - FW

Food waste initiatives are centred on reducing food wastage at different stages of the food supply chain. In this domain, nine projects have been identified and categorised as follows:

1. **Educational Programs (3 policy actions):** These projects emphasise educating stakeholders about the detrimental impacts of food waste and effective strategies for waste reduction.
2. **Awareness Raising Campaigns (8 policy actions):** Campaigns in this subcategory seek to raise awareness about the problem of food waste and inspire action to minimise wastage.
3. **Training (1 policy action):** This project focuses on providing training to individuals and organisations in strategies to reduce food waste.
4. **Food Surplus Donation (9 policy actions):** Initiatives under this subcategory aim to facilitate the donation of surplus food to those in need.
5. **Food Sharing (0 policy actions):** Although not represented in the identified projects, the concept of food sharing aligns with the broader goal of reducing food waste.
6. **Circular Economy (8 policy actions):** Projects in this subcategory explore circular economy principles to minimise food waste and encourage sustainable resource use.
7. **Fiscal Incentives (3 policy actions):** These initiatives leverage fiscal incentives to encourage businesses and individuals to reduce food wastage.
8. **Other (23 policy actions):** This subcategory encompasses projects addressing food waste through diverse strategies not covered in the above classifications.

### LAUSANNE (Switzerland)

#### **Public Press**

The project in Lausanne, Switzerland, which pursues food waste reduction, also focuses on social inclusion and sustainable food production. It is highly interesting due to its innovative approach and multi-faceted impact. The Lausanne's policy action is unique because it effectively addresses social inclusion, food waste reduction, and sustainable food production in a comprehensive manner. It not only conserves biodiversity and reduces food waste but also provides social support to marginalised individuals, exemplifying the positive social, environmental, and economic impacts of a well-rounded, cross-sector approach. This innovative model can serve as an inspiring example for other regions looking to tackle similar challenges.

The Public Press falls primarily under the **FW** intervention areas. The policy action plays a significant role in reducing food waste. It salvages several tons of fruit annually that would otherwise go to waste. By offering the population the opportunity to press their fruit, it encourages the utilisation of fruit that might not meet the standards for "dessert" fruit, reducing the amount of fruit left unused.

#### Policy integration

- **FP.** This policy action addresses the conservation of high-stem orchards, which are valuable ecosystems for biodiversity. By planting high-stem fruit trees and reinvigorating neglected orchards, the initiative contributes to the promotion of biodiversity. Traditional high-stem orchards support various species, such as insects, birds, and small mammals. By reviving these orchards, the policy action aligns with sustainable food production and environmental conservation.
- **SEE.** The policy action has also a crucial social impact. It provides professional reintegration measures for people who are outside the labour market, such as disabled individuals, those



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in transition, and migrants. By partnering with a technical partner active in the social field, the policy action not only minimises food waste but also offers valuable skills training and job opportunities to marginalised individuals. This supports social inclusion and helps these individuals gain a foothold in the job market.

#### Multilevel governance (MLG)

Looking at **MLG**, the policy action showcases the power of cross-sector collaboration. It involves various stakeholders, including the city of Lausanne, a technical partner (cooperative L'autre temps), reintegration structures (EVAM), and the CHUV (Centre hospitalier universitaire vaudois). The collaboration between public, private, and non-profit entities demonstrates the potential of partnerships in addressing complex social, environmental, and economic challenges. Further on, the policy action actively engages the community. It encourages residents to participate in fruit harvesting, bringing the fruit to the press, and making their juice. This community involvement fosters a sense of ownership and shared responsibility for the orchards, ultimately creating a sense of community and enhancing social bonds.

### MILAN (Italy)

#### **Foody Wholesale Market Zero Waste**

The policy action in Milan, focused on social inclusion and food waste reduction, is highly interesting due to its comprehensive approach and cross-sector collaboration.

By intercepting food surplus and redistributing efficiently, Foody Wholesale Market Zero Waste demonstrates how to create a virtuous circle that benefits both the community and the environment.

The main area of intervention is **FW**. The policy action plays a pivotal role in reducing food waste. It intercepts food surplus generated by retailers, wholesalers, and producers, preventing it from going to landfill. The estimated saving of 1,500 tons of fruits and vegetables per year translates to a reduction of 590 tons of CO<sub>2</sub> equivalent emissions associated with food production and disposal. This environmentally responsible approach contributes to reducing the environmental footprint of the food sector.

#### Policy integration

- **SEE:** The policy action directly addresses social inclusion by redistributing food surplus to vulnerable families and individuals. It prevents the destruction of food products that retailers, wholesalers, and producers would otherwise discard. This redistribution helps ensure that high-quality food reaches those in need. By collaborating with NGOs and other organizations, the project creates a strong territorial network, enhancing its impact on social inclusion.

#### Multilevel governance (MLG)

In terms of **MLG**, the policy action involves a wide range of stakeholders, including the City of Milan, NGOs (Recup, Banco Alimentare della Lombardia, and Italian Red Cross), and other organisations (Pane Quotidiano, Carovana Salvacibo, and Caritas Ambrosiana). This collaboration creates a shared governance structure and common goals. The involvement of the Università degli Studi di Milano as project leader adds an academic dimension to the initiative, promoting knowledge exchange and monitoring of impacts.



## 5. Multilevel governance

In Task 2.1, the vertical dimension of the MLG governance has been explored from two different perspectives: the first is the exploration of the type of relationships existing between cities and the higher institutional/administrative levels which unfold along the 5 areas of the interventions (SDN, SEE, FP, FSD, FW) including also the Governance (GOV) category which refers to existence of an urban integrated food policy .

The second is the investigation of whether integrated food policies are developed at administrative/institutional level higher than cities (metropolitan area, region/lander, state), mainly focusing on the regional and the national level.

### 5.1 The vertical relationships in MLG of urban food policies

#### A tool for investigating and visualising the MLG of urban food policies

From the research it has emerged that traditional investigation tools such as surveys and (at-distance) interviews need additional support to investigate and visualise the vertical relationships existing between the cities and the other institutional levels, that constitute the multilevel institutional architecture in which urban food policies are embedded.

For this reason, an operational tool for mapping the vertical relationships has been developed and tested on the Food Policy of Milan and then further tested on the municipality of Barcelona and the metropolitan authority of Bordeaux. The tool is a **mapping grid** which is structured in two **axes**: the **vertical axis** represents the different institutional levels which run across a spectrum from the neighbourhood to the international level, including the urban, the metropolitan, the regional and the national. The **horizontal axis** represents the different areas of policy intervention of the MUFPP (SDN, SEE, FP, FSD, FW) and the Governance category which refers to existence of an urban integrated food policy which generates internal integration among segmented single issues policy and administrative departments, and promotes community and stakeholders engagement.

The mapping process starts from the urban level where the cities identify the **areas of intervention (SDN, SEE, FP, FSD, FW)** in which they are active and for each of the selected area they describe the most relevant **policy actions** (according to the sub-categories) in each of the areas of interventions

For those policy initiatives the grid helps to explore the vertical relationships between the cities and higher institutional level focusing on four **institutional drivers**:

- **Normative**: which refers to the norms, regulation or laws that promote and regulate the single policy initiatives/services
- **Management**: regarding the management of the public intervention/services, that can be of three types:
  - **internal management**: by providing directly or through a public in-house company;
  - **public-private partnership**;
  - **outsourced management**: by externalising to the market through public tender;
- **Infrastructure**: which refers to the physical infrastructures that are needed to implement the intervention/service
- **Funding**: that refers to the financial resources that are needed to implement/provide the initiative/service

The questions that lead the discussion are the following:

- What are the norms, regulations or laws that promote and regulate the policy initiative/service?





- Who is managing the policy initiative/service? How is this policy initiative/service managed (internal, external, public-private partnership)?
- Are physical infrastructures needed to implement the intervention/service? Who owns the infrastructure?
- Who is funding the initiative/service?

The mapping also aims at identifying who are the **beneficiaries** of the initiative/service, that can be:

- the citizens targeted.
- Private companies, traders, farmers, retailers, etc.
- Civil Society Organizations, NGOs, etc.

The tool also includes a section facilitating the identification of MUFPP Recommended Actions and Indicators of the MUFPP Monitoring Framework, with the idea of highlighting the link between the internationally recognised framework and the actual work of cities and local authorities implementing food policies.

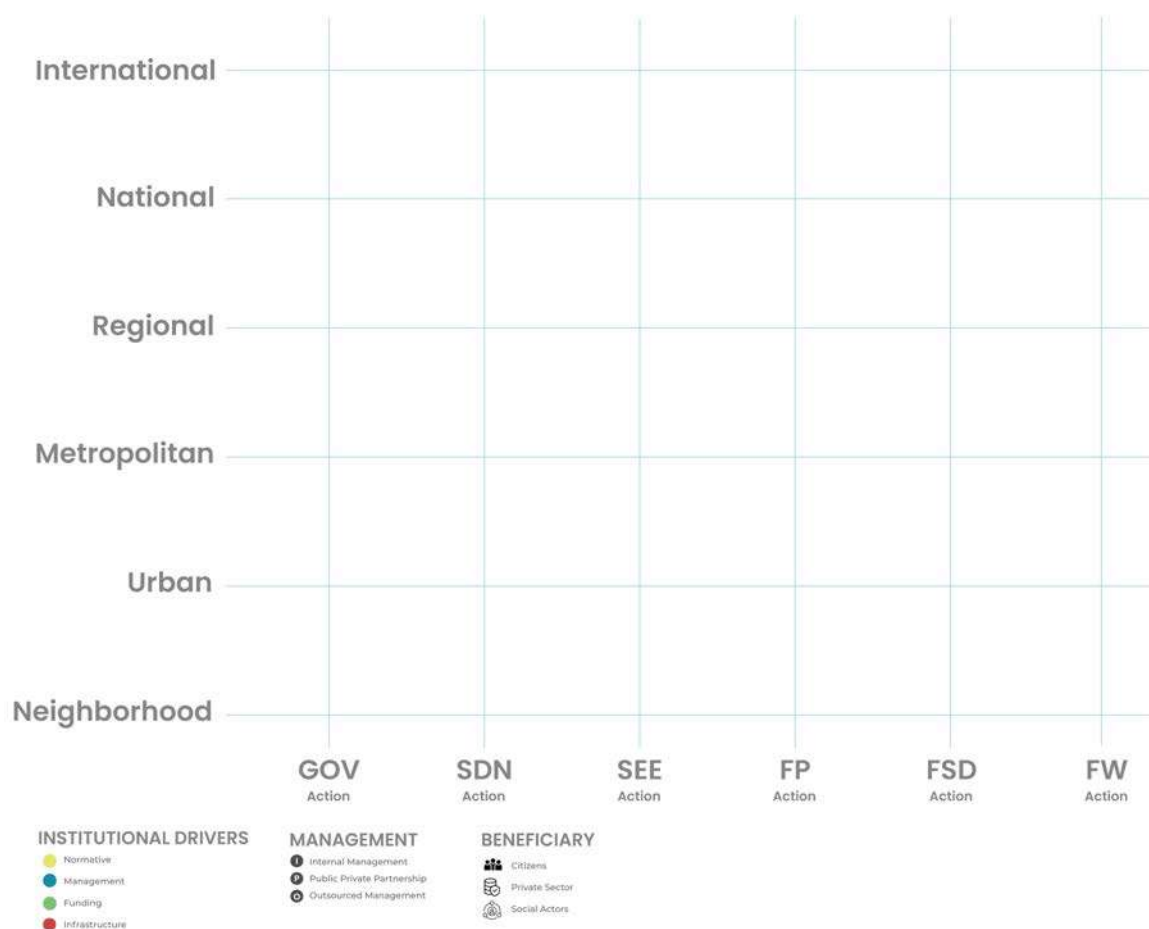


Figure 12 – The mapping grid for visualising the multilevel institutional architecture of urban food policies

Task 2.1 is followed by task 2.3 and task 2.4. Task 2.3 involves the organisation policy dialogues in focus countries among local, regional, and national governments, involving key FS stakeholders identified. Such policy dialogues will provide the basis for developing strategies for advancing food



policies and legislation at the national and local levels. The task will work with experts at the national level to support understanding of national context and circumstances. Task 2.4 organise European and international roundtables alongside major food events featuring policymakers from all levels of governance and across European institutions, international organisations, and key stakeholders from EU projects, partnerships, and networks with expertise on FS policy and FS transformation to discuss the barriers and enablers for successful implementation of the F2F objectives and related legislative frameworks.

The mapping tool can be very useful for gathering and organizing the information to be discussed during the policy dialogues. Indeed, since the mapping tool is very flexible it can be adopted not only to capture the perspective on the multilevel food governance from the cities but also from the regional, the national and the EU level. Furthermore, the maps can be adopted during dialogues for facilitating the discussion.



### Crosscutting findings in the MLG of pilot cities

Unsurprisingly, in all three cases the tool provided homogeneous results in terms of EU regulations affecting cities and metropolitan authorities implementing food policies, as the key European Commission’s directives and initiatives linked to food issues are: Directive 2004/18/CE on Green Public Procurement, Directive (EU) 2018/851 or Revised Waste Framework Directive and EU Food Donation guidelines, the Fund for European Aid to the Most Deprived (FEAD) funded by the ESF+ and the Common Agricultural Policy. In addition to the common ground in the legislative framework, Italy and Spain are two of the pilot countries developing the testing for the EU Child Guarantee to eradicate poverty among children.

### Multilevel governance in MILAN

This section presents the results of testing the mapping tool on Milan’s context, both from a visual and descriptive point of view.

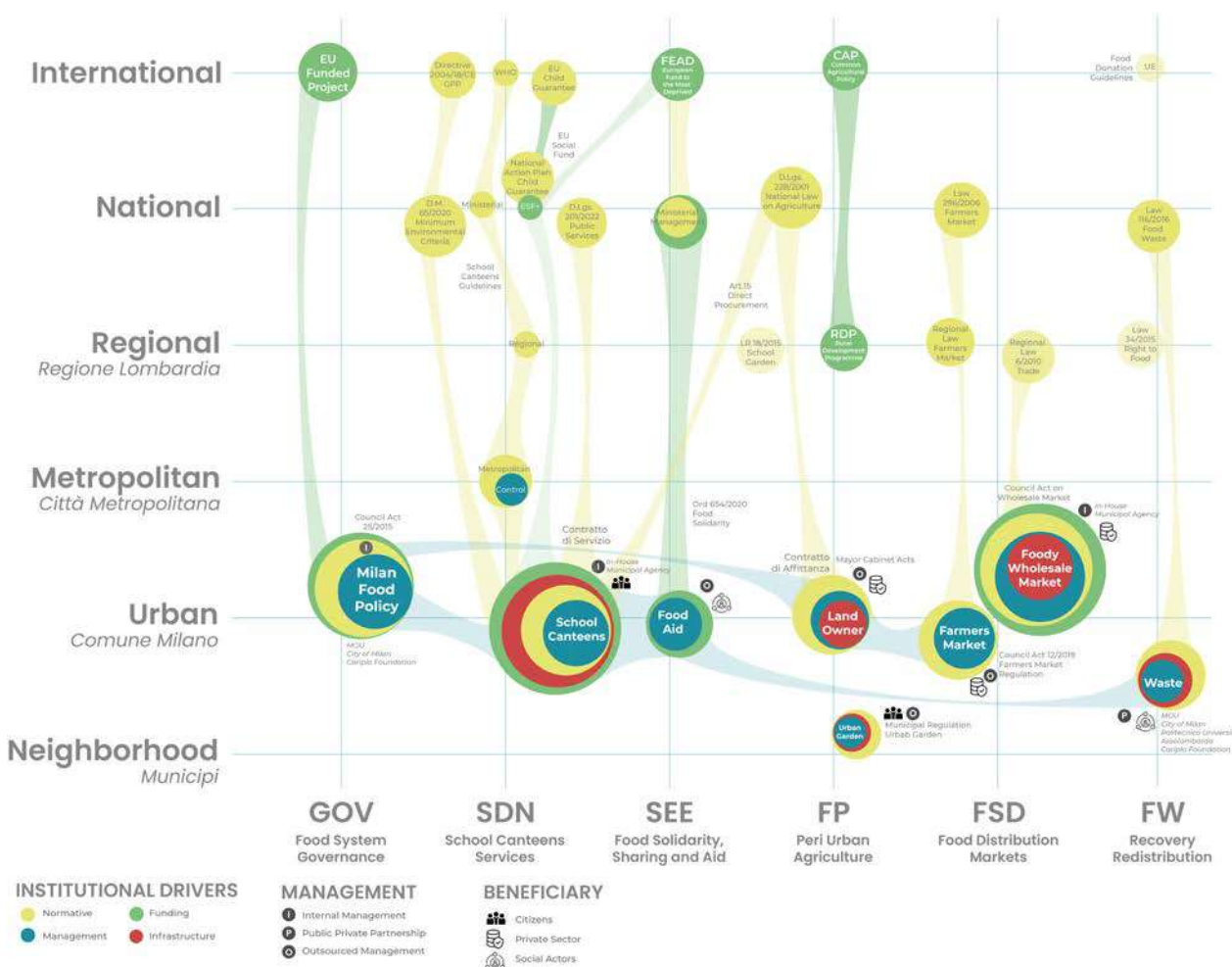


Figure 13 – The mapping grid of the multilevel governance in Milan

In Italy, urban food policies are not regulated or promoted at National or Regional level, they are voluntary defined by municipalities. The Food Policy of Milan was promoted by the Mayor and adopted by a City Council Resolution (n. 25/2015), providing **the normative framework** for the food policy implementation. The food policy has evolved over time and now represents the political



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framework where policy interventions along the different areas are **managed** into a strategic and coherent integrated system. The Milan Food Policy started by acquiring some existing and codified competences and over time new competences were added, including the creation of new approaches as food aid promotion and food waste reduction activities now under the responsibility of the newly established Food Policy Department.

A memorandum of understanding (MoU) signed in 2015 between the Municipality of Milan and the Cariplo Foundation was the first source of **funding** for the Milan Food Policy. The MoU is still active and it represents an important source of funding and relations among these two relevant institutions. Currently, EU funds are one of the main financing sources for the Food Policy, to invest in piloting new food policy actions and to cover some staff salaries of the Food Policy Department. The Food Policy is also directly financed by the Municipality, through a municipal budgetary commitment to cover the payment of part of the staff along with the functioning of food-related public services such as school feeding programs and investments in food system infrastructures.

The budget of the food policy refers to policy interventions in the different areas and includes also other special projects to innovate local food system infrastructures jointly managed by the municipal agency for wholesale markets and the municipal agency for school canteens. Agricultural budget, school feeding program, wholesale market, food aid and food waste preventions are the set of newly or pre-existing competences assigned to the Milan Food Policy Department, that works in strong relations with other Municipal Departments (Education, Environmental, Welfare, Budget) and Municipal Agencies (wholesale, school canteens).

In Italy the provisioning of the school meals is a municipal competence. The service can be managed in-house through public companies, or a municipality can opt for an indirect management by outsourcing it to a service provider. In Milan, the school meals public service is **managed** through a Municipally owned Agency for School Canteens. The **infrastructure** of the school meals public service, consisting of 24 cooking centres and more than 600 canteens located in schools and kindergartens along with an outsourced central logistic warehouse, are owned by the municipality, represented by the Food Policy Department, and assigned to the municipal agency.

A **normative** linkage concerns the **menu development**. It originates from the World Health Organisation Guidelines which are connected to the “National guidelines for school meals service” delivered by the Ministry of Health. These guidelines lead to the development of the “Regional guidelines for school meals service” by Lombardy Region, from which the metropolitan branch of the Public Health Agencies develop the local guidelines which are adopted by the Municipality and incorporated in the Service Agreement between the Municipality of Milan and Milano Ristorazione.

The provisioning of food to people in need (food aid) is **managed** by the Municipality of Milan through the “Food Aid System” that is **funded** in part through the Municipality resources provided by National funds. In addition, the food aid includes also support from the Fund for European Aid to the Most Deprived (FEAD), which distributes **financial resources** to the National States defining the **regulatory framework** that establishes the expenditures rules.

At Regional level, the Regional Law 34/2015 on the Right to Food explicitly recognizes right to food and lays down provisions to ensure its protection, whose field of action is limited principally to the aspects of recovery and redistribution of food surpluses. The Regional Law also provides a little amount of financial resources per year for small projects directed to the NGOs.

Concerning peri-urban agriculture the Municipality of Milan has two main competences: the property of agricultural land and public farms, and the management of farmers markets. This rural heritage is an agricultural **infrastructure** that counts more than 1,000 ha. This infrastructure is **regulated** by three Municipal Acts, establishing the rules for the agricultural contracts between the Municipality and the farmers. The second area of intervention in food production is “urban gardens”. A Municipal



Act assigns to the 9 Local Districts of Milan the land (infrastructure) and the competence for the management of the urban gardens.

In 2015, Lombardy became the first Region in Italy to adopt a specific law on urban gardening, the Regional Law “The gardens of Lombardy. Prescriptions about school, urbans, and collective gardens n.18/2015”. In 2021 the Lombardy Region approved the law on urban, peri-urban and metropolitan agriculture (Regional Law “The urban, peri-urban, and metropolitan agriculture no.21/2021”).

Among the biggest food infrastructures in the city, the Wholesale Market of Milan is a key space for the current and future development of investments and could potentially be key to connect local producers to the marketplace. Currently farmers sell inside the city in farmers markets, all authorised by the Food Policy Department, but the need will be to connect more the actual farmers coming from the peri-urban area of the city.

To reduce food waste, the Municipality of Milan has developed a **management mechanism**, engaging different local actors such as institutions, research centres, private sector, foundations, and social actors. This mechanism is based on local neighbourhood networks organized around the **infrastructures** of the Food Waste Hubs.

At National level, the Law no. 166/2016 provides a **legislative framework** for food waste prevention, by encouraging food donation, through simplification, rationalization, and harmonization of the legislative framework (procedural, fiscal and hygienic-sanitary) that regulates this sector. The mechanism of recovery and redistribution of food surplus of the Municipality of Milan is connected to the Law no. 166/2016.





### Multilevel governance in BARCELONA

This section presents the results of testing the mapping tool on Barcelona’s context, both from a visual and descriptive point of view.

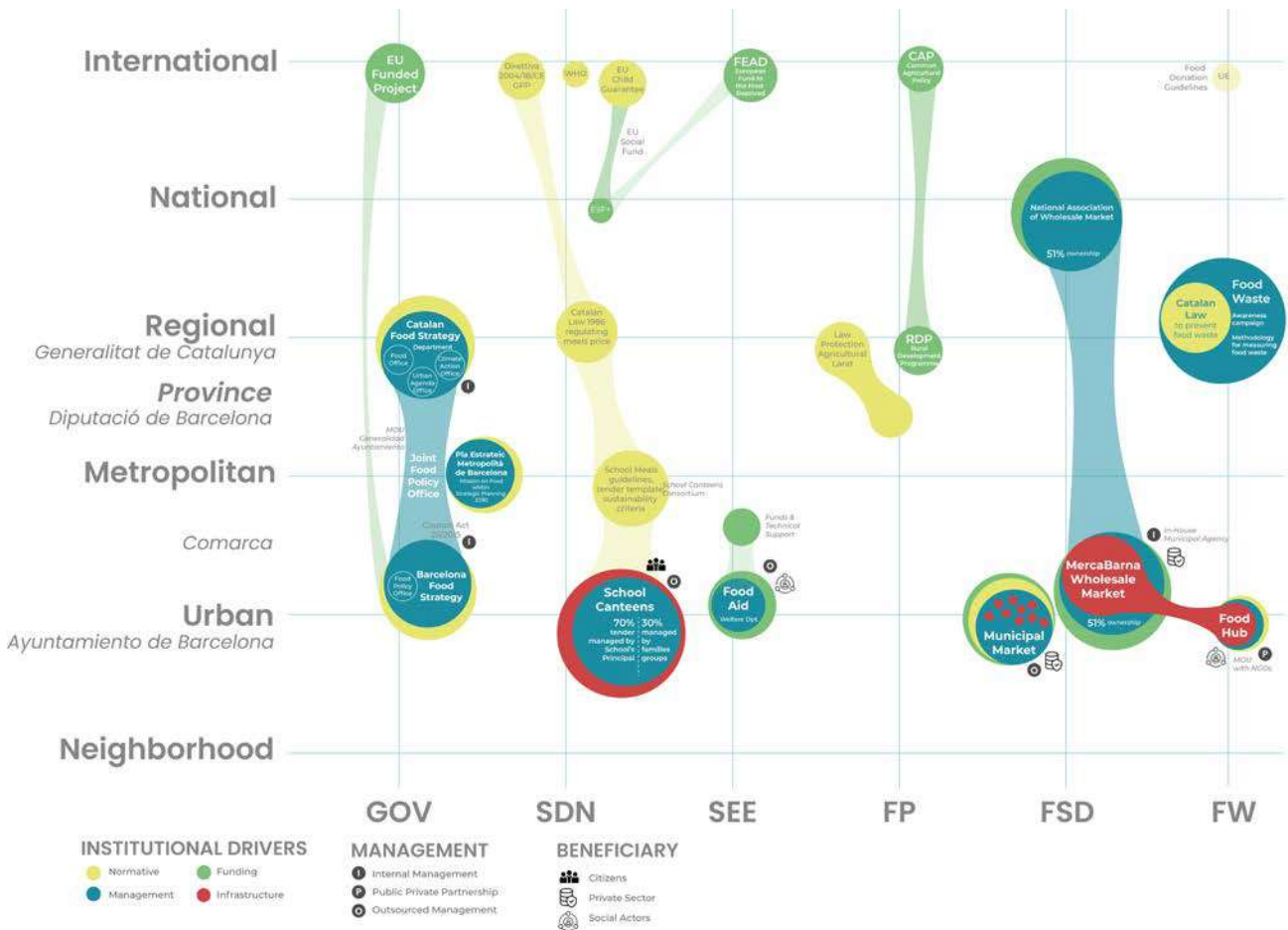


Figure 13 – The mapping grid of the multilevel governance in Barcelona

The case of Barcelona is an interesting example of effective cooperation and integration within two different public bodies acting on separated level of governance. Indeed, the management of the Food Policy governance is entrusted to a **joint Food Policy Department**, which is the result of an agreement between the Barcelona City Council and the Catalan Region and includes representatives of both public actors. Considering that each of them has its own approved Food Policy, this governance structure enables to coordinate different actions and priorities avoiding overlapping and interferences. In particular, the office oversees the interconnections between the two strategies by interfacing with the City Council structures in charge of food-related issues and with the regional Department (in turn articulated in three different offices: Climate Action, Food, Rural Agenda). Another public-private organisation active is: “Pla Estrategic Metropolitana de Barcelona” ([www.pemb.cat](http://www.pemb.cat)), aimed at defining strategic plans for the development of the metropolitan area of Barcelona in different sectors: mobility, housing, inclusion. It has recently approved strategic planning until 2030, with a mission methodology, with food as one of the central missions.

A similar integrated governance model can be therefore observed in the management of school canteens. In the frame of the EU regulation on Green Public Procurement the same as above levels of government are involved. The Municipality of Barcelona and the Catalan Region possess a shared competence on the theme, despite the fact that education lies under regional government



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competences, which is expressed by a Consortium between the two public authorities, whose role is to set guidelines and sustainability criteria and to provide schools with templates and direction on public procurement tenders. However, it is interesting to point out the central role of schools themselves in the day-to-day management of the system. In fact, school canteens system is managed through an outsourced model, where meals are provided by private catering companies and where the procurement of such service is, for the large majority of schools in the Barcelona area, direct responsibility of institutes. Only for a small percentage (about 30%) of the schools, the procurement activities are carried out by parents' associations.

It is also to be noted that the role of the municipality is stronger when looking at kindergartens' school meals management, where the whole system lies within city's responsibilities.

Linked to the commitment to make school meals a leverage to tackle child poverty reduction, it is worth noting that Spain is one of the promoting countries of the Child Guarantee and a pilot country for the first testing phase.

Concerning Food aid distribution, third sector organisations active in the territory of the city are exploiting the resources coming from the ESF+, especially when looking at direct food distribution. The municipality is not the primary interlocutor, as member states are establishing the criteria to apply for such fundings, but they are funding other kind of solutions, e.g. food vouchers managed by the Social Affairs and funded with the municipal budget, available for people in need and linked also to local producers selling in Barcelona.

As often observed, in the implementation of food policy actions, different topics benefit from a partial integration, and in this way an initiative born to support people in poverty can become the trigger to strengthen rural urban linkages directly from the municipal level. The link between local products and food aid solution is made possible also thanks to initiatives like Terra Pagesa, led by Unió de Pagesos, the main farmers' trade union that aims to facilitate sales for local food producers, strengthen short food supply chains and encourage the consumption of local and seasonal food in Barcelona through physical and virtual shared infrastructures, or Espigoladors, an NGO gleaning fruits and vegetables with groups of volunteers and redistributing this food to social charities.

The promotion of local food production is also linked to the school canteens procurement and to the network of food markets in Barcelona. Formally, the responsibility of agriculture and the management of CAP fundings is up to the Region and the Diputacion is in charge of land protection through agricultural parks participated by municipalities, but the wide range of actions Barcelona has established to interact with the topic prove that even without any formal relation on the topic, it is possible to develop significant initiatives, e.g. the reinforcement of local producers in established marketplaces like Mercabarna and 40 urban markets spread in the city. The markets are populated by small retailers, that are mainly resellers), and the effort is to transform the markets in spaces able to support local producers, healthy eating habits and not only for standardised food purchase.

The biggest food logistic hub in the area is MercaBarna, owned by the Municipality by 51% (whereas the rest is owned by the National Association of Wholesale Markets), where the management is public, the infrastructure is trying to link local producers, organic production making space for this offer, struggling. Huge efforts in terms of sustainability of the food waste recovery action have also been carried out inside the facility, where all the food is checked before being thrown away to save as much as possible. An NGO is responsible of the activity and recovers thousands of tons of food per year. Interestingly, the Catalan Region has one of the most innovative laws on Food Waste, demanding every organisation acting in the food system to have a food waste action plan devoted to save any avoidable waste. After the law was passed in 2022, the mission has been to support organisations in the actual implementation of such rule.



### Multilevel governance in BORDEAUX MÉTROPOLE

This section presents the results of testing the mapping tool on Bordeaux Métropole’s context, both from a visual and descriptive point of view and differs from the two previous ones as it represents a metropolitan scale of vision and intervention.

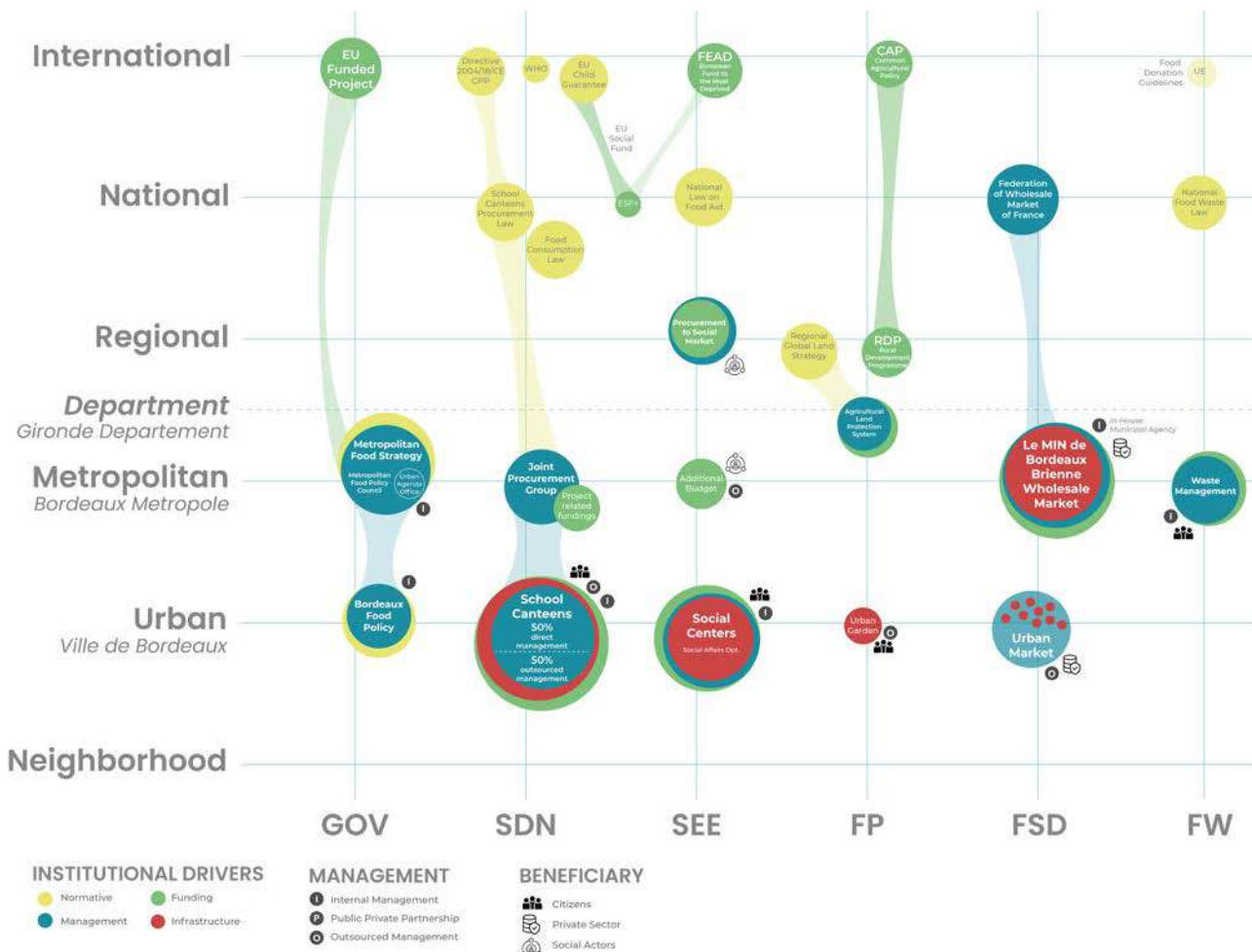


Figure 14 – The mapping grid of the multilevel governance in Bordeaux Métropole

The application of the tool to the Bordeaux scenario provides a further example of how multilevel governance is indeed realised. In this specific case, the metropolitan authority is responsible for the overall management of Food Policy related issues for a number of cities of the area, within a diverse context in terms of commitment and maturity on the theme. In fact, Bordeaux is the only Municipality with an officially political acknowledged Food Policy Strategy, whereas all other cities of the metropolitan region developed thematic documents on specific aspects of the urban food systems. It is relevant to note that the approval of the **Bordeaux Métropole Food Strategy** can be considered a tangible result of city’s participation in the EU-funded project Horizon2020 Food Trails.

An in-depth analysis of the school canteens system better clarify all interconnections and synergies between urban and metropolitan level of governance.

While the normative aspects for school canteens are regulated by national laws – mainly related to procurement and food consumption – there are no formal requirements for cities regarding the management model to be implemented. This means that cities can freely choose how to manage



the system, resulting into a hybrid landscape where almost half of the school canteens are direct responsibility of municipalities and half of them are outsourced to private companies.

Moreover, a dozen municipalities within the metropolitan area are part of a joint buying group specifically aimed at school canteen's procurement and facilitated by Bordeaux Métropole to enhance their purchasing power and maximise the process efficiency reducing bureaucratic fulfilments, also considering that school canteens procurement is fully funded by municipal budget.

Within the pilot actions under the Food Trails project, Bordeaux Métropole aimed for a stronger connection between food served to children and the local production, and developed an action plan that exploits the existing good practices of short supply chains.

Regarding food aid interventions, it is the local authority of Bordeaux to have a pivotal role overseeing the daily management of the Social Centers – structures to which people in need can address to receive support, including the availability of food parcels. Financial resources to fund these initiatives originate from the Municipality itself and it must be noted that the Gironde Département is responsible for additional resources on the topic, targeting civil society organisations. Given this complex ecosystem of governance levels, Bordeaux Métropole still included in its Food Strategy a comprehensive action to tackle food justice and to support municipalities, facilitating the coordination among public social centers, in agreement with the higher institutional level involved. The metropolitan authority oversees community and food gardens for all the municipalities it represents, where allotments are given to citizens for auto production and to associations for social purposes, with the possibility to obtain additional fundings.

Regarding the agricultural land in the area, several strategies are in place contributing to a complexity on the topic. At regional level a general land strategy regulates equality, sustainable development and planning, at the Département level lies the responsibility for land protection and a residual action planning is also present at the metropolitan level.

Each institution also delivers fundings according to their own priorities and objectives.

Bordeaux Métropole is therefore working to establish crosscutting initiatives able to connect as much as possible local producers to other actions, while also diverting part of its budget to buy new pieces of land, when possible, in coordination with the Département, to make them available for farmers.

The Wholesale market in Bordeaux is owned by the metropolitan authority, through a dedicated public company, responsible of the management and industrial plan, with an upcoming renewal that will take place thank to public private partnerships. Other markets are present at municipal level, owned by the city and assigned to local retailers.

In addition to that, under the Social and solidarity economy principles, Bordeaux Métropole provides initial capitals to private actors and non-profit organisations, leveraging the delegation of the regional authority, that has the full competency on economic development.

Concerning food waste, Bordeaux Métropole is working through a dedicated department in charge of waste and food waste, in the area the general waste collection in households of all the municipalities is coordinated by the metropolitan authority, that is therefore also separating biowaste and transforming it in compost in public plants.

Food losses recovery, made possible by the national law on food waste, is an activity implemented by CSOs, with the support of the municipality.



## 5.2 Intergrated food policies at regional level

In recent years local governments have recently become prominent actors in food system governance (Moragues-Faus, A., Battersby, J.; Sibbing et al., 2021). Especially cities have developed new governance arrangements such as urban food strategies/policies and food policy councils especially. Consequently, in the last decade the academic and the political debate on local food policy has been focused on urban governance. In the literature it has been stressed that urban food governance is inclined to “cityism”, by prioritizing strategies, policies and initiatives enacted by specific cities over and above a more comprehensive and systemic rural-urban perspective (Sonnino, 2023). Furthermore, in food governance literature and practice, rural and urban governance are considered separately, as if they constituted independent systems (Ovaska et al, 2021).

An upscaled regional perspective of food governance might help to overcome the shortcomings of urban vs rural food governance dichotomy at local level. A regionally scaled food system governance perspective is also very relevant in the framework food security debate, especially in the recent years due to disruptions in the supply chain caused by the COVID-19 pandemic and the Russia-Ukraine. A regional approach to address food needs is compelling in terms of self-reliance, – that is not self-sufficiency, wherein all food needs are met - which refers to a region supplies a volume and variety of foods to meet as many of the dietary needs and preferences of its population as possible (Rhuf, 2015). Furthermore, as stressed by FAO et al. (2023) “a regional perspective of agrifood systems governance can become an opportunity for initiating the process of establishing multilevel agrifood systems governance mechanisms” (p.139).

Notwithstanding the relevance of the regional level of food systems governance, from the analysis conducted in T 2.1 it has emerged that at regional level, just four regions have developed food strategies that are holistic and systemic and they embrace the entire food system: Catalonia in Spain and Brussel-Capital, Flanders, Wallonia in Belgium. In T 2.1 it is highlighted that the experience of Brussel-Capital should be considered in a different way from the other regions (Catalonia, Flanders and Wallonia). While the administrative status of Brussel-Capital is the “Region”, the geographical scale is smaller than a metropolitan area. Indeed, Brussels Region covers 162 km<sup>2</sup> which is five time smaller than the metropolitan area of Brussels comprises over 2.5 million people.





## The food strategy of CATALONIA

Spain is made up of 17 autonomous communities (self-governing regions), 2 autonomous cities (Ceuta and Melilla); 50 provinces and 8.131 municipalities. Catalonia is an autonomous community and it is administratively divided into four provinces: Barcelona (capital city), Gerona, Lleida and Tarragona. The Catalonia is designated as a nationality by its Statute of Autonomy and the question of the Catalan independence is it always present in the field of policy making and it has been one of the drivers that lead to the development of the **Strategic Food Plan for Catalonia 2021-2026** (hereinafter, the PEAC).

The following description of the **Strategic Food Plan for Catalonia 2021-2026** summarises the Executive Summary that is available at the following link: <https://agricultura.gencat.cat/ca/ambits/alimentacio/estrategia-alimentaria/pla-estrategic/>

### *Description of the Regional Food Strategy*

The **PEAC** has been promoted by the Ministry of Climate Action, Food and Rural Agenda of the Generalitat de Catalonia. The PEAC is an interministerial and intersectoral tool that defines the vision, objectives and priority initiatives and which establishes the bases of the Catalan National Agreement on Food, which will serve to guide future public policies in the area of food. The PEAC includes four levels, ranging from a broader approach (visions, mission, dimensions, strategic objectives) to a more specific one (strategic lines and initiatives/actions).

The **Catalan Food Strategy** constitutes an imperative action plan aimed at fostering a food system characterized by sustainability, safety, equity, cohesiveness, resilience, and healthiness, while simultaneously ensuring universal accessibility.

This food strategy is firmly rooted in the acknowledgment of the **pivotal role of the food system**, deemed an indispensable component in the transition towards a sustainable society capable of addressing global challenges (i.e., including but not limited to climate change, the depletion of natural resources, escalating food demand the capacity of productive systems, and the promotion of more healthful dietary patterns).

The overarching mission of this strategy is to orchestrate a comprehensive, sustainable, and competitive food system deeply embedded in the geographical landscape of Catalonia and predicated on its inherent diversity. This system is dedicated to the production of wholesome, accessible, and high-quality nourishment, readily embraced by consumers across the spectrum.

This initiative finds its basis in the **Strategic Food Plan of Catalonia (PEAC) for the period 2021-2026**, an interdepartmental and cross-sectoral tool that lays the foundation for the National Pact for Food of Catalonia. This document was approved by the Council in 2020 (Deal 17/2021).

Specifically, four major areas or dimensions have been identified, grouping the 10 strategic objectives of the Plan. To achieve this goal, a set of 55 initiatives is planned, involving the activation of a total of 301 actions.

The four dimensions are the aspects that the food system needs to integrate: (1) sustainable, transformative, and based on the circular bioeconomy, (2) locally owned and rooted, (3) fair, equitable, and cohesive, and (4) healthy and reliable.

Based on the identification of these major areas into which food is divided, action initiatives are defined for the next five years to progressively implement this food strategy.

Through the Catalonia Food Strategy, there is the clear ambition to ensure that the food system evolves into a potent instrument for safeguarding the environment, the territorial integrity, the agricultural and fishing communities, and the welfare of future generations.





Figure 15 – Pla estratègic de l'alimentació de Catalunya 2021-2026

### Description of the participatory process

The **Strategic Food Plan of Catalonia**, is the result of more than a year of **participatory process** involving the actors of the Catalan food systems including primary producers, the food industry, food distributors, restaurants and catering, research and universities, local and national agencies promoting the food sector, etc. The process was structured in **four phases**:

- Phase 1. Technical diagnosis: analysis of the current state of the food sector and identification of its main strengths, weaknesses, opportunities and threats - 9 working groups and 220 experts involved.
- Phase 2. Strategic framework: definition of the strategic approach of the Plan (mission, vision and values) and identification of global challenges and priority strategic lines - 7 working groups, 91 experts involved and 7 themed participatory sessions.
- Phase 3: Operational framework: definition and consolidation of the initiatives and actions to be implemented - 19 working groups, 131 experts involved and 6 territorial participatory sessions carried out where they were gathered 153 proposals for action and 148 best practices
- Phase 4. Scorecard: specification of the governance model and definition of the indicators for evaluating and monitoring the Plan.



### *The governance model of the PEAC*

To ensure the Plan implementation, a **governance model** has been established to monitor, to evaluate and to coordinate the implemented actions. This governance model consists of different work and monitoring structures that are coordinated with each other. The Catalan Food Council is the driving force and will interact with the Technical and Operational Steering and Monitoring Committee in charge of coordinating the different agents involved in the execution of the Plan and monitoring its degree of progress.

Each dimension in which the Plan has been structured has a dimension manager, who will be in charge of leading the different actions of their themed area and will interact with the coordinators of the transformative actions and the coordinators of the instrumental actions to ensure coherence and a cross-cutting perspective when implementing the initiatives. The work teams of each dimension will have the support of the four committees in which the Catalan Food Council is structured to review and address the Plan's initiatives and actions.

The **Catalan Food Council** functions as the primary **governing body** responsible for fostering participation, collaboration, deliberation, advisement, consultation, and the formulation of proposals within the agribusiness sector.

Its core mandate is to lay the groundwork for the formulation of a novel national food policy, underpinned by principles of local food production and sustainable environmental stewardship.

Operating under the guidance of the Department of Agriculture, Livestock, Fisheries, and Food (DARP), the **Catalan Food Council** serves as a **multifaceted platform**, encompassing functions such as critical analysis, deliberation, and policy recommendation, primarily focused on issues that pertain to the nation's agri-food policies. Furthermore, it also assumes the role of an **agri-food observatory**, entrusted with the task of proffering the requisite measures to capitalize on prevailing market opportunities and to establish optimal conditions conducive to both quality and sustainability.

In other terms, the **Catalan Food Council** is the body for participation and collaboration, for debate and advice, consultation and proposal in matters of agri-food. It is attached to the Department of Agriculture, Livestock, Fisheries and Food (DARP), and acts as a forum for analysis, debate and proposal on issues related to the Catalonia agri-food policies and also acts as an agri-food observatory for policy recommendations. It is made up of a broad representation of associations and entities related to food in Catalonia, from consumers to the most representative agricultural professional organizations, institutions and related professional associations.

The Catalan Food Council articulates a set of targeted actions with the following overarching objectives:

1. Sustain the promotion of food quality and safety.
2. Champion the cause of Catalan food products, encompassing those distinguished by their quality, proximity, and ecological production methods.
3. Advocate for equilibrium, transparency, and the cultivation of beneficial synergies throughout the entire food supply chain.
4. Advocate for sustainability, social responsibility, and the mitigation of food wastage.
5. Advocate for the Mediterranean diet and the cultivation of wholesome dietary practices among the populace.

Comprising a diverse array of representatives, the Council incorporates a wide spectrum of associations and entities affiliated with the food sector in Catalonia, ranging from consumer groups to the most preeminent agricultural professional organizations, alongside various institutional bodies and affiliated professional associations.



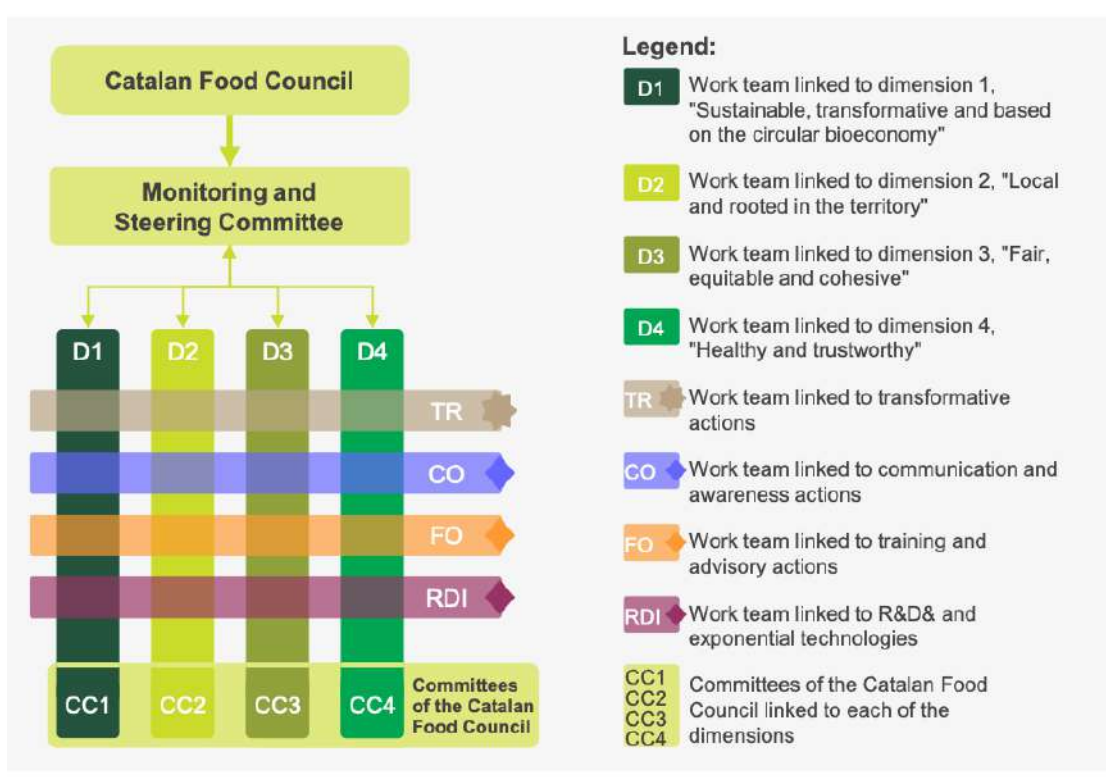


Figure 16 – Catalan Food Council governing body

*Multilevel governance: coordination office between the Generalitat of Catalonia and the Municipality of Barcelona*

Since the metropolitan area of Barcelona has a population of nearly five million people, over 67% of the population of Catalonia, the Municipality of Barcelona is a very important player in food policy making in Catalonia. For these reasons to improve the implementation of the PEAC a **coordination office** between Generalitat of Catalonia and the Municipality of Barcelona has been created, involving 5 officers. This office is created within the administrative structure of the Generalitat of Catalonia and is served by officers coming from the Municipality of Barcelona and the role of the office is to implement policy actions and projects of the PEAC that need to be implemented in the metropolitan area of Barcelona. Coordination meetings between the Generalitat of Catalonia and the Municipality of Barcelona are organised to collectively decide how to implement these policy actions and projects.

The office has been a very important achievement in improving the coordination between the two institutional level for the implementation of the PEAC but it also represents an important step for developing a coordination between the PEAC and the Barcelona Healthy and Sustainable Food Strategy that at the moment they are two separated strategies.





## The food strategy of FLANDERS

Belgium is a complex federal state composed of 3 regions (the Flemish, the Wallon and the Brussels Capital Region), 10 provinces and 581 municipalities.

The Flanders Region is made up of **300** municipalities and the cities who have answered the survey are all located within this Region. Specifically, the cities are the following: Antwerp, Bruges, Ghent, Leuven and Oostende

### *Description of the Regional Food Strategy*

The launch of the “**Go4Food, A Flemish food strategy for tomorrow**” occurred on November 29, **in 2022**. This strategic framework serves as the foundational blueprint for the advancement of a more robust food system within the region of Flanders, addressing pressing challenges across diverse domains encompassing health, environmental sustainability, climate resilience, economic viability, and social adaptability.

The following description of the “**Go4Food, A Flemish food strategy for tomorrow**” summarises the Synstesys available at the following link: <https://www.vlaanderen.be/publicaties/go4food-a-flanders-food-strategy-for-tomorrow-synthesis>

Notably, this strategy adopts a holistic systems perspective, recognizing the interconnectedness of all stakeholders along the entire continuum from agricultural production to final consumption, thus emphasizing the integral involvement of all relevant actors in the profound transformation of the food system. It is imperative to acknowledge that the purview of this strategy transcends traditional policy domains and encompasses a multitude of social and economic stakeholders, therefore outlining a multilevel governance framework.

The formulation of this strategy was contingent upon the establishment of a broad-based consensus and was cultivated through the collaboration of a comprehensive **food coalition**, consisting of representatives from the agricultural and food sector, civil society, research institutions, and policymakers.

The Flemish food strategy is underpinned by a set of **four overarching strategic pillars**, which draw inspiration from the European Commission's Food 2030 research policy framework. These pillars include:

- 1) *healthy and sustainable food for all* (to be achieved through 4 Strategic Objectives);
- 2) *food systems within ecological limits* (to be achieved through 5 Strategic Objectives);
- 3) *full commitment to a resilient food economy* (to be achieved through 7 Strategic Objectives);
- 4) *food connects farmers to citizens* (to be achieved through 3 Strategic Objectives).

Central to the strategy's structure is the interrelatedness of these four strategic pillars, underscoring the critical importance of a systematic approach.





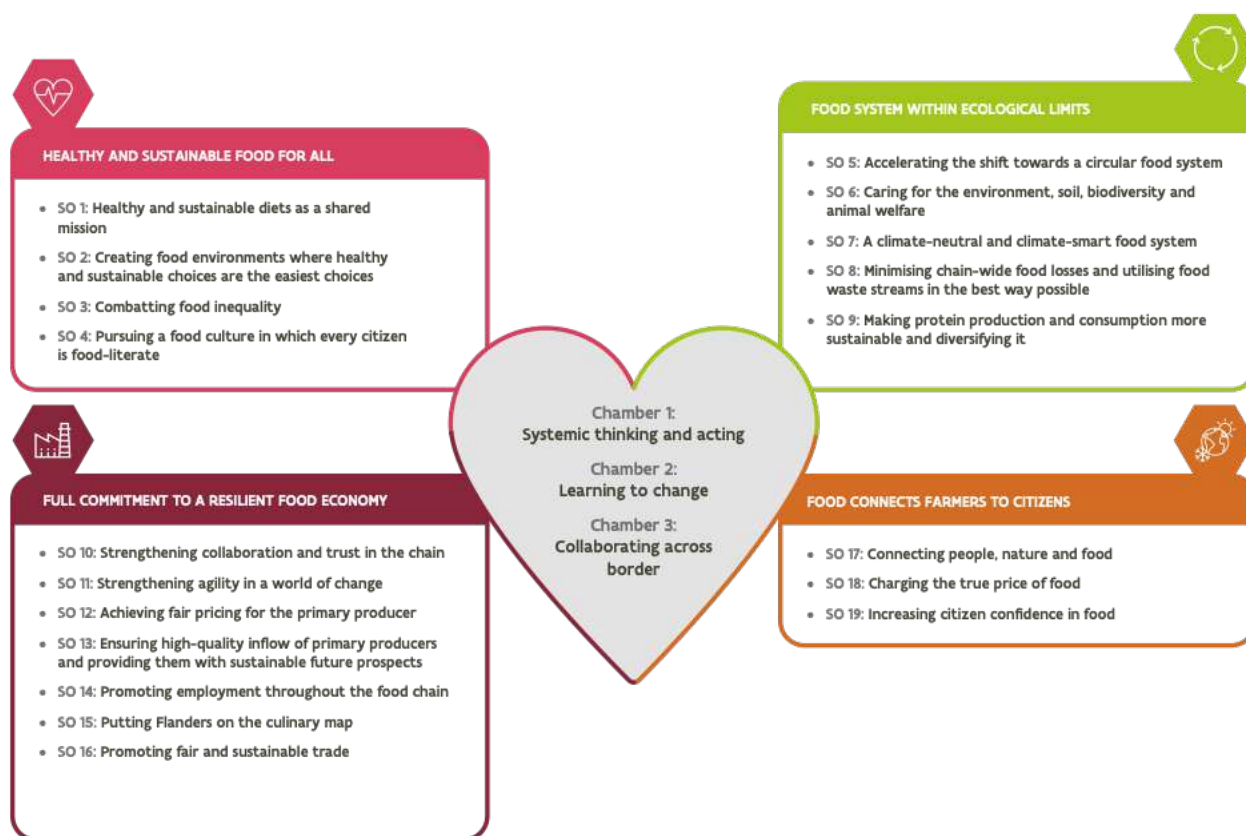


Figure 17 – Strategic framework of Flanders

The strategic framework further culminates in the development of a comprehensive roadmap, comprising **19 strategic objectives (SOs)**, positioned as the cornerstone of the strategy. Each of these SOs falls into **98 distinct working pathways**, constituting a detailed blueprint that charts the trajectory of the strategy. The initial implementation of this strategy was marked by the launch of ambitious and high-impact initiatives called “**food deals**”, designed to serve as catalytic instruments for initiating transformative change.

It is noteworthy that this roadmap does not impose stringent, binding targets related to food production and consumption. Instead, it offers a holistic, integrated vision of the envisaged food system, delineating the overarching goals and the collaborative strategies required for their attainment. This framework functions as a common reference point, facilitating the collective commitment of organizations and policymakers to collaborate across diverse thematic and policy domains, fostering a more integrated and cooperative approach to addressing the multifaceted challenges inherent to the food system.

### Description of the participatory process

The formulation of the food strategy was orchestrated by the **Department of Agriculture and Fisheries** through the meticulous development and execution of a structured procedural plan, harmoniously synchronized with the collaborative efforts of the food coalition. This intricate process was delineated into six distinct phases, namely: engaging, conceptualization, consolidation, implementation, and enshrining.

The stakeholder engagement process was overseen by the external agency **Möbius**. The integration of a more expansive consortium of stakeholders was achieved through iterative feedback loops, notably inclusive of the **Platform for Agricultural and Food Research** and the **Strategic Advisory**



**Council for Agriculture and Fisheries (SALV)**. The empirical credibility of the strategy's content was fortified by the active involvement of eminent scholars affiliated with the **Food Coalition** and by policymakers representing the **Food Policy Network**. These stakeholders functioned as the forefront, scrutinizing the strategy to ensure its foundation was scientifically sound, conceptually robust, and collectively endorsed.

### *The governance of strategy*

The **Department of Agriculture and Fisheries** is entrusted with a leadership role, tasking it with forging collaborative relationships across pertinent policy domains, administrative tiers, and with a diverse array of stakeholders.

Within the framework of the Flemish government, the establishment of the **Food Policy Network** served as a pivotal initiative for fostering interdepartmental collaboration concerning matters related to food policy. This endeavor has led to the development of 'food projects,' characterized by their crosscutting nature across various policy domains, with the aim of addressing specific food-related issues in an innovative manner, while closely engaging with key stakeholders to attain predefined objectives.

In the autumn of 2020, the former Flemish Minister of Agriculture and Food, Hilde Crevits, issued a call for the **active involvement** of all relevant actors in shaping the Flemish food strategy. To concretize this vision, the Department of Agriculture and Fisheries convened a **food coalition** comprised of representatives from the agricultural and food sector, research organizations, civil society, and governmental bodies. In tandem with these strategic partners, the food system's pivotal themes and core values found resonance and representation at the decision-making table.



## The food strategy of WALLONIA

The Wallonia Region is made up of **262** municipalities, including 9 German-speaking municipalities.

### *Description of the Regional Food Strategy*

Over the last five years, five institutional mechanisms have been put in place to strengthen the cross-functional nature and coherence of food policies. In 2017-2018, a “*Référentiel*” (toolkit) entitled “**Towards a sustainable food system in Wallonia**”<sup>[1]</sup> (<https://www.mangerdemain.be/strategie/>) was co-constructed with the players in the Walloon food system. This Standard set out a common and shared vision of what a sustainable food systems should be, taking care to reflect the concerns and sensitivities of all stakeholders. Specifically, it is based on eight core principles and six strategic objectives (SO):

1. Ensuring the availability and access to food for all within a sustainable food system
2. Contributing to the well-being and good health of citizens.
3. Fostering socioeconomic prosperity.
4. Safeguarding the environment.
5. Providing a high level of knowledge and skills in the sustainable food system.
6. Implementing responsible and effective governance mechanisms.

Further on, in 2018, the first strategy dedicated to Walloon food system was published: **Manger Demain Strategy** (Eating Tomorrow) (<https://www.mangerdemain.be/strategie/>) (see *infra*). It provides a working method (the operational framework) and stresses the need to ensure consistency between food-related policies. In particular, it provides for the coordination of policies relating to sustainable food, analysing the synergy between the various government action plans, by means of regular meetings. The “*Référentiel*” is therefore the vision for the “*Manger Demain*” strategy.

In 2019, a first **Employment-Environment Alliance on Food** has been announced in the “Regional Policy Declaration 2019-2024” to operationalise the transition to a sustainable food system. Afterwards, in 2020, the Walloon Government approved the composition of the new **Walloon College for Sustainable Food**, bringing together a wide range of players from the Walloon food system, with the task of guiding the Alliance's work and ensuring that its objectives are met.

Finally, in October 2022, the Walloon Government adopted the Food Wallonia action plan (19 actions structured around three collective ambitions, which contribute to meeting the six SO) (<https://developpementdurable.wallonie.be/alimentation-durable/food-wallonia>) with the specific aim of speeding up the transition to a sustainable food system for the benefit of all. In its Regional Policy Declaration, the Walloon Government committed to adopt an employment-environment alliance on food. This has now been achieved with this Food Wallonia action plan, which forms this alliance around social, environmental and economic objectives in favour of a sustainable food system, but also between the players in this system.

The “*Manger Demain*” Strategy will evolve in **three stages**:

#### **1. Every three years:**

- A new priority theme will be defined in accordance with Measure 8.
- This new theme, together with its specific action plan, will be proposed to the Walloon Government
- An assessment of the previous action plan will be presented to the Walloon Government

#### **2. Every five years:**

- an overall assessment of the strategy will be presented to the Walloon Government
- on the basis of this evaluation, a conference on sustainable food will be organised in Wallonia (Measure 7) to consult the stakeholders
- a report on the conference, including the levers for action identified, will be presented to the Walloon government and will in turn guide the implementation of Measures 8 and 10



This project has received funding from the European Union's Horizon Europe research and innovation programme under grant agreement N° 101086320.

### 3. Every ten years:

- In the light of the above, the strategy will be reviewed and an adapted version presented to the Walloon Government for approval.

The operational framework is structured in a series of actions levers (“*leviers d’action*”) identified by the participants in the conference on sustainable food (“*Forum Alimentaires*”).

They form the basis on which the guiding principles and **ten measures** have been defined in the strategy:

1. Setting up a structure to coordinate the "*Manger Demain*" strategy
2. Setting up food policy councils (FPCs) at local and regional level
3. Coordination sustainable food policies
4. Disseminating a common identity for sustainable food in Wallonia
5. Development and management of a web portal
6. Sustainable food barometer in Wallonia
7. Organization of meetings on sustainable food in Wallonia
8. Choice of a priority theme for concentrating efforts in terms of sustainable food
9. Analysis and synergy of the various government action plans relating to sustainable food
10. Support for the launch and implementation of pilot projects based on the levers for action identified during the Forum Alimentaires

### *Description of the participatory path*

In 2017, the Walloon Minister for the Environment and Ecological Transition launched the food forums. The aim of these conferences was to sound out the general public and those involved in the Walloon food system. The meetings, sponsored by Olivier De Schutter, former United Nations Special Rapporteur on the Right to Food, took place in three phases:

**1. Drafting the “*Référentiel Towards a sustainable food system in Wallonia*”:** through a participatory process, around a hundred organisations active at the heart of the Walloon food system have worked together to build a shared vision of what a sustainable food system in Wallonia should look like.

This process has involved representatives from the various stages in the food value chain in Wallonia (production, processing, distribution, catering, consumption), associations with expertise in the various dimensions of food, regional and local authorities, players in social action, education and training, territorial development, trade unions, etc., all of whom are involved in the process.

**2. Organizing the Food Forums:** Consultations with local project leaders and members of the public who felt concerned by the issue completed the process of drawing up the guidelines. Close to the grassroots and ran by associations with strong local roots, the food forums provided a space for sharing experiences and putting the issues into practice. Participants identified a number of levers for action on which political action could promote the transition to a sustainable food system. Around thirty forums were held throughout Wallonia, attracting more than 1,000 participants.

**3. Definition of a Sustainable Food Strategy for Wallonia** which is, in other terms, the “*Manger Demain*” food strategy.



### *The governance of strategy*

The governance mechanism of "*Manger Demain*" is presented in the "mesure 1" and "mesure 2" of the strategy

The transition to a sustainable food system in Wallonia is an ambitious process that requires continuity over time, a harmonised approach, a shared work with stakeholders based on common values, the dissemination of a strong identity and sufficient human resources.

It is therefore essential that this strategy is steered by a **centralising body**, Collège wallon de l'Alimentation Durable (CwAD) clearly identified by all. This body, with functions of secretariat and animation, acts as a transmission belt between the various players and will ensure that it retains an overall vision of the transition process, by coordinating the implementation of the strategy.

The participation of the stakeholders, which has demonstrated its added value in the preparation of the strategy, must guide its implementation. During the drafting of the guidelines and at the forums, there were numerous calls for collaborative governance structures bringing together players from each of the dimensions linked to food. Indeed, the implementation of the "mesure 2" involves the development of two kinds of consultative bodies, namely conseils de politiques alimentaires (CPA)/Food Policy Councils (FPC): one at the regional level and another one at the local level. The **local** FC can have different nature (i.e., it can be an association, a public structure, a university, etc.) and it can have different sizes, number of members depending on their territory. These food councils work at a territorial level and are in charge of identifying actions and providing policy recommendations. These structures are currently financed by the public administration. On the other hand, there is the **regional** FC, which works in a similar way, but at a regional level.





## The food strategy of BRUSSELS CAPITAL REGION

The Brussels Capital Region is made up of **19** municipalities.

### *Description of the Regional Food Strategy*

Brussels Capital Region started working to its food strategy in 2015 giving birth in 2016 to **La stratégie Good Food Strategy (2016-2020) (SGF1)** ( available also in English at the following link: <https://goodfood.brussels/fr/content/la-strategie-good-food-2016-2020?domain=cit> ). According to the Regional Policy Declaration 2019-2024, which opened in a new window and calls for this strategy to be strengthened, in 2022, after a year-long participatory co-construction process that brought together 300 stakeholders, the Brussels Region adopts **La stratégie Good Food 2 strategy (2022-2030)**.

The following description of the **La stratégie Good Food 2 (2022-2030) (SGF2)** summarises the full document of the strategy available in French at the following link: <https://goodfood.brussels/fr/content/la-strategie-good-food-2-2022-2030?domain=cit>

The food strategy is operationalized through **five strategic axes** and **four cross-cutting principles** which have the specific aim of re-qualifying the food system, and the entire economy, towards a more sustainable and resilient model. Such a food model is built in order to be healthy, respectful of human beings and other species, capable of regenerating biodiversity and creating high-quality jobs. These **five axes** are broken down into sub-axes, operational objectives and measures and are qualified as “operational measures of the strategy”. In general terms, these axes promote agro-ecological production, implement sustainable food production and distribution, ensure food access and, lastly, aim at reducing food waste and loss.

The five strategic axes are the following:

1. Intensify and support agro-ecological production in Brussels and the surrounding area
2. Developing "Good Food channels" to supply Brussels
3. Ensuring the distribution of a "Good Food" offer
4. Ensuring "Good Food" for everyone
5. Reducing food loss and waste

Focusing on the **four cross-cutting principles**, they are structured as follows:

1. Governance that is participative, decompartmentalised and co-supported: This approach underlines the commitment to fostering an efficient, multi-stakeholder participatory approach across the entire lifespan of the strategy. This entails breaking down barriers by incorporating Good Food system challenges into various policy areas, including economic, employment, training, education, social and health policies, spatial planning, and goods transport. This integration of public policies and participation involves co-sponsorship for strategy implementation. Specific actions include multi-level coordination among relevant authorities, the establishment of transparent monitoring tools, adaptation of participatory council mechanisms for effective and accessible governance, ensuring the involvement of Good Food economic actors, enhancing partnerships with local authorities, collaborating with stakeholders in the Walloon and Flemish Regions, and aligning actions with those of other regional plans, particularly at the federal level in terms of food labeling and safety.
2. A principle of social inclusion, health and food sovereignty applied systematically:
3. The challenges of combating & adapting to climate change and protecting and enhancing biodiversity:



4. A multi-faceted urban environment: The SGF2 will be tailored to the distinctive attributes of the Brussels-Capital Region. The objective is to formulate a multifaceted and multi-dimensional strategy that comprehensively considers the unique ecological, socio-economic, and cultural features of the diverse urban locales within the region, extending to the suburban regions of Belgium.



Figure 18 – La stratégie Good Food 2022-2030

*Description of the participatory process*

Similar to SGF1, SGF2 underwent a collaborative co-construction process involving a diverse array of stakeholders encompassing the entire food supply chain and the requisite expertise needed to underpin a strategy transcending various sectors. This co-construction initiative spanned from March 2021 to May 2022 and was led by Brussels Environment in partnership with the agriculture department of Brussels Economy and Employment.

The co-construction endeavors were conducted in synergy with the development of the Regional Economic Transition Strategy (SRTE) and the Regional Social-Health Plan (PSSI - Brussels Takes Care). The foundation of this process rested primarily on the contributions of the Good Food participatory council, numerous working groups, and expert committees, supplemented by bilateral consultations among stakeholders representing diverse interests.

The co-construction journey reached significant milestones with the convening of a "convergence" day on September 23, 2021, attended by approximately 120 individuals from various backgrounds, including local and regional authorities from Brussels and other regions, food industry stakeholders, and more. This gathering facilitated an appraisal of the progress achieved to date and provided a forum for feedback on an initial structural proposal rooted in strategic priorities and objectives.



This project has received funding from the European Union’s Horizon Europe research and innovation programme under grant agreement N° 101086320.

A subsequent "finalization" day took place on March 29, 2022, involving around 120 participants from diverse sectors. They collectively refined the draft strategy through sub-axis workshops, operationalization discussions, and tables dedicated to quantifiable objectives. To augment the working group deliberations with a focus on cross-cutting strategy elements, a memorandum was submitted to the government by the end of 2021. This document appraised the government of the co-construction's advancement and encouraged the various Cabinets and administrations to participate in SGF2 through co-sponsored projects, a notion officially approved by the government on December 23, 2021.

In sum, the co-construction process engaged nearly 300 participants, spanning associations, federations, enterprises, academic institutions, local governing bodies, and representatives from a spectrum of ministerial cabinets at regional and associated levels of government, including community and other governmental tiers. Comprehensive documentation pertaining to the co-construction efforts, including the work of the working groups and the Good Food Participatory Council, is accessible on the Good Food web portal.

### *The governance of the strategy*

Comparable to its development phase, the effective enactment of SGF2 necessitates robust participatory governance. To ensure the harmonized execution of actions and the attainment of strategic objectives, it becomes imperative to establish efficient coordination among all stakeholders and to rigorously oversee progress across different tiers.

In this vein, the Brussels Minister for the Environment assumes the role of overseeing the comprehensive operational coordination of the strategy. This coordination entails close collaboration with both the government bodies that co-sponsor the strategy's initiatives and the relevant ministers who serve as (co-)sponsors. Furthermore, this coordination effort interfaces with the governance structures of the Regional Economic Transition Strategy (RETS) and the Air Climate Energy Plan (ACEP), with the goal of preventing the proliferation of governing bodies.

The SGF2 incorporates a mechanism designed to evolve via the utilization of a transparent monitoring tool. This tool is instrumental in tracking key performance indicators and objectives, facilitating the ongoing evaluation and periodic revision of the strategy, including both annual and mid-term assessments.

The governance structures can be adjusted in response to the strategy's evolution, emerging opportunities, and changing circumstances. SGF2 is slated to span from 2022 to 2030, with the overarching goal of aligning with the Go4Brussels2030 strategy, the Regional Economic Transition Strategy (RETS), as well as the Good Move and Air Climate Energy Plan (ACEP). The planning and execution of the strategy will encompass a sequence of temporal phases, implementation intervals, and periods designated for assessment and review. The current stage of the strategy provides a more comprehensive and detailed delineation, primarily focusing on the initial implementation phase, which extends from mid-2022 to the close of 2024.

The governance process itself will be subject to an evaluation, assessing to which extent it fulfills the ambitions related to decompartmentalization and co-sponsorship, ensuring diversity and equilibrium in participation, and promoting democratic engagement within the governing board.



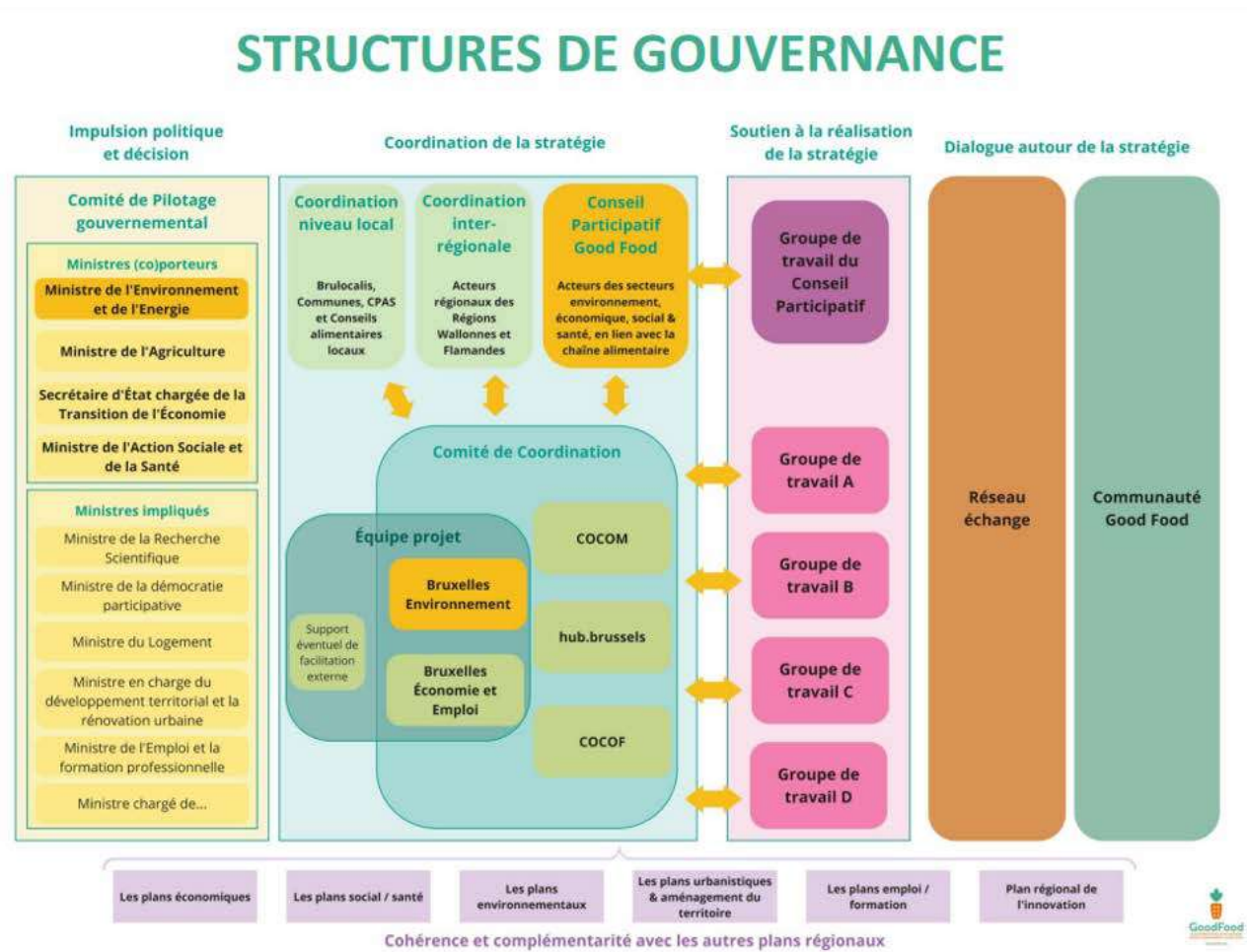


Figure 19 – Governance structure of Brussels Capital Region

Having said that, it is possible to better understand the setting of the governance through following explicatory Figure.

According to the figure, there are three levels: there is the **Government Steering Committee** chaired by the Minister for the Environment, the **Coordination Committee** and, lastly, the **Thematic Working Groups**.

The former's role is to steer, support and guide the implementation of the strategy; to take note of the monitoring reports produced by the operational unit; report to the Government once a year on the implementation of the strategy; approving proposals for new actions; ensuring compliance with the objectives, rules and operating principles of the strategy; ensuring participation, and releasing any bottlenecks arising from the coordination committee. The second, instead, has several roles such as organising and supervising the implementation of the strategy and of the cross-sectoral actions, organise the emergence of new proposals, ensure cross-functional consistency between the thematic areas or to consult the Participative Council as necessary. Finally, the latter, which role is to ensure the operationalization of the measures on a common issue over a given period, the coherence among all the measures from that cluster in relation to the objectives; and ensuring communication and reporting. These working groups are responsible for the daily operational management, but do not have decision-making powers.

These centres are responsible for the daily operational management, but do not have decision-making powers.





### 5.3 Integrated food policies at national level

As stressed by FAO, as the work on urban food issues and food systems expands, national food policy development represents a future priority area of work. Just as with decentralisation policies that determine the roles, functions and resources available, most cities would benefit from greater guidance and policy content provided by a new holistic and integrated vision for national food policies with a systemic perspective of the food system, including urban issues (Tefft, 2020; pp.73-74). Thus, this report aims to shed light on the current status of integrated food policies at national level within the European countries.

Despite the need for integrated food policies is widely acknowledged, in the context of European countries a sectorial approach addressing specific aspects of food governance through separate legal, regulatory and policy instruments is predominant. Policies, plans and strategy concerning food predominantly focus on aspects such as agriculture, food security, nutrition, and food waste, addressing these issues individually rather than within a comprehensive, interconnected policy framework. This sectorial approach has significant implications for the effectiveness of food governance and the ability to address contemporary food-related challenges comprehensively.

At European level, food policy evolves across multiple tiers of policy formulation and the European Union primarily takes the lead in shaping agriculture (the Common Agricultural Policy - CAP), food and feed safety (and the General Food Law, Regulation 178/2002) whereas the responsibility for public health policy predominantly rests with individual Member States, and also on food waste (e.g. Revised Waste Framework Directive, 2018). At the National level implementing sectorial EU policy or regulations cannot be considered as integrated food policies. From the scan through FAOLEX, when typing “National Food Policy” and the “name of the country”, the results **emerging from more than 29 countries part of the EU and extra EU countries** (Albania, Bosnia Herzegovina, Czech Republic, Iceland, Slovakia, Norway, Serbia, Switzerland and United Kingdom), were mainly relating to sectorial laws and/or policies.

Most of the results concerned laws/plans/strategies on single sectors as food waste or on nutritional aspects. Some examples on food waste emerged from the scan: **Austria** (Federal Waste Management Plan), in Cyprus (Waste Regulation n. 292/202), **Hungary** (National Waste Management Plan), **Malta** (Waste Amendments Regulation, 2021, L.N. 146/2021), **Italy** (Law No 166/2016 on the donation and redistribution of food and pharmaceutical products for social purpose and to limit waste), **Germany** (National Strategy for Food Waste Reduction) etc. In the policy intervention area of nutrition and healthy diet, from the scan it has emerged a very interesting repository of global data on nutrition and physical activity policy actions. This research has been carried out by the World Cancer Research Fund International (<https://www.wcrf.org/policy/policy-databases/>) and it results in a Nourishing Policy Index which outlines the nutrition policy status in thirty European countries (<https://www.wcrf.org/wp-content/uploads/2023/05/NOURISHING-Policy-Brief-May-2023.pdf>).

Further results on nutritional interventions were found in the European National Policies Platform and in the World Health Organization website. For instance, in 2007 Malta enacted a “Healthy Eating Lifestyle Plan”, in 2017 Portugal, enacted a Law which implements an “Integrated Strategy for the Promotion of Healthy Eating (EIPAS)” and the **Dutch** government’s set a food policy which promotes healthy and responsible food, encouraging the food industry to produce food that contains less salt, fat and sugar.

Another interesting case is **Denmark** which has just released a Food Action Plan, a comprehensive plan for strengthening plant-based foods in **Denmark**, developed by the Ministry of Agriculture, Food and Fisheries. In **Greece**, the 2017 National Action Plan for Food Reformulation, promoted by the Ministry of Health, aims at redefining the composition of food products in order to reduce their content in added sugars, saturated fatty acids, industrially produced trans fatty acids and/or salt, to lower the





energy value and/or to increase the content of dietary fibers. On nutrition and healthy diet France has promoted the The National Nutrition & Health Programme (Programme National Nutrition Santé – PNNS) and the National Food Programme (Programme National de l’Alimentation – PNA) that promotes an horizontal and integrated approach to address all food-related aspects; health, nutrition, food aid, education, waste, regional embedment, the circular economy, protection of the environment and biodiversity.

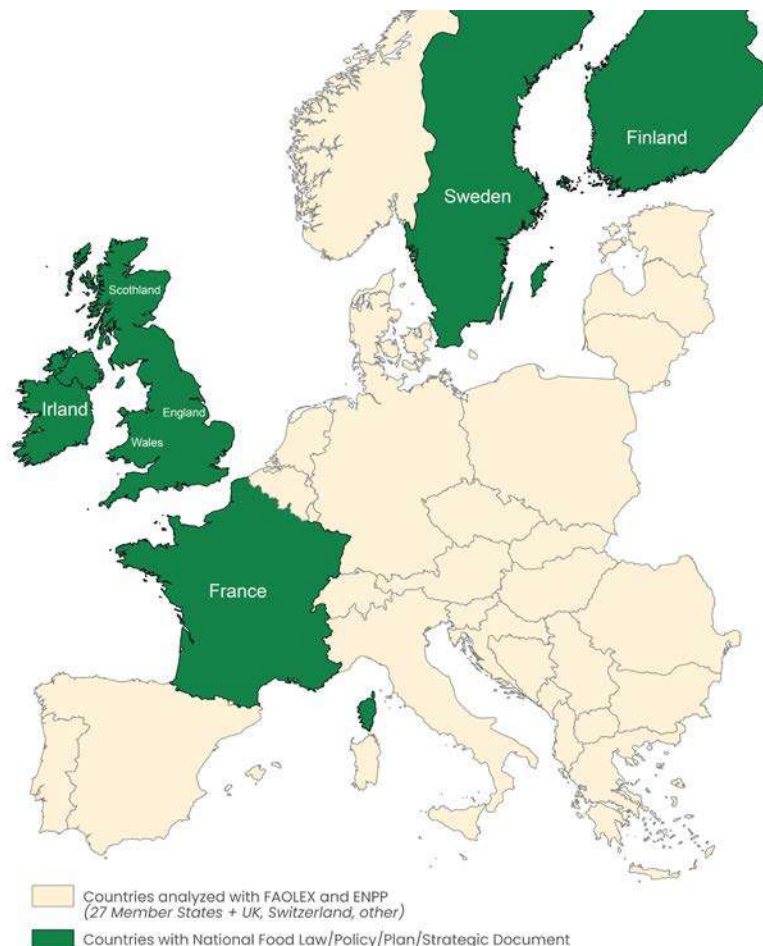


Figure 20 – Map of National Food Policies

Notwithstanding national food policies in Europe are sectorial, it is possible to identify 7 examples that represent steps towards integrated national food policies, that are presented in the following table:

Country	National Food Law/Policy/Plan/Strategic Document
France	The <b>National Strategy on Food, Nutrition and the Climate</b> (Stratégie nationale pour l'alimentation, la nutrition et le climat – SNANC), introduced by law 2021-1104 of 22 August 2021 on combating climate disruption and strengthening resilience to its effects, determines the focuses for policy on sustainable food that generates less greenhouse gas, is protective of human health, is more favourable to biodiversity, promotes resilience in agricultural systems and regional food systems, and safeguards food sovereignty and the focuses of nutrition policy, based on the national food programme and the national programme on nutrition and health.



	<p>The SNANC is promoted by the Haut Conseil de Santé Publique.          Available only in French:  <a href="https://www.hcsp.fr/explore.cgi/avisrapportsdomaine?clefr=1308">https://www.hcsp.fr/explore.cgi/avisrapportsdomaine?clefr=1308</a></p>
<b>Finland</b>	<p>The Finnish <b>Government report on food policy Food2030. Finland feeds us and the world</b> (<a href="https://www.fao.org/faolex/results/details/en/c/LEX-FAOC200198">https://www.fao.org/faolex/results/details/en/c/LEX-FAOC200198</a>) is a primary document of Finnish national food policy, setting out policy objectives and key priorities of activities. The Food policy aims at the responsible and sustainable production and consumption of food, as well as a food system that generates financial and social well-being. A common food policy supports the development of food citizenship.</p> <p>According to the document the Food policy creates the preconditions for the competitiveness and diversity of primary production, food safety, security of supply, and the operation of the food industry in Finland. It also helps to promote welfare in society, reinforces regional and local vitality, and encourages food sector companies to reinvent themselves and to develop their operations.</p>
<b>Sweden</b>	<p>A <b>National Food Strategy for Sweden</b> is a national policy document with a multi sectoral approach. The overall objective of the food strategy is a competitive food supply chain that increases overall food production while achieving the relevant national environmental objectives, aiming to generate growth and employment and contribute to sustainable development throughout the country. The Government proposes that the strategy covers three strategic areas. These strategic areas are:</p> <ol style="list-style-type: none"> <li>1. Rules and regulations;</li> <li>2. Consumers and markets; and</li> <li>3. knowledge and innovation.</li> </ol>
<b>England</b>	<p>The “<b>Government Food Strategy</b>” (<a href="https://www.gov.uk/government/publications/government-food-strategy">https://www.gov.uk/government/publications/government-food-strategy</a>) is an integrated strategy that embrace the food system from production to consumption built around 3 pillars</p> <ol style="list-style-type: none"> <li>1. Food security and sustainable production</li> <li>2. Healthier and sustainable eating</li> <li>3. The UK as part of a global food system</li> </ol> <p>The Department for Environment, Food and Rural Affairs (Defra) is responsible for food policy. However, as stressed in the Government food strategy the policy levers that influence the food system are dispersed across government. Thus, to implement the Strategy promotes: a) join-up within government to collectively drive progress; b) work closely with the DAs, reflecting that the food system operates on a UK-wide basis; c) champion a collaborative approach by working in partnership with industry and civil society</p>
<b>Wales</b>	<p>The <b>Food for Wales, Food from Wales 2010-2020. Food Strategy for Wales</b> sets out the Welsh Assembly Government’s vision for the future of the food system of Wales. It is built around 5 key drivers:</p> <ol style="list-style-type: none"> <li>1. Market Development</li> <li>2. Food Culture;</li> <li>3. Sustainability and well-being;</li> <li>4. Supply Chain Efficiency; and</li> <li>5. Integration.</li> </ol> <p>The Strategy proposes that there needs to be more explicit integration, which recognises that the way in which food is produced, distributed and marketed directly affects public health policy, economic and community development, tourism, and our</p>



	commitment to sustainable development. As such the Strategy will seek commitment from all concerned to further join up policy on food across Government and the industry to achieve the best possible provision for the health and well-being of our citizens.
<b>Scotland</b>	<p>The <b>National Food and Drink Policy “Becoming Good Food Nation”</b> (<a href="https://www.gov.scot/policies/food-and-drink/good-food-nation/">https://www.gov.scot/policies/food-and-drink/good-food-nation/</a>) was published in 2014, setting out the strategy of the National Food and Drink Policy</p> <p>The first Good Food Nation Programme of Measures was published in September 2018, setting out the range of measures to implement the Becoming Good Food Nation. These measures were set across five key areas:</p> <ol style="list-style-type: none"> <li>1. Health</li> <li>2. Social Justice</li> <li>3. Knowledge</li> <li>4. Environmental Sustainability</li> <li>5. Prosperity</li> </ol> <p>In 2022 Good Food Nation (Scotland) Bill become the “Good Food Nation” (Scotland) Act 2022 The Act places duties on Scottish Ministers and certain public authorities to produce plans of their policies in relation to food and set out what they will do to make those plans real.</p>
<b>Ireland</b>	<p>The <b>Food Vision 2030</b> (<a href="https://www.gov.ie/en/publication/c73a3-green-vision-2030-a-world-leader-in-sustainable-food-systems/">https://www.gov.ie/en/publication/c73a3-green-vision-2030-a-world-leader-in-sustainable-food-systems/</a>) is a nationwide strategic document aiming, at providing a vision, missions and actions for Ireland to become a world leader in Sustainable Food Systems (SFS) The Strategy is based on the concept of 4 high-level Missions underpinned by a series of 22 key goals and actions. The 4 Missions are as follows (i) a climate-smart, environmentally sustainable agri-food sector; (ii) viable and resilient primary producers with enhanced well-being; (iii) food that is safe, nutritious and appealing, trusted, and valued at home and abroad; and (iv) an innovative, competitive and resilient agri-food sector, driven by technology and talent.</p> <p>In this Strategy it is stressed the interconnectedness of policies for food, health, climate and the central theme of the Strategy is that this interdependence should be recognised within national policy, by using a food systems approach.</p>

The examination of the **national food policy landscape in Europe** reveals a **lack of integrated national food policies**. European countries have, in large part, adopted a sectorial approach to food policy. This approach, characterized by fragmented policies that address specific aspects of food-related challenges such as food security, nutrition, and food waste, presents both strengths and weaknesses. On the one hand, it allows for targeted interventions that can address specific issues effectively. On the other hand, this fragmented approach fails to recognize the intricate interconnections that exist within the modern food system. The consequences of this fragmentation are multiple. It impedes to tackle food-related issues in a holistic manner, often resulting in inefficiencies, overlaps, and missed opportunities. To address these shortcomings and build a more resilient, equitable, and sustainable food system, it is extremely important that European countries take into consideration the development of integrated national food policies. These policies should encompass the entire food system, from production and distribution to consumption.

Notwithstanding national food policies in Europe are sectorial, from the analysis has emerged that attempts towards integrated national food policies have been put in place in 7 countries (France, Sweden, Ireland, Finland, England, Scotland, Wales). They represent good examples from which to start to further develop proper integrated food policies at national level.



## 6. Conclusions

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The scope of T 2.1 is to investigate whether and to what extent European municipalities are active on integrated urban food policies and are involved in multilevel food system governance.

To explore the commitment of the cities in developing integrated urban food policies it has been adopted the “political commitment cycle” aiming at identifying the following steps of the process of institutionalization: the expressed commitment (public statements), the formal commitment (explicit political responsibility), the institutional commitment (development of a food strategy/policy/plan), the administrative commitment (new staff or office/unit) and budgetary commitment (specific budgetary resources to the integrated food policy).

From the survey, participated by 59 cities from 19 different European countries, it emerges that: the **76%** of the interviewed cities are politically committed (**expressed commitment and formal commitment**), **53%** are **institutional committed** through a food policy/plan/strategy document institutionalised by formal public deliberation, resolution or other legal instruments. In terms of **administrative commitment**, the **63%** of the cities has established an administrative structure to manage Food Policy related activities. Looking at the **budgetary commitment**, as the experience of the Municipality of Milan itself shows, having such resources is not a necessary requirement for the setting of a Food Policy as much as a facilitating factor. From the analysis also emerges that **EU funded projects** coming from Horizon and other different lines are a **crucial leverage for cities** in starting process leading to the development of integrated urban food policies.

The institutional and administrative commitment represent two important dimensions of food policy integration. Firstly, the expressed commitment and the institutional commitment refers to **policy integration** at the political level, because through them local governments recognize the cross-cutting nature of food systems challenges, and they commit to develop a cross-cutting plan or strategy to tackle them more effectively. The integration at political level is achieved by the 53% of cities. The second level of **integration** is the **administrative** one and in the case of cities participating to the survey this has been achieved by 63% of the cities.

The **implementation** of urban food policies refers to the process through which the political commitment is converted into **concrete actions**. To provide an overview of how European cities are active in food policy implementation and specifically in promoting food policy integration, **91 policy actions** implemented in **54 cities** and in **16 countries** (including UK and Switzerland) candidate to the 2022 MUFPP award have been analysed. The main area of policy intervention is represented by **SDN (28 policy actions)** followed by **SEE (16)**, **FP (13)**, **FW (16)**, **FSD (8)**.

The third dimension of policy integration is represented by the **integration of policy instruments**. The 91 best practices candidate to the MUFPP awards exhibit a significant degree of integration across various policy domains. A policy action implemented to promote SDN also result in generating social inclusion (SEE) and the mitigation of FW. This multifaceted integration underscores the complex and interconnected nature of the policy initiatives implemented by the cities.

Food systems fall under the mandate of multiple agencies and competences are distributed among different institutional levels. In food policy making cities are embedded in a complex interconnected multilevel legal framework that conditions their agency. Therefore, it is important to understand the distribution of functions and competencies and the level of discretionary powers of different levels of government because this influences the capacity of cities to develop and implement integrated food policies. In T2.1 it has been developed an **operational tool for mapping the MLG** and specifically,





the **vertical relationships** existing between the cities and the other institutional levels along the 5 areas of policy intervention of the MUFPP (SDN, SEE, FP, FSD, FW). The tool has been adopted to map the vertical relationships in the MLG in Milan, Barcelona and Bordeaux. From the maps emerges a **complex web of regulatory and budgetary relationships** among the different levels, which shows the need of developing of reinforcing mechanism to promote interjurisdictional coordination.

Another important aspect in MLG is the development of **integrated food policies at a higher level** than cities especially the regional and the national level.

The **Region** represents an important **geographical and institutional scale** in food policy making for different reasons: to overcome the urban-rural disconnection, to address food security in terms of self-reliance, and because in many countries regions are important institutional player having competences in many areas of interventions in the food governance. Furthermore, as the region has the potential to represent an institutional space enabling the interface between the cities and the national governments, the development of integrated regional food policies can become an opportunity for initiating the process of establishing multilevel food governance mechanisms. Through the analysis conducted in T2.1 they have been **identified four regional food strategies** in Catalonia (Spain) and in Flanders, Wallonia and Brussels-Capital (Belgium). All these regional food strategies exhibit the same characteristics that make them a very concrete examples of what can be concretely defined a regional integrated food policy. In details they are:

- a. **Intersectoral:** they adopt a holistic food systems perspective and they are built on visions, strategies and concrete initiatives and actions that involves all the different sectors of the food system from production to consumption.
- b. **Participatory:** they have been developed through participatory processes in which all the stakeholders participated to the design of the strategies. They are implemented through multi-stakeholders engagement. All the four regional food strategies have established regional food councils that are responsible to foster participation, collaboration, deliberation, advisement, consultation, and the formulation of proposals for the implementation of the food strategies. In the Wallonia region they are established also food councils at local level.
- c. **interministerial and interdepartmental:** from the political point of view they are usually promoted by a single member of the local government, but they are adopted collectively. From the administrative perspective, to ensure a coherent implementation of the strategies, a governance model and specific coordination infrastructures and mechanisms are established to ensure the animation and coordination between the various departments.

Looking at the mechanisms of vertical coordination among the different institutional levels in food policy making, the experience of the Catalonia is particularly relevant because to boost the implementation of the regional food strategy an ad hoc **coordination office** between Generalitat of Catalonia and the Municipality of Barcelona has been created.

The examination of the **national food policy landscape in Europe**, involving **more than 29 countries part of the EU and extra EU countries** (Albania, Bosnia Herzegovina, Czech Republic, Iceland, Slovakia, Norway, Serbia, Switzerland and United Kingdom), reveals a **lack of integrated national food policies**. European countries have adopted a sectorial approach to food policy that, from one side, allows to address specific issues effectively, but, from the other side, it impedes to tackle food-related issues in a holistic manner, often resulting in inefficiencies, overlaps, and missed opportunities. From this fragmentation emerges the need for structural coherence and coordination. Notwithstanding national food policies in Europe are sectorial, from the analysis has emerged that attempts towards integrated national food policies have been put in place in 7 countries (France, Sweden, Ireland, Finland, England, Scotland, Wales). These initiatives represent good examples from which to start to further develop proper integrated food policies at the national level.



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